

IN THE MATTER

of the Resource Management Act 1991

AND

IN THE MATTER

of the Proposed Queenstown Lakes District Plan

STATEMENT OF EVIDENCE OF GERARD FRANCIS THOMPSON

ON BEHALF OF QUEENSTOWN CENTRAL LIMITED

STREAM 15 – DISTRICT WIDE

6 AUGUST 2018

1. EXECUTIVE SUMMARY

1.1 I have prepared this evidence on behalf of Queenstown Central Limited in respect of the Transport Chapter (Chapter 29) of the Proposed Queenstown Lakes District Plan.

1.2 My evidence addresses the following transport related matters:

- (a) The provisions relating to verandas, balconies or parts of buildings being able to overhang a road boundary in certain circumstances;
- (b) The implementation of an alternative accessory parking requirement for Industrial Activities and Service Activities; and
- (c) Requirements for cycle parking and end-of-trip facilities.

1.3 In my opinion, and for the reasons set out in this statement, the Hearings Panel should accept the relief sought, as summarised below:

- (a) Retain Rules 29.4.17 and 29.4.18 relating to verandas, balconies, or floor area of buildings overhanging roads, as per the notified version of the Proposed District Plan;
- (b) Adopt the new accessory parking provisions for industrial and service activities as per the Council's s42A report, subject to a clarification with respect to warehousing and storage activities; and
- (c) Amend the minimum rates for the provision of cycle parking and end of trip facilities as set out in **Appendix 4** of this evidence.

2. INTRODUCTION, QUALIFICATIONS AND EXPERIENCE

2.1 My name is Gerard Francis Thompson. I am a Principal of Barker & Associates Limited, an independent planning consultancy based in Auckland. I hold a Master of Science degree in Geography from Canterbury University and a Master of Environmental and Resource Planning degree from Massey University. I have practiced as a planner for 16 years and am a full member of the New Zealand Planning

Institute.

- 2.2 I have advised Queenstown Central Limited in respect of their Queenstown Central town centre development since 2012 and have been involved in preparing numerous resource consent applications on their behalf.
- 2.3 I have also been involved with various large-scale commercial and retail developments in Auckland including Sylvia Park and LynnMall (for Kiwi Property), The Crossing development at Highbrook (for Goodman), and the Ormiston Town Centre development (for Todd Property). All these developments have included a consideration of cycle parking and end of trip facilities.
- 2.4 As part of the Auckland Unitary Plan hearings I provided evidence on cycle parking and end of trip facilities for the University of Auckland and the Key Retailers Group (comprising Kiwi Property, Scentre Group, Progressive Enterprises, Foodstuffs, Bunnings and The Warehouse).

3. CODE OF CONDUCT

- 3.1 I have read and agree to comply with the Environment Court's Code of Conduct for expert witnesses outlined in the Environment Court's Practice Note 2014. I have complied with this practice note in preparing this statement of evidence. I also confirm that my evidence is within my area of expertise except where I state that I am relying on what I am being told by another person. I also confirm that I have not omitted to consider material facts known to me that might alter or detract from my expressed opinions.

4. VERANDAS AND BUILDINGS OVER ROADS

- 4.1 Rules 29.4.17 and 29.4.18 (Table 29.2) make provision for verandas, balconies, or floor area of buildings to overhang road boundaries as controlled and restricted discretionary activities.
- 4.2 In my view making specific provision in the Plan for these kinds of works is useful as it recognises the positive effects that can result in terms of activating the streetscape, whilst providing certainty with respect to the matters that Council will assess applications against.

4.3 In my view the inclusion of these rules and assessment criteria in the District Plan will provide greater certainty with respect to the outcomes sought and how the rules will be implemented.

4.4 Even though there is also a separate Licence to Occupy approval process, this is principally related to establishing commercial terms relating to the occupation, whereas the proposed Plan provisions will address resource management related matters.

5. ACCESORY PARKING PROVISIONS – INDUSTRIAL AND SERVICE ACTIVITIES

5.1 QCL made a submission with respect to parking rates for industrial activities, requesting that minimum parking rates be determined based on either gross floor area (GFA) or full time equivalent employees (FTEs). The notified version of the Plan included the former but not the latter.

5.2 In their s 42a report, Council has recommended adopting QCL's suggestion that parking for industrial and service activities be provided at a rate of 1 space per 50m² of GFA or 1 space per 0.7 employees. Council, however, has not included a similar provision of 0.7 space per FTE rate for warehousing and storage.

5.3 In my view, the FTE parking rate should be provided as an option for both general industrial and service activities as well as for warehousing and storage.

