

QLDC Council
28 September 2017

Report for Agenda Item: 11

Department: Property & Infrastructure

Queenstown Town Centre Transport Strategy – Mode Shift Improvements

Purpose

The purpose of this report is to identify the measures necessary to encourage a mode shift from private car usage to public transport. These include:

- a. Parking charge review
- b. Further parking restrictions
- c. Additional resources (enforcement)

Recommendation

That Council:

1. **Note** the contents of this report;
2. **Agree** to the further restrictions and amendments to parking provisions in the Town Centre and CBD [as set out in Attachment B].
3. **Note** the provision of new minor infrastructure for Public Transport.
4. **Direct** officers to amend the Parking Charges [as detailed in Attachment A.]
5. **Note** the additional resources required to cover the transition period.

Prepared by:



Tony Pickard
Principal
Infrastructure

12/09/2017

Planner

Reviewed and Authorised by:



Peter Hansby
General Manager
Property and Infrastructure

12/09/2017

Background

- 1 The Queenstown Town Centre Transport Strategy includes the need to encourage a behavioural change to public transport as the preferred travel choice. More recently this has been supported by both the ongoing Queenstown Masterplan project and the Queenstown Integrated Transport Strategy.
- 2 Three major components of this modal shift are brought together in this report, being:
 - a. Parking Fee changes and the establishment of a Transport Improvements Fund (TIF).
 - b. Identification and installation of new/amended Public Transport Bus Stops.
 - c. Consolidation of Town Centre/CBD parking restrictions.

Comment

- 3 The transport strategies referenced above all refer to a necessary change in the approach to transport in and around Queenstown. Historically, the private car has been the preferred mode for the majority of residents, business and visitors alike. Public Transport has been poorly supported and is viewed as an expensive, inefficient and limited service. Queenstown is also seen as the adventure capital of New Zealand which brings a high proportion of outdoor sports users as residents and visitors, which in turn increases the preference for active travel, if suitable infrastructure exists.
- 4 Private car use is high. This results in congestion and lack of availability of parking, which in turn initiates demands for Council to provide more parking and more efficient roading. As the demand grows the ability to increase parking availability and install more roading is severely limited by geography, topography and funding. To make transport more efficient, economic and possibly more enjoyable, a behavioural change is required and is addressed here collectively as Mode Shift Improvements. The aim is to increase the usage of alternative modes, by making them more attractive than the private car to all user groups.
- 5 The methods included in this project will encourage a mode shift towards public transport, which is a service about to be improved by its regulator, the Otago Regional Council¹. This will see more direct routes, more frequent service and a significant lowering of fares. This is currently indicated as occurring on 20 November 2017. The infrastructure changes necessary to action this shift are mainly the responsibility of QLDC and include measures to make parking and the use of the private car proportionally unattractive, as the attractiveness of other modes is increased. The main shift is expected towards public transport (buses) with an element of active travel also being increased, although a separate and significant improvement to Active Travel Networks² is also being planned. Importantly the new bus service and the “encouragement” must be aligned and delivered reasonably close together.

¹ Public Transport Network Review Detailed Business Case (ORC) 2017

² Queenstown Integrated Transport Programme Business Case 2017

Public Transport Infrastructure

- 6 The new/improved bus services require the installation of new stops in strategic locations to allow efficient operation. The revised routes and these new facilities are part of the first stage of these improvements and if the increased use is realised, then further improvements will be planned (these may include prioritised intersections, park and ride and transport hubs). The installation work will be in stages, allowing signage in the first tranche and then further improvements including shelters in some locations to be added. A total of 25 new stops, with a range of minor work and installation of bus shelters where required, are being planned over the period from October 2017 to March 2018.
- 7 The total costs of these implementations are indicatively around \$900,000 including any additional enforcement costs. This is a high cost and is anticipated to be revised downwards significantly, as more detailed design is progressed.

