# BEFORE THE INDEPENDENT HEARING PANEL APPOINTED BY THE QUEENSTOWN LAKES DISTRICT COUNCIL 

| UNDER | the Resource Management Act 1991 (RMA) |
| :--- | :--- |
| IN THE MATTER | of the Te Pūtahi Ladies Mile Plan Variation in accordance <br> with section 80B and 80C, and Part 5 of Schedule 1 of the <br> Resource Management Act 1991. |

JOINT STATEMENT OF URBAN DESIGN \& TRANSPORT EXPERTS IN RELATION TO TE PŪTAHI LADIES MILE PLAN VARIATION

## Introduction

1 This joint witness statement (JWS) records the outcome of further discussions of urban design and transport expert witnesses in relation to the Te Pūtahi Ladies Mile Plan Variation (TPLM Variation).

2 The expert witness conferencing was held on Wednesday, $15^{\text {th }}$ November 2023; Tuesday, $21^{\text {st }}$ November; and Thursday, $23^{\text {rd }}$ November 2023, all were held as an online Zoom calls.

3 Attendees at the conference were:

|  | ATTENDEE | EXPERTISE | 15/11 | 21/11 | 23/11 |
| :--- | :--- | :--- | :---: | :---: | :---: |
| (a) | Bruce Harland | Urban Design | $\checkmark$ | $\checkmark$ | $\checkmark$ |
| (b) | Michael Lowe | Urban Design | $\checkmark$ | $\checkmark$ | - |
| (c) | Stuart Dun | Urban Design | $\checkmark$ | $\checkmark$ | $\checkmark$ |
| (d) | Tim Church | Urban Design | $\checkmark$ | $\checkmark$ | $\checkmark$ |
| (e) | Bruce Weir | Urban Design | $\checkmark$ | $\checkmark$ | $\checkmark$ |
| (f) | Dave Compton-Moen | Urban Design | $\checkmark$ | - | $\checkmark$ |
| (g) | Jane Rennie | Urban Design | $\checkmark$ | $\checkmark$ | - |
| (h) | Dave Smith | Transport | - | $\checkmark$ | $\checkmark$ |
| (i) | Don McKenzie | Transport | $\checkmark$ | - | $\checkmark$ |
| (j) | Jason Bartlett | Transport | $\checkmark$ | $\checkmark$ | $\checkmark$ |
| (k) | Colin Shields | Transport | $\checkmark$ | - | $\checkmark$ |

## Code of Conduct

4 This JWS is prepared in accordance with sections 9.4 to 9.6 of the Environment Court Practice Note 2023.

5 We confirm that we have read the Environment Court Practice Note 2023 and agree to abide by it.

## Key information sources relied on

6 The following material has been reviewed by and/or relied upon by all attendees when coming to our opinions ${ }^{1}$ :
(a) Joint Statement of Transport Experts, dated 30 October 2023
(b) Joint Statement of Urban Design Experts, dated 1 November 2023
(c) The rebuttal evidence of Jeff Brown, dated 10 November 2023
(d) The rebuttal evidence of Bruce Harland, dated 10 November 2023;
(e) The rebuttal evidence of Stuart Dun, dated 10 November 2023;
(f) The rebuttal evidence of Michael Lowe, dated 10 November 2023; and
(g) The rebuttal evidence of Colin Shields, dated 10 November 2023;
(h) Hearing Panel Minute: Preparation for the hearing and responding to various memoranda (paragraphs 1.13-16), dated 13 November 2023;
(i) Hearing Panel Minute: Pre-Hearing questions, dated 21 November 2023

## Purpose and scope of conferencing

$7 \quad$ The purpose of conferencing was to identify, discuss, and highlight points of agreement and disagreement in relation to urban design and transport matters relevant to the TPLM Variation, as identified in the Hearings Panel Minute, dated 13 November 2023, where all experts are strongly encouraged to engage their counterparts to seek to engage with each other, as far as practicable to try and resolve, or at least narrow the issues in dispute.