5.4 In both cases, facilities can often be staffed with relatively low numbers of employees which could result in an oversupply of parking if rates always needed to be calculated on a per m² basis (e.g. a 10,000m² warehouse facility would require 100 car parks to be provided on a m² basis, even though it may have significantly less employees).

6. CYCLE PARKING & END OF TRIP FACILITIES

6.1 The proposed Plan includes minimum requirements for cycle parking and end of trip facilities (Rule 29.11, Table 29.7). Other than for the Three Parks zone, rules relating to cycle parking and end of trip facilities have not previously been included in the District Plan, albeit some

zones have previously had cycle facilities included as a matter of assessment for resource consents.

- 6.2 I support the inclusion of cycle related provisions in the District Plan, however, I consider that any minimum rates should be carefully considered so that they do not place an unreasonable burden on property owners to provide facilities that may be in excess of demand.
- 6.3 In terms of cycle parking, I have calculated the requirements for cycle parking and end of trip facilities for a range of different development scenarios for office; industrial; food and beverage; and retail activities (see **Appendix 1**). I have then compared the proposed Queenstown rates with the equivalent provisions in the Auckland Unitary Plan and Christchurch District Plan (see **Appendix 2**). The relevant provisions from the Auckland Unitary Plan and Christchurch District Plan are attached as **Appendix 3** for reference.
- 6.4 In all cases, it can be seen that the proposed rates for Queenstown are significantly in excess of both Auckland and Christchurch. The variance becomes more pronounced as the GFA of a particular scenario increases.
- 6.5 I note that Christchurch has higher rates than Auckland, presumably reflecting the flatter topography, more favourable climate, and shorter travel distances in Christchurch. Whilst I have not undertaken any specific research into the uptake of cycling in Queenstown, I suspect that it would fall somewhere between that of Christchurch and Auckland.
- 6.6 In my view, whilst it is reasonable to include minimum requirements for cycle parking and end of trip facilities in the District Plan, in the absence of any specific Queenstown-related research, I consider that the proposed provisions should be amended so that they are more in line with what has been provided elsewhere in New Zealand.
- 6.7 I have attached a set of recommended amended provisions to **Appendix 4** of my evidence. The effect of the proposed amendments is that the minimum requirements for cycle parking and end of trip facilities would typically fall between those currently in place for

Christchurch and Auckland.

- 6.8 In addition to the revised minimum requirements, I consider that the assessment criteria in clause 29.8.6.1 should be amended to provide additional guidance as to when shortfalls may be appropriate.
- 6.9 In particular, I consider that two additional criteria should be added to the three already provided to provide flexibility for scenarios where: demand is likely to be lower than anticipated by the District Plan; and/or where it is possible to provide additional facilities in the future if demand is greater than expected. The suggested wording for the additional criteria is as follows (number continued from existing District Plan list):
- (d) whether the demand for cycle parks and/or end of trip facilities is likely to be less than the rates set out in Table 29.7; and
 - (e) whether there is the ability to provide additional cycle parking and end of trip facilities in the future should demand warrant it.
- 6.11 In my view, the first criterion would allow for a specific assessment of activities where their particular characteristics will result in lower demand than anticipated by the District Plan. This criterion is distinct from existing criterion (c) which appears to contemplate a scenario where no cycle parking and end of trip facilities will be provided at all, as opposed to a reduced rate as proposed by criterion (d).
- 6.12 In terms of criterion (e), in many circumstances it is possible that demand for cycle parking and end of trip facilities may grow over time such that the initial provision could be lower than that currently required by the District Plan but that additional cycle parks and facilities could be added as, or when, demand warrants it.
- 6.13 For completeness, I also consider that existing criterion (b) could be amended so that it explicitly refers to end of trip facilities as well as cycle parking. Suggested wording is as follows (additions are underlined and deletions are struck through):
- (b) Whether the required bicycle parking and end of trip facilities can be provided and maintained via a jointly-used ~~bicycle parking area~~ facility; and

- 6.14 A further consideration in my view is that the provisions should distinguish between changes of use and/or small-scale additions and alterations to existing buildings and proposals involving new developments. In the case of the former, I do not consider that the provisions should apply retrospectively as it will be frequently difficult to retrofit facilities. This will particularly be the case where commercial premises or office buildings are built directly to the street frontage and/or occupy a whole site whereby it would be difficult to retrofit cycle parks and/or other facilities. This matter could be addressed by adding a further note at the end of Table 29.7 as follows:

29.11.14.2

The requirements set out in Table 29.7 shall only apply in respect of proposals where a new building is proposed, they do not apply to existing buildings where a change of use or additions and alterations are proposed.