Parking Charges / Restrictions

- 8 One of the main deterrents from using other modes is the availability of free or low cost parking in the town centre. Parking fees have remained unchanged since 2010 and are currently accepted as being very low. Additionally there is a large amount of free car parking available within walking distance (5 mins = 400m, 10 mins = 800m) of the town centre. Competition is fierce for these free or low price parks, which encourages their use. The ongoing occupancy rate across the town of over 90% confirms this.
- 9 Historically there has been adequate parking for all users around the town, with enough capacity to allow cheaper parking for daily, weekly, monthly and quarterly periods. The high occupancy rates now necessitate a review of this liberal approach. With the current high levels of occupancy, combined with low or zero cost, the alternatives of active travel and Public Transport are not being incentivised or encouraged.
- 10 It is accepted that a range of parking provisions will still be required and existing parking areas will be retained, although the charging regime will be increased to the point that modelling shows the shift to public transport will occur. Further restrictions will also be added to reduce some commuter all day parking.
- 11 The new charges and changes to parking restrictions are detailed in Attachments A and B respectively. The proposed changes are targeted at all user groups, residents (commuters), visitors and commercial users. These will be implemented in stages before March 2018. These have been staged with consideration to a variety of user groups, noting the Christmas break, and notice will be given to the longer term permit holders following adoption of this report.

CBD Trials

- 12 Over several months in 2016, a number of minor changes were introduced to the CBD / Town centre. Some are trials whilst others are open ended, and feedback on their effectiveness was collected from an on-line survey, and directly from the business community, and Customer Service and Enforcement teams. The overall effect of these changes was to encourage more turnover of spaces,

especially for all day parkers. In this respect the feedback is positive, although there were negative responses to some of the individual measures.

- 13 Given that QLDC has now embarked on a Master Planning project for Queenstown Town Centre it is recommended that these previous changes are all generally left in place at this time, to allow continuity. Some further amendments will be required to accommodate the public transport infrastructure and are detailed in Attachment B. For clarity, evening parking restrictions, CBD zones and no return times, campervan restriction in the CBD, car-pooling, overnight bus /coach parking, campervan parking and winter changes will all remain as per earlier Council resolutions.

Transport Improvements Fund (TIF)

- 14 The revenue from parking charging has been previously reinvested, after covering operational charges and maintenance to the meters, including software updates and consumables (tickets). The surplus has been placed back into the general fund. The surplus has now been allocated to QLDC's share of a subsidy for Public Transport fares and if that requirement is exceeded, into public transport infrastructure. This will be the Transport Improvements Fund.

- 15 QLDC's share of the subsidy for the first and subsequent years of public transport is expected to be \$600,000 with an additional \$300,000 allocated to cover a risk factor. It is anticipated that the parking charge surplus will exceed this sum from the first year onwards. The Public Transport subsidy will be shared as follows:

- a. QLDC: 25%
- b. ORC: 25%
- c. NZTA: 50%

Camp Street

- 16 To enable the Public Transport service to operate efficiently there will need to be an increase in the number and availability of dedicated bus stops in the Town Centre. A total of four stops will be utilised, and some re-configuration of adjacent parking, loading and taxi stops will occur. These stops will be restricted to the regulated public transport vehicles only and will remain on Camp Street until the Queenstown Masterplan design has been completed and implemented. The delivery times in Searle Lane will also be amended, back to closing at 10am to encourage earlier deliveries in this increasingly busy area and to accord with the recent changes to Beach Street. An indicative layout is shown at Attachment B.

Additional Resources

- 17 The Regulatory Manager has identified that sufficient enforcement (traffic warden) capacity exists in the CBD on a business as usual basis, but agrees with the need for one additional staff role to assist the transition period and also increased admin support. The additional resource is intended to have more of an ambassadorial role, to assist the public with the transitions by maintaining a presence especially on Camp Street, but will have the power to enforce where

required. Additionally, enforcement will be supported by use of QLDC's CCTV system.

18 These resources will be for 1 FTE for the period October 2017 – March 2018, and 0.6 FTE for an admin support role on an ongoing basis. The costs for these posts are effectively funded on a cost recovery basis, but are indicatively \$70,000.

