

Before the Hearing Panel

under: the Resource Management Act 1991

and: submissions and further submissions in relation to the
Queenstown Lakes Proposed District Plan

Hearing Stream 13
Queenstown mapping

and: **New Zealand Transport Agency Limited**
Submitter

Statement of Evidence of Antony Edwin Sizemore

Dated: 9 June 2017

S0719-NZ Transport Agency-T13-Sizemore A-Evidence

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STATEMENT OF EVIDENCE OF ANTONY EDWIN SIZEMORE

INTRODUCTION

- 1 My full name is Antony Edwin Sizemore (Tony). I am a Transport Planning Manager with the Dunedin Office of the New Zealand Transport Agency (*Transport Agency*). I have been employed by the Transport Agency since 2013.
- 2 I hold the qualifications of New Zealand Certificate of Engineering (civil).
- 3 I have been involved with the Queenstown Lakes Proposed District Plan (*Plan*) process since it began in 2015, and was closely involved in preparing the Transport Agency's submissions and further submissions.
- 4 Whilst I accept that this is not an Environment Court hearing, I have read the Environment Court's Code of Conduct for Expert Witnesses, and I agree to comply with it. My qualifications as an expert are set out above. I confirm that the issues addressed in this brief of evidence are within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.
- 5 I am authorised to make the following comments on behalf of the Transport Agency.

SCOPE OF EVIDENCE

- 6 Specific re-zoning submissions and the Transport Agency's position on them are discussed in **Tony MacColl's** evidence. My evidence is intended to be read in conjunction with **Mr MacColl's**, and provides relevant background information on the Transport Agency's current and planned future operations. In particular my evidence will deal with the following:
 - 6.1 Brief introduction to the Transport Agency's role with limited access roads;
 - 6.2 Transport Agency operations along State Highway 6 in the Frankton Flats area;
 - 6.3 Transport Agency plans for reconfiguration of Hansen Road;
 - 6.4 Transport Agency operations at Jacks Point; and
 - 6.5 Overview of the Transport Agency's plans to provide supporting infrastructure to the Otago Regional Council's

future public transport plans, and the affect that proposed rezoning might have on these plans.

- 7 In preparing my evidence, I have reviewed the evidence of **Ms Wendy Banks** prepared on behalf of Queenstown Lakes District Council (*Council*).¹
- 8 This statement of evidence is intended to provide a high-level overview of the Transport Agency operations (particularly in the Frankton Flats and Jacks Point areas). It is not a detailed site-specific analysis. For this reason, I have addressed State Highway issues in the Frankton Flats area and at Jacks Point in this one brief of evidence, rather than separate briefs (as requested in the Ninth Minute of the Hearing Panel). This approach has been taken because it would be inefficient to file separate briefs at this stage, before I have seen the evidence of relevant submitters.
- 9 If the Transport Agency determines that it is necessary to file rebuttal evidence in response to any of the site-specific re-zoning requests, it will do so in separate site-specific evidence briefs. The Transport Agency understands that this approach is consistent with the recent memorandum released by the Panel in response to a request by Queenstown Airport Corporation Limited (*QAC*) to file a single brief of substantive evidence.²
- Role of the Transport Agency - limited access roads**
- 10 Most of the State Highways in the Queenstown area are limited access roads.
- 11 The Transport Agency, as the road controlling authority, will need to be consulted for the change in land-use and potential intersection upgrades that may be required to accommodate increase in traffic associated with re-zoning. Notwithstanding this level of protection that is afforded to the State Highways, it is still preferable from the Transport Agency's perspective that the Plan includes clear rules regulating access directly onto State Highways, and that zoning takes into account both current and planned future State Highway operations.
- 12 **Tony MacColl's** evidence includes a discussion of the relevant proposed objectives, policies and rules and the extent to which these do or do not address the Transport Agency's concerns.

¹ Statement of evidence of Wendy Banks on behalf of QLDC – Transport – Queenstown Urban Groups 1A, 1B, 1C and 1D dated 25 May 2017

² Minute regarding Queenstown Airport Corporation Limited Request Related to Expert Evidence dated 29 May 2017.