7. OTHER TRANSPORT MATTERS

- 7.13 QCL have an interest in the accessory parking, loading and trip generation provisions in relation to the Frankton Flats B Special Zone. It is understood that these matters will be dealt with in the Stage 4 District Plan Review.

A handwritten signature in black ink that reads "Gerard Thompson". The signature is written in a cursive style with a long horizontal line extending to the right.

Gerard Thompson

6 August 2018

Appendix 1: Application of Notified Stage 2 Cycling and End of Trip Provisions to different scenarios

Office Activities:

GFA	Short Term	Long Term	Lockers	Showers Required
1,000m ²	3 spaces	8 spaces	8 lockers	-
1,500m ²	4 spaces	12 spaces	12 lockers	1 shower
5,000m ²	11 spaces	40 spaces	40 lockers	4 showers
10,000m ²	21 spaces	80 spaces	80 lockers	8 showers

Industrial and Service Activities

GFA	Short Term	Long Term	Lockers	Showers Required
1,000m ²	-	3 spaces	3 lockers	-
1,500m ²	-	5 spaces	5 lockers	-
5,000m ²	-	16 spaces	16 lockers	1 shower
10,000m ²	-	33 spaces	33 lockers	3 showers

Restaurant, Cafes, Taverns and Bars

PFA	Short Term	Long Term	Lockers	Showers Required
250m ²	3 spaces	-	-	-
500m ²	5 spaces	1 space	-	-
1,000m ²	9 spaces	2 spaces	2 lockers	-

Retail >300m²

GFA	Short Term	Long Term	Lockers	Showers Required
500m ²	1 space	2 spaces	-	-
1,000m ²	3 spaces	5 spaces	-	-
1,500m ²	5 spaces	7 spaces	-	-
5,000m ²	16 spaces	25 spaces	-	-

Appendix 2: Comparison Table of cycle and end-of-trip facilities per activity

Comparison of cycle and end-of-trip facility rates based on the Queenstown Lakes District Plan (Stage 2 Notified Version 2018), Auckland Unitary Plan & Christchurch District Plan rates. The proposed Queenstown provisions are based on the rates that I have recommended as set out in Appendix 4.

Office Activities:

GFA	Short Term	Long Term	Lockers	Showers Required
1,000m²				
QTOWN NOTIFIED	3 spaces	8 spaces	8 lockers	-
AUP (OP)	1 space	3 spaces	-	1 shower
CHC (OP) <i>Outside Central City</i>	N/A (20% of staff requirements)	6 spaces	-	-
CHC (OP) <i>Within Central City</i>	2 spaces	6 spaces	-	-
QTOWN PROPOSED	1 space	5 spaces	5 lockers	-
1,500m²				
QTOWN	4 spaces	12 spaces	12 lockers	1 shower
AUP (OP)	1 space	5 spaces	-	1 shower
CHC (OP) <i>Outside Central City</i>	N/A	10 spaces	-	-
CHC (OP) <i>Within Central City</i>	3 spaces	10 spaces	-	-
QTOWN PROPOSED	2 spaces	7 spaces	7 lockers	-
5,000m²				
QTOWN	11 spaces	40 spaces	40 lockers	4 showers
AUP (OP)	5 spaces	16 spaces	-	2 showers
CHC (OP) <i>Outside Central City</i>	N/A	33 spaces	33 lockers	3 showers
CHC (OP) <i>Within Central City</i>	10 spaces	33 spaces	33 lockers	3 showers
QTOWN PROPOSED	5 spaces	25 spaces	25 lockers	2 showers
10,000m²				
QTOWN	21 spaces	80 spaces	80 lockers	8 showers
AUP (OP)	10 spaces	33 spaces	-	2 showers
CHC (OP) <i>Outside Central City</i>	N/A	66 spaces	66 lockers	3 showers
CHC (OP) <i>Within Central City</i>	20 spaces	66 spaces	66 lockers	3 showers
QTOWN PROPOSED	10 spaces	50 spaces	50 lockers	5 showers

