

**QUEENSTOWN LAKES DISTRICT COUNCIL
PLAN CHANGE 50**

**IN THE MATTER
AND
IN THE MATTER**

of the Resource Management Act 1991

Plan Change 50 to the Queenstown Lakes District Plan: Queenstown
Town Centre Zone Extension

PANEL OF COMMISSIONERS

Sir John Hansen (Chair)
Jane Taylor

**CONFERENCING JOINT WITNESS STATEMENT TO THE PANEL OF COMMISSIONERS
TRANSPORT**

DATED FINAL VERSION: 13th February 2015
– Paragraph 22 amended with the consent of all 3 authors, 2pm 13/02/15)

INTRODUCTION

1. This signed joint statement is written in response to the Commissioners' request to conduct subject specific expert conferencing.
2. This Joint Witness Statement (JWS) relates to the conferencing topic of **Transport and car parking**.
3. A telephone conference call was held on 28th January 2015 between transportation experts to discuss issues relating to the need for additional modelling. Participants included:
 - Mr Denis Mander, Principal Planner Infrastructure with Queenstown Lakes District Council;
 - Mr Don McKenzie, Technical Director and Auckland Branch Manager of Traffic Design Group;
 - Mr Tim Kelly, Director of Tim Kelly Transportation Planning Ltd.
4. In addition, Mr Dave Smith of Abley Transportation Consultants participated in the conference call. Mr Smith is Council's transport modelling consultant and was able to provide the experts with detailed advice on the modelling inputs to Mr McKenzie's evidence.
5. The outcomes from this meeting are recorded in conference note dated 29 January 2015 (attached).
6. The face-to-face conferencing meeting was held in Queenstown on 9 February 2015. The face-to-face conferencing was facilitated by Marlene Oliver (Independent Consultant).
7. Independent traffic witnesses attending the face-to-face conferencing meeting were:
 - Mr Don McKenzie
 - Mr Tim Kelly
8. Mr Denis Mander also attended the face-to-face conferencing meeting as a non-independent transport witness.
9. The expert witnesses listed above confirm that they have read the Code of Conduct for Expert Witnesses and Appendix 3 of the Environment Court Consolidated Practice Note 2014. All of these experts agreed to comply with those provisions in conferencing and preparing this statement. In the case of Mr Denis Mander, he confirms his agreement to comply to the extent relevant to his status as a non-independent expert witness.
10. Following the close of conferencing on the 9th February 2015 a draft of this JWS was emailed to participants for final review and signing

LAND USE ASSUMPTIONS

11. Mr Kelly and Mr McKenzie both consider that the information presented by the planners in the morning session and in the preliminary material circulated represents the current proposal for PC50 in terms of proposed activity status and controls.
12. Mr Kelly remains concerned that significant retail activity could occur with units below the 400m² threshold and that, even for larger units, Council may have difficulty taking account of cumulative effects when a number of consent applications are being considered concurrently.
13. Mr McKenzie considers that based on the economic assessment information assembled by QLDC and prepared for PC50 that the likelihood of firstly a large number of sub-400m² retail proposals and secondly parallel applications of sub-400m² are unlikely. Further, and based on Council's advice, he

expects that retail activities within the PC50 area will be highly complementary (i.e. reduced trip generation numbers) to the more significant activities that will be subject to Restricted Discretionary Activity status and hence Integrated Transport Assessments.

TRAVEL DEMAND MANAGEMENT (TDM)

14. Advice received from Council's traffic modelling consultants, Abley, confirms that the 2026 future base year traffic model does not include any TDM assumptions. The assumed reduction of 20% referred to in evidence to the hearing relates to other work being undertaken for the development of the transport strategy. Mr McKenzie requests that paragraph 8 of his supplementary statement of evidence dated 22 December 2014 be amended to reflect the fact that there were no TDM discounts applied to any of the PC 50 traffic modelling scenarios.)
15. Mr Kelly and Mr McKenzie agree that this leads to some conservatism in the modelling.

TRANSPORT STRATEGY

16. Mr Kelly considers that the consideration of a plan change which has a potentially significant effect upon the town centre traffic environment prior to the finalisation of a transport strategy which should provide the context for considering PC50, is putting 'the cart before the horse'. The transport strategy remains subject to a consultative procedure which, in his view, has an uncertain outcome (for example, implementation of parking charges and TDM).
17. Mr McKenzie considers that the process of transport strategy development will necessarily include some forward changes in transport management and control but at the same time will necessarily reflect emerging changes within the town centre. He considers that the parallel processes of PC50 and the transport strategy to be appropriate.