State Highway 6– Frankton Flats area

- 13 State Highway 6 is the main access route into Queenstown from the north. The section of road between the west side of the Shotover River and the State Highway 6/State Highway 6A Roundabout (*Frankton Flats area*) sees around 23,000 traffic movements every day, and 1,900 movements per hour at peak times (between 5pm and 6pm). As such, any developments along this section of State Highway need to be carefully planned, so that the safety and functional efficiency of the State Highway is not compromised.
- 14 A number of re-zoning submissions on the Plan concern land in the Frankton Flats area. As mentioned below, the residential re-zoning submissions are not a particular concern to the Transport Agency. Commercial and industrial re-zoning is much more of a concern, because of the increases in traffic movements associated with intensification of these activities along the State Highway. The State Highway already has constant high traffic volumes, and increasing right-turn movements into this environment poses risks to traffic safety. This concern is also raised by Ms Banks on behalf of the Council.³
- 15 Ms Banks mentions that widening of the State Highway from the BP roundabout to the Grant Road roundabout (Five Mile) to dual lanes in each direction is proposed by the Transport Agency.⁴ This project (known as “*Grant Road to Kawarau Falls Bridge Improvements*”) is in the current National Land Transport Programme and a business case for the project is currently underway. Construction is expected to be complete by 2021.
- 16 The dual lanes are intended to relieve current traffic congestion issues in the Frankton Flats area, and are not designed to facilitate large increases in traffic volumes that would be associated with significant areas of intensified commercial or industrial activity on the north side of the State Highway.
- 17 The proposed dual lanes will make it even more difficult for any developments along this section of the State Highway to gain direct access onto the State Highway. For this reason, the Transport Agency is seeking to ensure that all access onto the State Highway from any new developments in the area north of the State Highway is via a new internal road linking Hansen Road and Ferry Hill Drive to the Hawthorne Drive (Eastern Access Road) roundabout. The design of this roundabout has been future proofed to accommodate for a forth leg to the north to facilitate access to future developments.

³ W Banks, paragraph 3.4

⁴ W Banks, paragraph 5.9

- 18 The Transport Agency opposes any rezoning of land on the north side of the State Highway in the Frankton Flats area to commercial or industrial zones, because of the large number of vehicle movements associated with developments in these zones. There is also likely to be a greater number of cross highway vehicle and pedestrian movements associated with commercial or industrial zones. Even with a new internal access road via Hawthorne Drive (Eastern Access Road) roundabout, and with upgrades to dual lanes on the State Highway, this area will not be equipped to deal with the high volumes of traffic associated with commercial or industrial development. This is largely consistent with the recommendations of Ms Banks.⁵ However, Ms Banks does not oppose rezoning part of the land to provide for commercial/business activities, and recommends that no more than 10ha of Business Mixed Use Zone (BMUZ) is rezoned in this area.⁶ The Transport Agency is opposed to *any* rezoning to BMUZ or any other commercial/industrial zoning on the north side of the State Highway in the Frankton Flats area, for the reasons mentioned above.
- 19 The Transport Agency has no current plans to provide pedestrian facilities along this section of State Highway 6. Ms Banks has concerns for pedestrian safety on the highway once the north side has been developed.⁷ Any development on the north side of the highway should include provision for safe pedestrian access along and across State Highway 6.

Planned reconfiguration of Hansen Road

- 20 As discussed in Ms Banks' evidence, there are currently some concerns around the functionality of the Hansen Road/State Highway 6 intersection, particularly right-turn movements onto busy State Highway 6.⁸
- 21 The Transport Agency echoes these concerns, and has plans to mitigate them through reconfiguration of the Hansen Road/State Highway 6 intersection, so that it is left-in, left-out only. This will avoid potentially dangerous right-turn movements onto the busy State Highway. The close proximity of the State Highway 6/State Highway 6A roundabout to the west, and the Grant Road (Five Mile) and Hawthorne Drive (Eastern Access Road) roundabouts to the east provides for U-turn movements to complement the left-in, left-out reconfiguration at Hansen Road. The reconfiguration of the Hansen Road intersection will be undertaken as a part of the Grant Road to Kawarau Falls Bridge Improvements project.