Industrial and Service Activities

GFA	Short Term	Long Term	Lockers	Showers Required
1,000m²				
QTOWN NOTIFIED	-	3 spaces	3 lockers	-
AUP (OP)	1 spaces	-	-	-
CHC (OP) <i>Warehousing & Distribution</i>	1 space	1 space	-	-
CHC (OP) <i>High-tech and heavy industrial</i>	1 space	2 spaces	-	-
QTOWN PROPOSED	-	1 space	-	-
1,500m²				
QTOWN NOTIFIED	-	5 spaces	5 lockers	-
AUP (OP)	1 spaces	-	-	-
CHC (OP) <i>Warehousing & Distribution</i>	1 space	2 spaces	-	-
CHC (OP) <i>High-tech and heavy industrial</i>	1 space	3 spaces	-	-
QTOWN PROPOSED	-	1 space	-	-
5,000m²				
QTOWN NOTIFIED	-	16 spaces	16 lockers	1 shower
AUP (OP)	1 spaces	-	-	-
CHC (OP) <i>Warehousing & Distribution</i>	3 spaces	5 spaces	-	-
CHC (OP) <i>High-tech and heavy industrial</i>	5 spaces	10 spaces	-	-
QTOWN PROPOSED	-	5 spaces	5 lockers	-
10,000m²				
QTOWN NOTIFIED	-	33 spaces	33 lockers	3 showers
AUP (OP)	1 spaces	-	-	-
CHC (OP) <i>Warehousing & Distribution</i>	5 spaces	10 spaces	-	-
CHC (OP) <i>High-tech and heavy industrial</i>	10 spaces	20 spaces	20 lockers	2 showers
QTOWN PROPOSED	-	10 spaces	10 lockers	1 shower

Restaurant, Cafes, Taverns and Bars

GFA	Short Term	Long Term	Lockers	Showers Required
250m²				
QTOWN NOTIFIED	3 spaces	-		-
AUP (OP)	-	-	-	-
CHC (OP) <i>Outside Central City</i>	1 space	3 spaces	-	-
CHC (OP) <i>Within Central City</i>	2 spaces	-	-	-
QTOWN PROPOSED	2 spaces	-	-	-
500m²				
QTOWN NOTIFIED	5 spaces	1 space	-	-
AUP (OP)	1 space	1 space	-	-
CHC (OP) <i>Outside Central City</i>	1 space	5 spaces	-	-
CHC (OP) <i>Within Central City</i>	2 spaces	1 space	-	-
QTOWN PROPOSED	3 spaces	1 space	-	-
1,000m²				
QTOWN NOTIFIED	9 spaces	2 spaces	2 lockers	
AUP (OP)	2 spaces	3 spaces	-	-
CHC (OP) <i>Outside Central City</i>	3 spaces	10 spaces		
CHC (OP) <i>Within Central City</i>	8 spaces	2 spaces		
QTOWN PROPOSED	5 spaces	2 spaces	2 lockers	-

Retail

GFA	Short Term	Long Term	Lockers	Showers Required
500m²				
QTOWN NOTIFIED	1 space	2 spaces	-	-
AUP (OP)	1 space	-	-	-
CHC (OP) <i>Outside Central City</i>	1 space	1 space	-	-
CHC (OP) <i>Within Central City</i>	1 space	3 spaces	-	-
QTOWN PROPOSED	1 space	1 space	-	-
1,000m²				
QTOWN NOTIFIED	3 spaces	5 spaces	-	-
AUP (OP)	2 spaces	-	-	-
CHC (OP) <i>Outside Central City</i>	3 spaces	1 spaces	-	-
CHC (OP) <i>Within Central City</i>	3 spaces	5 spaces	-	-
QTOWN PROPOSED	3 spaces	2 spaces	-	-
1,500m²				
QTOWN NOTIFIED	5 spaces	7 spaces	-	-
AUP (OP)	3 spaces	-	-	-
CHC (OP) <i>Outside Central City</i>	5 spaces	2 spaces	-	-
CHC (OP) <i>Within Central City</i>	4 spaces	7 spaces	-	-
QTOWN PROPOSED	5 spaces	3 spaces	-	-
5,000m²				
QTOWN NOTIFIED	16 spaces	25 spaces	-	-
AUP (OP)	10 spaces	-	-	-
CHC (OP) <i>Outside Central City</i>	16 spaces	6 spaces	-	-
CHC (OP) <i>Within Central City</i>	14 spaces	25 spaces	25 lockers	3 showers
QTOWN PROPOSED	16 spaces	10 spaces	-	-

Appendix 3 – Auckland and Christchurch Cycle parking Provisions

Auckland Unitary Plan (Operative in Part)