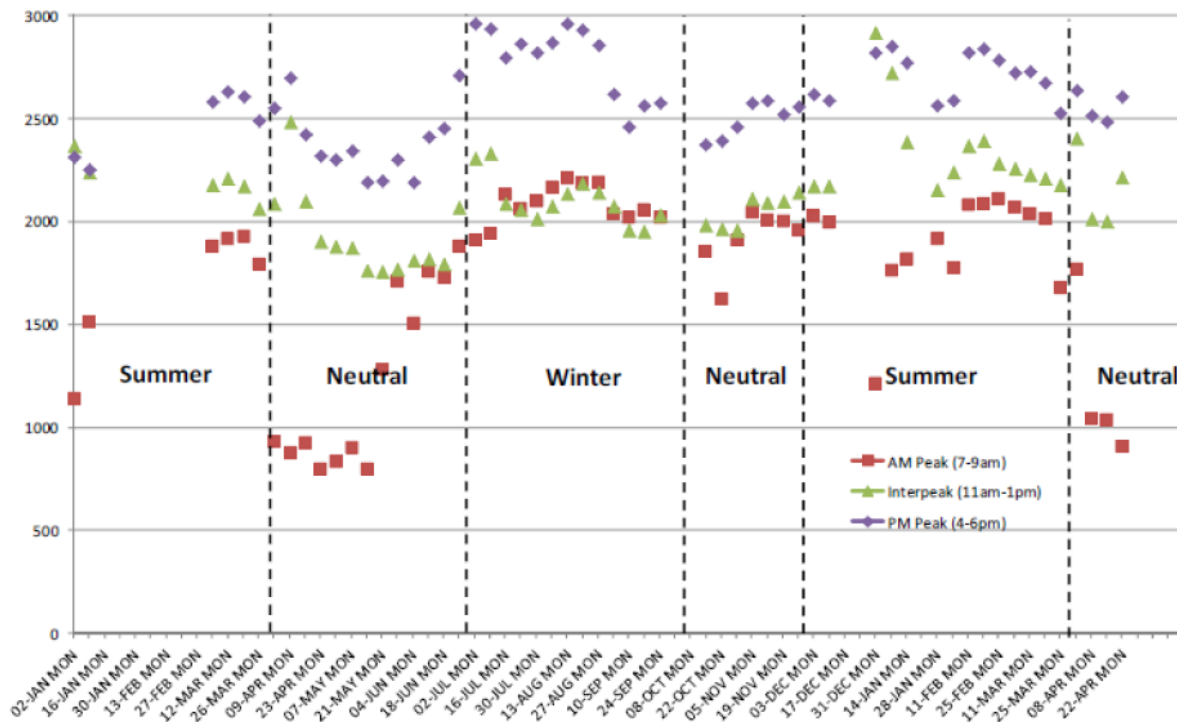
PEER REVIEW

18. Mr Kelly considers that the traffic assessment is reliant upon a number of key assumptions which should have been subject to testing by peer review (and that it is not the responsibility of submitters to undertake such a review).
19. Mr McKenzie's view is that the key traffic modelling inputs to the transport assessment were subject to a review by Beca. In his opinion it is not appropriate to subject scenario testing using that base model to a further independent peer review.
20. Mr Kelly agrees that the underlying town centre traffic model was the subject of a peer review but considers that the application of the model to the PC50 assessments should have been subject to further review.

MODELLING ISSUES

21. Mr McKenzie and Mr Kelly agree that the transport model relates to a 'typical' weekday which simulates conditions for a winter ski season peak period which slightly exceeds summer conditions in terms of volumes of demand (chart provided on following page).

Figure 5 SH6A Stanley Street 2012-13 AAWT Seasonal Profile (2 Hour Periods)



RESIDENTIAL TRIP RATES

22. Mr Kelly noted in his evidence (para 40) that there appeared to be differing residential trip generation rates applied to high density ~~retail~~ residential in the base model and with PC50. (Amended with the consent of all 3 authors, 2pm 13/02/15).
23. Mr McKenzie notes that within the estimation of existing high density residential trip generation, a generation rate of 0.8 vehicle movements per hour per household unit ("vph/hh") was provided in the ITA supporting the Plan Change 50 application but that such a generation rate was not specifically used in the modelling of the 2012 or 2026 baseline (i.e. without Lakeview) scenarios. When assessing the Lakeview and Isle/Beach subzones, a base residential trip generation rate of 0.6 vph/hh was adopted for individual household units within the Plan Change 50 area, and a 30% complementary discount factor applied when considering the 2026 full build-out of the Plan Change 50 area incorporating all proposed Lakeview land-uses including residential, visitor accommodation, convention centre and commercial/retail.
24. Mr Kelly questions the basis and validity of a 30% reduction in residential trip rates for the PC50 scenario. In his view, this is one example of the many assumptions inherent in such an analysis which justifies an independent peer review and sensitivity testing.

