

QLDC Council
12 September 2019

Report for Agenda Item | Rīpoata mot e Rāraki take 2

Department: Property & Infrastructure

Title | Taitara Proposed bus layover for new Queenstown to Lake Hayes Estate direct bus service

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

- 1 The purpose of this report is to consider a proposed layover for the new Lake Hayes Estate to Queenstown - direct bus service.

EXECUTIVE SUMMARY | WHAKARĀPOPOTOTANGA MATUA

- 2 The Queenstown Lakes District Council Traffic and Parking Bylaw 2018 (the bylaw) regulates parking and the use of roads and public spaces under Council's control.
- 3 The bylaw was adopted by Council at its 13 December 2018 meeting and came into effect on 1 March 2019. Council has delegated the exercise of its decision-making by resolution to the Traffic and Parking Subcommittee (the Subcommittee), however no further meetings have been identified prior to the October elections and the matter needs to be addressed with some urgency.
- 4 A new direct bus route is proposed in order to meet public demands for an increase in frequency and reduced travel times between Lake Hayes Estate and Queenstown.
- 5 Otago Regional Council require a layover for buses for this new service to allow drivers to have a rest, as it is required that a driver rests for 10 minutes for every 2 hours of driving.
- 6 The parking restrictions proposed for approval in this report are:
 - New bus park for permit holders only at the southern end of Gorge Road. The proposed bus park will be within the existing parking shoulder and will remove up to seven non regulated on-street parking spaces.
- 7 Clause 16 of the bylaw restricts parking conditions based on vehicle classes and times. Enforcement is subject to prescribed signage and road markings. A decision is required on locations to erect signage and road markings, such that enforcement can occur.

RECOMMENDATION | NGĀ TŪTOHUNGA

That Council:

1. **Note** the contents of this report;

2. **Approve** changes to the new and existing restrictions applying to the on-road parking restrictions as set out in Attachment A Option 1 - Additional parking and traffic restrictions applying to Queenstown Lakes District from 1 March 2019 as of 22 May 2019.

Road or Location	Specific Description
Queenstown Area	
Gorge Road	Bus park for permit holders only to replace 39m of parking shoulder

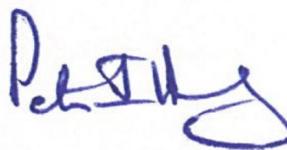
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29/08/2019

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2/09/2019

CONTEXT | HORPOAKI

- 8 The Queenstown Lakes District Council Traffic and Parking Bylaw 2018 (the bylaw) regulates parking and the use of roads and public spaces under Council's control.
- 9 Changes to existing restrictions or the implementation of new restrictions require a Traffic and Parking Sub-Committee resolution prior to implementation.
- 10 Regular changes to traffic restrictions (including parking controls) are required throughout the district, often in response to requests from the public or businesses regarding safety or accessibility concerns. Opportunities for improvements are also identified by staff when considering changes in parking use patterns, demand or as the development of master planning of town centres continues.
- 11 With the increasing population and pressures on the current transport network, Otago Regional Council is proposing an additional bus service to connect the residential subdivisions (Lake Hayes Estate and Shotover Country) to Queenstown.
- 12 The proposed bus route will be a direct service from Lake Hayes Estate to Queenstown without requiring passengers to change at Frankton hub, as is required in the current route. This new service will increase the frequency and reduce the travel times on this route.
- 13 ORC have proposed a new bus schedule for the new route which would be in between the existing bus schedule for the route.
- 14 It is necessary to provide a layover for the new bus service to allow for drivers to rest for a minimum of 10 minutes for every 2 hours of driving, as per employment legislation.
- 15 The current Queenstown bus stop terminal is located on Camp Street and is in the process of being relocated to Stanley Street. The new bus route will terminate on Stanley Street and the buses will be required to turn around to commence their journey in the opposite direction to Lake Hayes Estate.
- 16 The start of the bus route is on the opposite side of Stanley and will require the buses to do a loop around the town centre for the bus to be facing in the right direction. Given the difficulties for buses to turn around in the town centre Otago Regional Council have identified a loop via Gorge Road and then Robins Road to enable the bus to be in the correct orientation on Stanley Street.
- 17 The direction described in item 18 whereby buses turn right at the traffic lights from Stanley Street to Gorge Road and then left into Robins Road is preferable for buses travelling in the town centre. In the opposite direction, buses would need to negotiate a right turn movement at the t-intersection from Robins Road to Gorge Road and may face difficulties in finding a suitable gap in the traffic to turn.
- 18 Along this loop described in item 18, there are potential locations on Gorge Road and Robins Road for bus drivers to pull over to take their rest.