⁵ W Banks, paragraph 5.24-5.26

⁶ W Banks, paragraph 5.27 – 5.28

⁷ W Banks, paragraph 5.14

⁸ W Banks, paragraph 5.6-5.7

- 22 The reconfiguration of the Hansen Road/State Highway 6 intersection, once complete, will make this area more suited to higher density residential development. However, intensive commercial or industrial development is not appropriate along Hansen Road because of the high traffic generation of these activities. Although the left-in, left-out configuration is safe due to the elimination of the right turn crossing movements, it is not an efficient configuration and is therefore not suitable for high traffic volumes.

Jacks Point

- 23 Jardine Family Trust and Remarkables Station Limited seek that the Jacks Point zone be extended to include approximately 163ha of land located to the south of the existing Jacks Point Zone. This submission included provision for two new access points to the State Highway.
- 24 The Structure Plan submitted in the memorandum filed on behalf of Jardine Family Trust and Remarkables Station Limited, dated 15 May 2017 is included as **Figure 1** below. It shows three access points to the State Highway. These access points are via the existing intersection with Maori Jack Road to the south, a proposed upgraded intersection with Woolshed Road to the north and a proposed new intersection into the Hanley Downs development approximately half way between the other two.

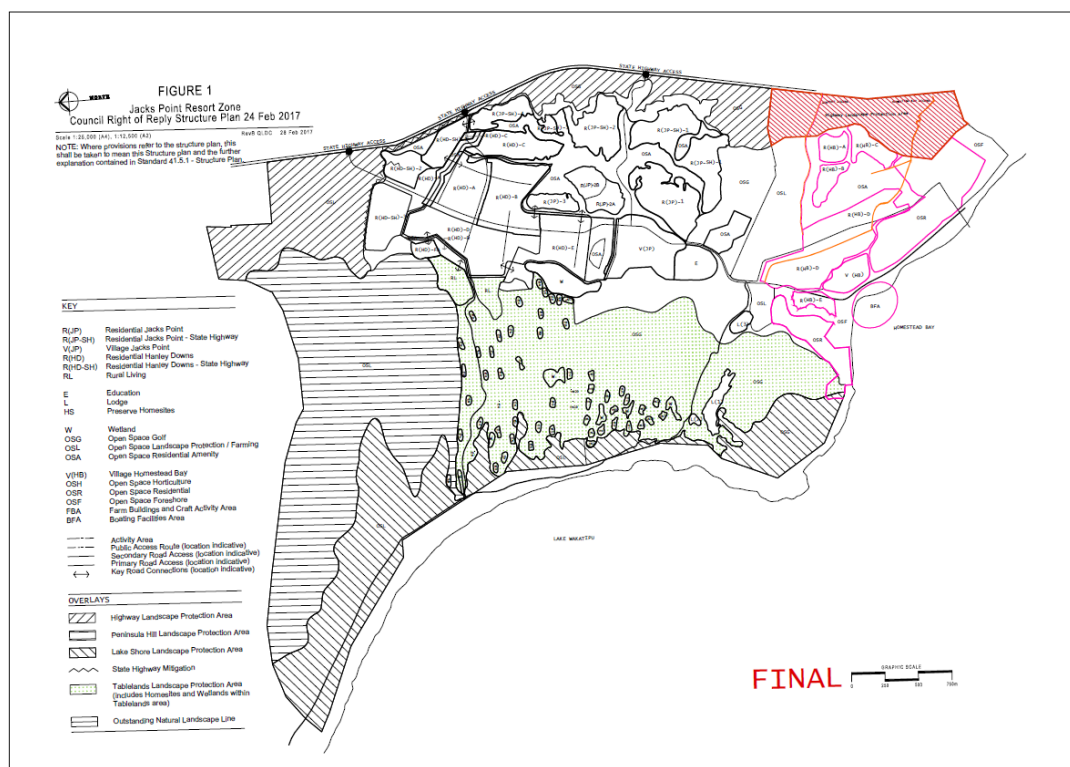


Figure 1: Structure Plan for proposed Jacks Point development, taken from Homestead Bay Trustees, Jardine Family Trust & Remarkables Station Ltd memorandum dated 15 May 2017.