Parking restrictions on berms / verges

19 As further control of parking, combined with an increase in parking charges is likely to cause displacement of parking to other public areas, adjacent to the town centre, this needs to be actively monitored. A further 1 x FTE for the transition period October 2017 – May 2018 is required, supported by another 0.6 FTE admin support. The findings from this monitoring will be reported back to Council before the end of March 2018.

Procedure

20 Consultation is required as follows:

- a. New bus shelters are required to be consulted on through (LGA) by QLDC, and will be assisted by ORC. The GM property and Infrastructure will respond to any objections to locations.
- b. Due to the varied uses present in Camp St, officers will communicate the intended changes directly with both owners and occupiers before implementation.

21 Good communications will be essential and a joint QLDC / ORC / NZTA plan will be devised and implemented to cover the full transition period.

Options

22 Option 1 Do Nothing

Advantages:

- a. Nil

Disadvantages:

- a. Public Transport will continue to be inefficient.
- b. Mode shift will likely not occur due to the lack of alternative modes.
- c. Parking occupancy will remain in excess of 85% (the standard planning figure).
- d. Congestion will continue to grow.

23 Option 2 Raise Parking Charges only.

Advantages:

- a. This may deter some users.
- b. This may displace some parking from the town centre.
- c. This will raise parking revenue.

Disadvantages:

- a. This will displace parking demand not reduce it.
- b. This will not reduce traffic numbers.

24 Option 3 Impose Further Restrictions only

Advantages:

- a. This will result in minor behavioural change.
- b. The community would not face additional parking costs.

Disadvantages:

- a. Unlikely to cause the mode shift required.
- b. Will not reduce congestion or increase parking availability.

25 Option 4(a) Raise parking charges and impose further restrictions.

Advantages:

- a. The combined effect will encourage the mode shift.
- b. Parking availability will be within the planning range (up to 85%).
- c. Congestion will be eased through fewer private cars travelling into / through the town centre.

Disadvantages:

- a. The changes will be significant to the community.

26 Option 4 (b) Raise parking charges and impose further restrictions on a staged basis.

Advantages:

- a. As per Option 4(b) but will be achieved through a transition to facilitate the changes required by the community.

27 This report recommends **Option 4 (b)** for addressing the matter because it will effect the necessary change in a manner that allows the change to be managed.

Significance and Engagement

28 This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy because the changes will cause a significant change to the current practice for travel to the town centre but the overall outcome however, is seen as positive.

Risk

29 This matter relates to the strategic risk SR1 Current and future development needs of the community as documented in the Council's risk register. The risk is classed as high. This matter relates to this risk because the change to the community will result in behavioural changes allowing infrastructure to be focussed away from a car centric environment.

30 The recommended option mitigates the risk by:
a. Treating the risk – through a staged approach, good communications and multi-agency working.

Financial Implications

31 Existing budgets are anticipated to be sufficient for this project.

32 The Transport Improvements Fund is expected to provide subsidies for public transport on an ongoing basis.

Council Policies, Strategies and Bylaws

33 The following Council policies, strategies and bylaws were considered:

- a. Queenstown Town Centre Transport Strategy
- b. Traffic and Parking Bylaw

34 The recommended option is consistent with the principles set out in the named policy/policies.

35 This matter is included in the 10-Year Plan/Annual Plan. Transport, specifically reducing congestion, is a key issue.

Local Government Act 2002 Purpose Provisions

36 The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by developing a more efficient transport network in and around Queenstown.;
- Can be implemented through current funding under the 10-Year Plan and Annual Plan;

- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

Consultation: Community Views and Preferences

37 The persons who are affected by or interested in this matter are Queenstown residents, visitors, business owners and operators.

38 Consultation for adjacent residents/owners is required for the location of public transport infrastructure (bus stops).