- 19 A Council resolution is required to approve the new location for a layover with the required signage and markings to allow subsequent enforcement.
- 20 In making decisions under the bylaw, Council is required to act reasonably and give due consideration to those potentially affected by the restriction.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

Parking Requirements in the District

- 21 This report seeks to approve new, amend existing and remove some parking restrictions that are in place across the district to ensure enforceability under the bylaw.

Strategic direction for traffic and parking

- 22 Planning for managing traffic demand and parking in the future is underway, with the Queenstown Integrated Transport Strategy and the Queenstown Town Centre Master Plan now in the detailed stages.
- 23 With the desire in the strategies to support mode use changes the introduction of a direct bus route between Lakes Hayes and Queenstown is to be encouraged, particularly as the demand has been identified. The facilities needed to service this route, such as this bus layover, are a consequence of meeting this strategic direction.

District Plan considerations and implications

- 24 The district plan outlines the requirements for parking and traffic to complement Council's overall land use goals and objectives for district development.
- 25 The Transport chapter of the district plan endeavours to support mode use change by reducing parking requirements within commercial developments, encouraging off street parking in residential developments and increasing densities around town centres.
- 26 In order to compliment the district plan's requirement to support mode shifts, additional bus services are necessary. As such this new route, and required layover are directly meeting the expectations of the district plan.

Considerations for Bus Layover Location

Gorge Road

- 27 Gorge Road is an arterial road that connects Queenstown town centre to the north, towards Arthurs Point and Arrowtown. This report focuses on the western side of Gorge Road (vehicles travelling in the northerly direction) as identified in the preferred direction of travel for the buses.
- 28 Gorge Road commences at the end of Shotover Street and has no stopping lines up past the QLDC office. There are provisions for two 90 degree off-street car parks in front of the QLDC office. From here, there is a 2.2m wide parking shoulder with no parking

restrictions approximately 143m in length to Boundary Road. The remaining extent of Gorge Road to Robins Road is restricted with no stopping road markings.

- 29 The start of the parking shoulder on the southern end of Gorge Road is a potential location for a bus to pull over as it provides simple access for a bus to pull over without having to negotiate with parked vehicles (on the basis that parking spaces are removed). Particularly at this location, there is additional pulling in space with no stopping lines in front of the Council office.
- 30 Replacing 39m of the parking shoulder with a bus park will leave 104m of parking shoulder along Gorge Road.

Robins Road

- 31 Robins Road currently has a mixture of on street parking comprising time restricted car parking spaces and separate bus parking and bus stops. There are also sections of no stopping in the vicinity of intersections, driveways and narrower sections of the road. Occupancy of the on street parking is generally high with significant usage throughout the day.
- 32 There are existing 120 minute bus parks at the southern end of Robins Road that were considered for the bus layover, however, these are used on a regular basis by buses and the availability of the bus parks for the new bus service is not guaranteed.
- 33 The existing bus stop in the southerly direction, south of the Robins Road bridge is considered a potential location for a layover. This bus stop is currently not used by any public transport because it is not part of any existing bus routes.
- 34 Currently the bus stop is used by NZSKI buses for dropping off passengers returning from Coronet Peak. The drop offs are between 13.30 to 16.30pm (and extends to 9.00pm during night ski sessions). The time of each drop off is dependent on when buses fill up at Coronet Peak and so varies each day. As such it is difficult to co-ordinate the use of the bus stop by the NZSKI bus with the layover bus (although it should be noted this is only an issue during the ski season, June to September). It is also noted that neither NZSKI or any other authorised user of the stop has priority.
- 35 Being a bus stop, buses cannot park in it and therefore it would require the bus stop to be changed to a bus park for it to be used as a bus layover.
- 36 To avoid the risk of clashes between the NZSKI bus and the layover bus the four existing car parking spaces south of the bus stop have been considered as an appropriate location for the bus layover. As above this would require to be a bus park and not a bus stop to allow the bus to stop for around 10minutes. In addition, it would be necessary to introduce a permit requirement so that other buses do not park in this space.
- 37 To offset the loss of car parking spaces the creation of some new car parking spaces in the existing school bus parking area in front of the Queenstown Primary School was considered. There are currently 3 bus parking spaces at this location and although these

are not used extensively throughout the day, Go Bus have stated that they require these spaces to be available at all times.