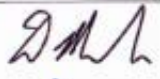

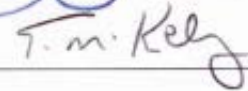
ACCEPTABILITY OF TRAFFIC IMPACT

25. As concluded in his evidence in chief dated 10 November 2014, Mr McKenzie concludes that the expected traffic generated by the Plan Change 50 activities can be appropriately accommodated on the road network without significant effects. He refers to the diagrams in Appendix E of his evidence in chief showing the limited areas of change in levels of service between the baseline and with the Plan Change 50 modelled scenarios (2026).

26. Mr Kelly observes that the charts at Appendix E of Mr McKenzie's evidence do indicate some deterioration of level of service as a result of the additional traffic as a result of plan change 50. He notes that it is difficult to assess what this means in terms of effects without information relating to delays at specific locations and travel times through the network.

27. In signing this document each person confirms that the areas of agreement and disagreement recorded are an accurate representation as at the time of signing.

DATE FINAL VERSION: 13th February 2015

Mr Denis Mander	
Mr Don McKenzie	
Mr Tim Kelly	

Pre-conferencing meeting – Transport. Wednesday, 28 January 2015.

Present

Denis Mander (QLDC), Dave Smith (Abley Transportation Consultants Ltd), Don McKenzie (TDG), Tim Kelly (TK Transportation Planning Ltd)

Introduction

This 'meeting' was held over the phone. Tim Kelly and Don McKenzie are the transport experts that have been tasked with attending conferencing in order to clarify and possibly resolve the transport issues pertaining to Plan Change 50. Tim Kelly appeared at the hearing for Memorial Properties Limited, while Don McKenzie presented traffic evidence for Council.

Denis Mander is leading the development of the Queenstown Town Centre Transport Strategy which is due to be reported in draft form to the Council at the end of February 2015 (with a final strategy to be adopted by the end of June 2015).

Dave Smith has undertaken the transport modelling (using the Council's district wide strategic model) that has informed the Council's transport strategy and plan change work

Meeting purpose

In summarising the positions of the parties it was noted that it appeared additional transport modelling may be required to assist the transport conferencing for Plan Change 50. The transport conferencing will be completed by the 5th of February to enable a conferencing statement to be available to the planning / urban design experts.

Areas of Concern / Clarification (Tim Kelly)

1. Concern that the plan change will enable a range of development scenarios, while council's evaluation has addressed only one. Following from this there is concern about the sensitivity of the transport network to variations in traffic demands.
Refer discussion below.
2. The assumptions the model has made about traffic demand management (and the resulting mode transfer)
Response: The model that has been used for the Plan Change assessment does not predict impacts of travel demand management strategies. It assumes no changes in mode split from the current situation.
3. Development of the plan change ahead of confirmation of Council's transport strategy and, in particular the need for a parking strategy
Response: The modelling has not assumed the impact of travel demand management measures that are likely to be recommended by the strategy. Refer discussion below.
4. Need for independent review of the modelling
Response: the base and future year models have been formally peer reviewed and approved as appropriate for use by Becas (Andrew Murray and John Row). The application of these models for the PC50 assessments has not been the subject of peer review.
5. Understanding needed of the effects assessment – what other forecast years have been evaluated by the model.

Response: the model has a base year of 2012 and includes 2026 and 2041 forecasts. Only 2012 and 2026 models have been used for the Plan Change assessment.

6. Concern at reliance upon resource consents to control the effects of development rather than the plan change i.e. individual development rather than collective level.

Consideration of Scenarios / Transport Strategy

In addressing the points 1 and 3 above the meeting focused on two areas

- Receiving clarity from the planners on the extent of permitted development proposed and the level of transport/traffic assessments that will be undertaken at individual developments level.
- Undertaking sensitivity assessment of the key assumptions within the model: traffic generation, travel demand management, etc. This could take the form of identifying capacity / performance thresholds in the network and determining the extent of future development which could be accommodated.

It is essential that the transport experts receive advice urgently from the planners before the transport conferencing.

- If the level of assessment at individual development level is likely to be minimal (i.e. most developments will be permitted activities), then there possibly is a need for more assessment of potential development scenarios that could eventuate should the plan change becoming operative.

As a consequence the conferencing may need to develop a range of scenarios for modelling assessment. This may be time-consuming.

- If individual developments are to require resource consents that include assessment of their traffic impacts (via Integrated Transport Assessment process), then less assessment of scenarios may be required for progressing the Plan Change. This follows the approach used for Plan Change 19. The modelling assessment is likely to be limited to sensitivity assessment of key modelling input.



Denis Mander
Principal Planner, Infrastructure
29 January 2015