39 Consultation for bus stops is required under s339, Local Government Act

Attachments

A Parking charges

B Parking restrictions

ITEM 11:
Attachment A – MSI – Revised Parking Charges 2017/2018

Location	Monday- Sunday (Existing)	Monday – Sunday (Interim)	Monday- Sunday (Final)
Athol Street	9am - 9pm \$2/hr Max 4hrs	9am - 9pm \$4/hr Max 4hrs	9am - 9pm \$4/hr Max 4hrs
Camp Street	9am - 9pm \$2/hr Max 2hrs	9am - 9pm \$4/hr Max 2hrs	9am - 9pm \$4/hr Max 2hrs
Earl Street	9am - 9pm \$2/hr Max 2hrs	9am - 9pm \$4/hr Max 2hrs	9am - 9pm \$4/hr Max 2hrs
Marine Parade	9am - 9pm \$2/hr Max 2hrs	9am - 9pm \$4/hr Max 2hrs	9am - 9pm \$4/hr Max 2hrs
Memorial Street	8am - 9pm \$2/hr Max 1hr	8am - 9pm \$4/hr Max 1hr	8am - 9pm \$4/hr Max 1hr
Stanley Street	8am - 9pm \$2/hr Max 1hr	8am - 9pm \$4/hr Max 1hr	8am - 9pm \$4/hr Max 1hr
Coronation Drive	8am - 9pm Free Max 2hrs	8am - 9pm \$4/hr Max 2hrs	8am - 9pm \$4/hr Max 2hrs
Ballarat A	8am - 6pm \$1 Max 10 hrs \$40.00/Week, 7 Days	8am - 6pm \$2/hr Max 10 hrs \$80.00/Week, 7 Days	8am - 6pm \$2/hr Max 10 hrs
Ballarat B	8am - 6pm, \$1/hr Max 10 hrs \$40.00/Week, 7 Days	8am - 6pm \$2/hr Max 10 hrs \$80.00/Week, 7 Days	8am - 6pm \$2/hr Max 10 hrs
Ballarat C	Permit holders only	Permit holders only	8am - 6pm 2/hr Max 10 hrs
Ballarat Street	8am - 6pm, \$2/hr Max 1hr	8am - 6pm, \$4/hr Max 1hr	8am - 6pm, \$4/hr Max 1hr
Boundary Street	8am - 6pm, \$0.50/hr Max 5 Hrs \$2.50 All Day, Max 10 Hrs \$12.50/Week, 7 DAYS	8am - 6pm \$1/hr Max 10 Hrs \$5.00 All day, Max 10 hrs \$25.00 / Week, 7 Days	8am - 6pm \$1/hr Max 10 Hrs
Recreation Ground	8am - 6pm \$0.50/hr Max 5 Hrs \$2.50 All Day, Max 10 Hrs \$12.50/Week, 7 DAYS	8am - 6pm \$1/hr Max 10 Hrs \$5.00 All day, Max 10 hrs \$25.00 / Week, 7 Days	8am - 6pm \$1/hr Max 10 Hrs
Church Street (Covered)	\$2/hr \$5 Earlybird \$10 Maximum daily rate	\$4/hr \$10 Earlybird \$20 Maximum daily rate	\$4/hr







Note: Weekly tickets do not guarantee a space will be available. This is the same as the existing situation.

Nov 20 New Fares and Routes – Dec 04 Interim Parking Charges – Feb 05 Final parking Charges – March 05 Queenstown Gardens / One Mile Car Parks – March 31 Quarterly / Monthly permits removed.

ITEM 11:
Attachment B Mode Shift Improvements – Further Restrictions

Camp Street



- | | | | |
|---|---|---|--|
|  | <p>New Public Transport Bus Stop</p> |  | <p>Existing taxi ranks retained</p> |
|  | <p>Existing bus stop reduced to one bay</p> |  | <p>Loading zone – reverts to taxi rank 6pm daily until 6am</p> |
|  | <p>Loading zones operating 24/7</p> |  | <p>Existing public parking retained</p> |

Athol, Rees and Shotover Streets



New loading zone 24/7



New loading zone 24/7



Existing loading zones but restriction altered to 24/7

Queenstown Gardens and One Mile car Park



Free parking – maximum
4 hrs – no overnight
parking – no parking on
verges



Free parking – maximum
4 hrs – no overnight
parking – no parking on
verges