8 In particular, the Hearings Panel especially encourages experts to consider the following questions that have come from the Mr Fletcher's Facilitation Report (Planning Conferencing), including:
(a) What are the urban design implications of the SH6 Corridor speed limit of 60 kmh ?

[^0](b) How does this affect/frame the Queenstown eastern gateway/entrance experience?
(c) What are the urban design implications of the SH6 eastern corridor (Threepwood to Frankton and into Queenstown) becoming a Rapid Transit Service corridor?
(d) Given the 60kmh speed limit and the Rapid Transit Service corridor what is the appropriate setback for building/development along the TPLM SH6 corridor? Does it change the road cross section requirements? Building height restrictions?
(e) What are the traffic safety and public transport implications of the shift to 60kmh? e.g. location and nature of crossings, bus stops etc.

9 Attachment A records the agreed issues, areas of disagreement and the reasons, along with any reservations, and technical drafting changes to the proposed District Plan provisions (and the reasons for those changes).

10 Attachments B and C illustrates potential amendments to the SH6 Cross Section notified in the TPLM Variation, including Cross Section Options by Council Experts and Alternate Cross Sections by Submitter Experts respectively.

11 Attachment D illustrate Precedent examples for similar One Network Framework (ONF) Urban Connector's with a high movement and high place functions provided by Mr Harland.

Attachment E illustrates a local examples of native planting character along SH6 in Te Kirikiri / Frankton and ~20m deep setback along Kawarau Road (SH6), Te Kirikiri / Frankton.

Dated: 24 November 2023


Bruce Harland


Stuart Dun


## Michael Lowe



## Bruce Weir



Tim Church


Dave Compton-Moen


Dave Smith



Colin Shields

## ATTACHMENT A - EXPERT CONFERENCING ON URBAN DESIGN

Participants: Bruce Harland (BH), Stuart Dun (SD), Michael Lowe (ML), Bruce Weir (BW), Mr Cameron Rossouw (assisting) CR, Tim Church (TC), Dave Compton-Moen (DCM), Jane Rennie (JR), Dave Smith (DS), Don McKenzie (DMK), Colin Shields (CS), Jason Bartlett (JB)

| Issue | Agreed Position | Disagreements or reservations, with reasons |
| :---: | :---: | :---: |
| Purpose and Key Objectives for SH6 | Agreed that we need to adapt the Frankton-Ladies Mile Highway (SH6) from rural road to an ONF Urban Connector with a high movement and high place functions, including key objectives of: <br> 1. Maintaining a freight, service and visitor movement routes with wider region, as one of two critical road links into Queenstown. <br> 2. Servicing the sustainable mobility needs of Te Pūtahi / Eastern Corridor users. <br> 3. Achieving transport and land use integration to support accessibility, vitality and mode shift. <br> 4. Integrating northern (new) and southern sides (existing) of Te Pūtahi / Eastern Corridor. <br> 5. Creating a more hospitable and safer 'peopleorientated' place within a lower speed environment. <br> 6. Maintaining a sense of place / identity and good landscape amenity, accepting that there will be a change from rural to urban character. | Mr Shields outlined the assumptions around the design of the road corridor perspective, including: <br> - signalised intersections at Lower Shotover / Stalker Rd and Howards Drive; <br> - $60 \mathrm{~km} / \mathrm{hr}$ speed limit between intersections supported by some form of friction on either side of the corridor to manage the design speed; <br> - four traffic lanes with a dedicated bus lanes in the eastbound and westbound direction; and <br> - to protect the corridor as an oversize route. <br> Some localised widening may be required at intersections for turning lanes and for transit stop infrastructure along the route. Although, in-lane bus stops are the assumption. <br> Cross Section Options by Council Experts <br> At the second conferencing, Council Experts precirculated two cross-section options for the mid-block section of SH6 that propose amendments to the TPLM Variation (Attachment B), including: |