Activity			Visitor (short-stay) Minimum rate		Secure (long-stay) Minimum rate	
		residential care	units / apartments		employees	
(T84)	Offices		Up to 200m ²	Nil required	1 per 300m ² of office	
(T85)			Greater than 200m ² up to 10,000m ²	1 space plus 1 space per 1,000m ² above 1,000m ²		
(T86)			Greater than 10,000m ²	10 spaces plus 1 space per 2000m ² above 10,000m ²		
(T87)	Retail	Food and beverage	Up to 350m ² GFA	Nil required	1 per 300m ² GFA	
(T88)				Greater than 350m ² GFA		1 per 350m ² GFA
(T89)		All other retail	Up to 500m ² GFA	Nil required	1 per 300m ² GFA of office	
(T90)				Greater than 500m ² GFA up to 5000m ² GFA		1 per 500m ² GFA
(T91)				Greater than 5000m ² GFA		1 per 750m ² GFA
(T92)	Industrial activities and storage and lockup facilities		1 space plus 1 space per 750m ² GFA of office space		1 per 300m ² GFA of office	

Table E27.6.2.6 Required end-of-trip facilities (intended for staff use)

Land use		GFA	No. of showers and changing facilities required
(T104)	Offices, education facilities, hospitals	Up to 500m ²	No requirement
(T105)		Greater than 500m ² up to 2500m ²	One shower and changing area with space for storage of clothing
(T106)		Greater than 2500m ² up to 7500m ²	Two showers and changing area with space for storage of clothing
(T107)		Every additional 7500m ²	Two additional showers and changing area with space for storage of clothing

Table 7.5.2.1 - Minimum numbers of cycle parks required

	Activity	Visitor cycle parks (within the Central City visitor spaces can be used by students)	Staff/ residents/ students cycle parks
RETAIL ACTIVITIES AND COMMERCIAL SERVICES			
bb.	Commercial services	1 space/ 500 m ² GFA	1 space/ 200 m ² GFA
cc.	Factory shops, retail activities in commercial retail park zones	1 space/ 1000 m ² GLFA	1 space/ 750 m ² GLFA
dd.	Food and beverage outlets	i. 1 space/ 300 m ² PFA (Outside the Central City) ii. 1 space/ 125 m ² PFA (within the Central City)	1 space/ 100 m ² PFA (2 spaces minimum) (Outside the Central City) 1 space/ 400 m ² PFA (within the Central City)
ee.	Other retail activities, if not specified above	i. 1 space/ 300 m ² GLFA (Outside the Central City) ii. 1 space/ 350 m ² GLFA (within the Central City)	1 space/ 750 m ² GLFA (Outside the Central City) 1 space/ 200 m ² GLFA (within the Central City)
INDUSTRIAL ACTIVITIES			
q.	Warehousing and distribution activities	1 space/ 2000 m ² GFA (1 space minimum)	1 space/ 1000 m ² GFA
r.	Other industrial activities if not specified above, high technology industrial activities and heavy industrial activities	1 space/ 1000 m ² GFA	1 space/ 500 m ² GFA
s.	Offices	i. 20% of staff requirements (2 spaces minimum) (Outside the Central City) ii. 1 space/ 500 m ² GFA (within the Central City)	1 space/ 150 m ² GFA

Table 7.5.2.2 - Minimum number of cycle parking end of trip facilities required for Commercial activities, Tertiary education and research activities and Hospitals

	Number of staff cycle parks required	Number of end of trip facilities required
a.	1 - 10	None
b.	11 - 100	i. 1 shower ¹ per every 10 ² staff cycle parks required ii. 1 locker ³ per every staff cycle park provided
c.	> 100	i. 10 showers ¹ for the first 100 staff cycle parks required + 2 showers ¹ for each additional 50 ² staff cycle parks required ii. 1 locker ³ per every staff cycle park provided

Appendix 4: Proposed minimum requirements for cycle parking, lockers and showers

	Customer/Visitor Short-Term Bicycle Parking		Private Long-Term Bicycle Parking. This is for the use of staff, students, and residents.	End of Trip Facilities
Office	<200m ² GFA	Nil required	1 space per 200m ² GFA.	<p>Where 1 long-term bicycle parking space is required: no end of trip facilities required.</p> <p>Where 2-8 long-term bicycle parking spaces are required: 1 locker per every space required.</p> <p>Where >8 long-term bicycle parking spaces are required: 1 locker for every space required and 1 shower per every 10 spaces required.</p>
	201m ² - 500m ² GFA:	1 space required		
	>500m ² GFA:	1 space for the first 500m ² GFA and 1 space for every 1,000m ² GFA thereafter.		
Industrial and service activities	Nil required		1 space per 1000m ² GFA	
Restaurants, Cafes, Taverns and Bars	2 bicycle spaces (i.e. 1 stand) for the first 250m ² PFA and 1 space for every 250m ² PFA, thereafter		1 space per 500m ² GFA	
Retail	<300m ² GFA:	Nil required	Nil required	Nil
	>301m ² GFA	1 space per 300m ² GFA required	1 space per 500m ² GFA required	Nil