- 25 As discussed is Ms Banks' evidence, it appears from the Jardine Family Trust and Remarkables Station original submission that additional access points to the State Highway are sought, in addition to those already consented. However, the proposed location of these access points is not clear from the original submission, or from the further memorandum.⁹
- 26 The traffic volume on this section of State Highway 6 is approximately 2,900 traffic movements per day. As this volume is relatively low, the additional traffic volume generated from the proposed residential development will not create any efficiency issues on the highway. The only consideration will be to ensure that any new intersections provide safe access to the highway. However, the Transport Agency's view is that integration with the existing Jacks Point internal road network would be preferable to provision of new accesses to the highway.
- 27 As discussed in **Mr MacColl's** evidence, the Transport Agency is of the view that any additional access ways onto the State Highway should be a restricted discretionary activity, with the Transport Agency notified as an affected party (as recommended by the Group

⁹ W Banks, paragraph 7.9

1D section 42A Report).¹⁰ This will allow the Transport Agency to be involved in the consenting process, to ensure that the safety and efficiency of the State Highway is preserved.

- 28 As noted in Ms Banks' evidence, with the minimal information provided it is difficult to assess the impacts of the proposed new access ways.¹¹ This adds to the need for new access points and their effects to be fully assessed during the consenting process, including consultation with the Transport Agency.

Public transport plans

- 29 As noted in Ms Banks' evidence, the new and proposed developments in the Frankton Flats area provide excellent opportunities to provide public transport facilities within the developments.¹²
- 30 The Otago Regional Council has plans to expand the current public transport services operating in the Wakatipu Basin with reduced fares, increased frequency of services and a simplified route structure.
- 31 The Transport Agency plans to provide supporting infrastructure improvements such as bus stops and bus priority measures and key locations to support the new public transport services in the area.
- 32 For public transport to work most effectively, it relies on density of development (a combination of both commercial/industrial and residential). Commercial and industrial development is already provided in the Frankton Flats zone. For this reason, the Transport Agency supports medium and/or high density residential zoning on the north side of State Highway 6 between Hansen Road and Ferry Hill Drive, and also in the Frankton Flats area on the south side of the State Highway.
- 33 With the completion of the Eastern Access Road project (Hawthorne Drive extension to Remarkables Park) the Frankton Flats area will be well equipped with an internal road network that would support the development of additional public transport routes. Higher-density residential development in this area would help to make public transport routes more viable and more highly utilised.
- 34 For this reason, the Transport Agency views it as a missed opportunity if areas of the notified MDRZ are rezoned to Rural, as

¹⁰ Group 1D Queenstown Urban – Jacks Point Zone Extension section 42A report by Vicki Jones on behalf of QLDC, dated 24 May 2017 at paragraph 3.6

¹¹ W Banks, paragraph 7.16

¹² W Banks, paragraph 5.16

recommended in the Group 1B section 42A Report.¹³ Instead, the areas of MDRZ should be retained, and additional areas of MDRZ and High Density Residential should also be added between Hansen Road and Ferry Hill Drive, where this can be done in conjunction with the provision of an internal access road to this area, as discussed above.

CONCLUSIONS

- 35 The Transport Agency generally supports the transport evidence of Ms Banks on behalf of the Council. The key point of disagreement is the appropriateness of rezoning up to 10ha of land on the north side of State Highway 6 between Hansen Road and Ferry Hill Drive to BMUZ. The Transport Agency strongly opposes any such rezoning to business, commercial or industrial zones along this northern side of the State Highway, due to the increased traffic flows and cross-highway movements associated with such developments. As an alternative, the Transport Agency supports higher density residential development along the northern side of the State Highway, which complements the existing Frankton Flats zoning which provides for business, commercial and industrial activities on the southern side of the State Highway.
- 36 In the Transport Agency's view, it is important that the Hearing Panel consider the safe and efficient functioning of the State Highway, and also the demand for further residential development and desirability of enabling cohesive transport networks when considering rezoning requests.

Tony Sizemore
New Zealand Transport Agency
9 June 2017

¹³ Group 1 B Queenstown Urban – Frankton and South section 42A Report, paragraph 9.9 and paragraph 11.9