- 38 An alternative to creating a new bus park in the 4 existing car parking spaces is to turn the existing bus stop into a bus park with a permit. This would however prevent the NZSKI bus from stopping there.
- 39 Consideration was also given for the bus layover to be located at the Lake Hayes Estate end of the route and not in Queenstown. This has been discussed with the Otago Regional Council but due to timetable clashes with the existing service and previous complaints from residents in Lake Hayes when buses are parked there, they do not consider this to be a viable option and hence have requested the layover to be in town.
- 40 The Stanley Street bus terminal was also considered, however, the Arrowtown and Arthurs Point bus route also shares this stop, and through discussions with Otago Regional Council, there is potential for buses to clash at this site particularly during peak times. The location is not ideal as Otago Regional Council has indicated that the stop will be located between Coronation Drive and Ballarat Street and may create disruptions to the traffic. Furthermore, with a bus parked outside the courthouse is likely not to be well received.
- 41 The request for a bus park is an exception to Council's usual practice as this is a commercial activity on a public road. However, the need to accommodate this service is highly desirable to help achieve mode shift and service the Lake Hayes Community.

Assessment of Options

- 42 Option 1 Install a bus park within the parking shoulder on Gorge Road outside QLDC office.

Advantages

- 43 Low level of change required. Removal of existing road markings and signage and replace with new markings and signage for the bus park.
- 44 The provisions for two spaces including a mobility impaired park in front of the QLDC office will not be affected.
- 45 A permit only bus park enforces the park to be dedicated to the buses only.
- 46 Easily accessible for buses, this section of road is straight. The no stopping lines in front of the QLDC office provides additional length for buses to pull in.
- 47 The buses will be idling adjacent to the Gorge Road footpath and the footpath leading down to the Gorge Road car park. (There are no properties directly affected on that side of the road as the existing use is a car park.)
- 48 Improves the community's needs for frequent and efficient public transport needs.
- 49 Is consistent with the Council's Enforcement and Prosecution Policy.

50 Enables effective and lawful enforcement.

Disadvantages:

51 Loss of up to seven existing on-street long-term car parking spaces.

52 May cause conflict with vehicle owners receiving infringements for parking on the bus park.

53 May result in displacement of vehicles to areas that are not subject to the restrictions.

54 Option 2 Create a new bus park in the existing 4 car parking spaces south of the bus stop on Robins Road

Advantages:

55 Minimal changes required to do this.

56 The location of the bus layover is part of the loop for buses to get back onto Stanley Street in the correct direction.

57 A permit only bus park enforces the park to be dedicated to the buses only.

58 Should the bus park be illegally used by other vehicles, the existing bus stop can be used so no safety hazard is caused by two buses being stopped at once.

59 Improves the community's needs for frequent and efficient public transport needs.

60 Is consistent with the Council's Enforcement and Prosecution Policy.

61 Enables effective and lawful enforcement.

Disadvantages:

62 Loss of 4 existing on street car parking spaces.

63 Bus is parked along the property boundary of 47 Robins Road and may be a noise and pollution concern for the residents at the property.

64 May cause conflict with vehicle owners receiving infringements for parking on the bus park.

65 May result in displacement of vehicles to areas that are not subject to the restrictions.

66 Potentially the parking may be removed in the long term for active transport plans.

67 Option 3 Change existing bus stop to bus park on Robins Road.

Advantages:

68 No removal of parking spaces on the southerly direction on Robins Road.

69 Will not result in displacement of vehicles to other areas.

70 Other advantages as per Option 2 except for paragraph 63.

Disadvantages:

71 NZ Ski buses and other legitimate users will be displaced.

72 Potentially the parking may be removed in the long term for active transport plans.

73 Option 4 Not approve the on-road restrictions as identified in this report

Advantages:

74 No loss in vehicle parking spaces.

75 Will not result in displacement of vehicles to other areas.

Disadvantages:

76 Does not support the layover requirements for the new bus route to address the issues associated with community public transport expectations.

77 No layover provided for bus drivers.

Recommendation

78 This report recommends **Option 1** as it addresses the need for a bus layover without impacting on adjacent properties.

Proposed areas for signage

79 To enforce the new restriction, signage is required. It is proposed to use standard “Bus Parking” signs with “permit holders only”, which provides Council a clear infringement ability.

80 A summary of the recommended locations for signage:

Road or Location	Specific Description	Reason for Restriction
Queenstown		
Gorge Road	Bus park with permit holder only restriction as defined in the map in Attachment A Option 1 - Proposed locations for bus park.	Allow for a bus layover that a bus can manoeuvre easily into and out of and within the loop required to use the Stanley Street terminal.

81 Should the locations be approved, signs stating ‘bus park’ will be erected. It is proposed that for a period of two weeks following the signs being in place that vehicles will be left with information that the restriction is to be enforced.

82 Consistent with Land Transport Act 1998 requirements, a register including the restrictions will be available to the public on the Council website and in hard copy by request.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

83 This matter is of low significance, as determined by reference to the Council’s Significance and Engagement Policy because amended and additional parking restrictions are based on community feedback, council officers recommendations and outputs from master planning requirements.

84 The persons who are affected by or interested in this matter are residents/ratepayers; visitors, business associations; emergency services; schools; large tourism transport operators; passenger service vehicles; heavy motor vehicle users; NZTA.

85 The Council has completed a full bylaw review during 2018. Significant formal and informal engagement was completed with the community and key stakeholders.

> MĀORI CONSULTATION | IWI RŪNANGA

86 The Council has not sought the specific views of iwi during this consultation process.

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

87 This matter relates to the Strategic/Political/Reputation it is associated with RISK00031 Ineffective management and governance over legislative compliance within the QLDC Risk Register. This risk has been assessed as having a Low inherent risk rating.

88 The approval of the recommended option will support the Council by allowing us to avoid the risk. This shall be achieved by ensuring operational processes are consistent with legal and regulatory requirements to support education and enforcement activities.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

89 It is anticipated that the cost associated with installing the required signage will be met from current budgets.

COUNCIL EFFECTS AND VIEWS | NGĀ WHAKAAWEAWE ME NGĀ TIROHANGA A TE KAUNIHERA

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

- Land Development and Subdivision Code of Practice Review QLDC 5 July 2019
- Traffic and Parking Bylaw 2018 as existing regulation
- Bus Stop Policy and Standards QLDC 2008

- Alignment with and consideration of the principles of the Vision Beyond 2050, in particular ‘Our public transport is the cleanest, greenest, innovative choice for district-wide connectivity’
- 10-Year Plan 2018-2028 strategic framework contributing to efficient and effective infrastructure and a responsive organisation
- Queenstown Integrated Transport Strategy supporting improved network performance and customer experience for all modes and improved liveability and visitor experience
- The QLDC Long Term Plan provides long term community and council outcomes. The Council’s desired outcomes are: High performing infrastructure and services that: Meet current and future needs and are fit for purpose; Are cost-effectively and efficiently managed on a full life-cycle basis; Are affordable for the district

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

92 This matter is not included in the Ten Year Plan/Annual Plan as a specific activity and can be delivered within general infrastructure management activities.

LEGAL CONSIDERATIONS AND STATUTORY RESPONSIBILITIES | KA TURE WHAIWHAKAARO, ME KĀ TAKOHAKA WAETURE

93 This report satisfies the decision-making requirements of Council under the new bylaw pursuant to the Land Transport Act 1998 and the Local Government Act 2002. The report provides a robust platform for the decisions to restrict parking and control vehicle use that are implemented on land under council’s control. The approach has been confirmed by council’s legal advisors as appropriate.

LOCAL GOVERNMENT ACT 2002 PURPOSE PROVISIONS | TE WHAKATURETURE 2002 O TE KĀWANATAKA Ā-KĀIKA

94 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 ensuring efficient and effective administration and enforcement activities.
- 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.

ATTACHMENTS | NGĀ TĀPIRIHANGA

- A Additional parking and traffic restrictions applying to Queenstown Lakes District from 1 March 2019 as of 22 May 2019