|  |  | Council Option 1 - SH6 (20m Amenity Access Area): <br> - 70 m between building faces (no change on south side) <br> - 20 m SH6 Road Reserve with 4 lanes (i.e. one travel lane and one bus lane in each direction) and median strip <br> - 20 m Amenity Access Area on north side, including slip lane and car parking (with second footpath removed) with 6 m feature tree width. <br> - 25 m Building Restriction distance with 5 m road boundary setback with 3 m 'build to zone' <br> Council Option 2 - SH6 (18m Amenity Access Area): <br> - 65 m between building faces (no change on south side) <br> - 20 m SH6 Road Reserve with 4 lanes (i.e. one travel lane and one bus lane in each direction) and median strip <br> - Reduced 18 m Amenity Access Area on north side, removing slip lane and increasing feature tree $(8.4 \mathrm{~m})$ and front berm ( 3.6 m ) widths. <br> - Reduced the 25 m Building Restriction distance to 20 m with 2 m road boundary setback with 3 m 'build to zone'. <br> No changes were proposed or sought to the south side (25m) area. |
| :---: | :---: | :---: |



|  |  | - Detail that intersection upgrade requirements would be accommodated on south side. <br> No agreement was reached as to what cross section(s) were preferable between the Council Option 2 - SH6 (18m Amenity Access Area) and Alternate Concepts by submitters. <br> Mr David Compton-Moen was not able to attend the second conferencing, but indicated that the cross section should be as efficient and small as possible to create a relationship between the northern and southern sides. |
| :---: | :---: | :---: |
| Urban design implications of the SH6 Corridor speed limit of 60 kmh | All agreed that a built form and / or landscape response that helps safely manage the $60 \mathrm{~km} / \mathrm{hr}$ design speed is appropriate. Generally, agreed that urban design / landscape features can create the side friction as an important part of this. | Mr Bartlett noted the design operating volume $17,000 \mathrm{vmd}$ (two way vehicle movements per day) and that other Urban Corridors have greater volumes, like Memorial Ave / Fendalton Road (Christchurch) at $22,000-26,000 \mathrm{vmd}$ with a $50 \mathrm{~km} / \mathrm{hr}$ design speed and 30 m corridor and similar signal spacing of $500 \mathrm{~m}-800 \mathrm{~m}$. <br> No agreement was reached on the type of friction appropriate to support the $60 \mathrm{~km} / \mathrm{hr}$ design speed of SH6. Discussion ranged between use of building edges closer to the road reserve, encouraging increased activity levels in the corridor and addition of street features (e.g. street trees, street furniture, etc.). <br> Mr Smith noted that there are other design solutions within the carriageway, such as raised intersections / crossing points and threshold treatments that could further support the design speed. |


balance between recognising Ara Tawhito (traditional trails) / stormwater treatment of SH6 and rural pastoral heritage / retention of the existing trees on the south side.
width provided for large, 'Feature Trees' on the northern side. Council UD experts provided precedents from Toronto, Canada and Waihi SH2 (Attachment D).
Mr Smith indicated that there is likely be a loss of continuity in the landscape treatments along SH6, due to the large intersection footprints. He was concerned about the visual screening effect of vegetation in obscuring an urban environment (i.e. friction) and was further concerned about the impact of large trees on shading (i.e. ice formation) and debris falling from trees onto the carriageway.
Mr Harland noted that the slower speed urban nature of the corridor is not dissimilar to many towns and that management of leaf litter is normal practice in urban environments. Mr Harland showed an example of Waihi Beach where mature trees had clear views underneath their canopy to the 'urban' edges with circa 60 m legal corridor and 70 m building to building. Use of deciduous trees could also reduce frost related risks. Mr Church queried who the large scale amenity planting was intended for, SH6 or TPLM users. He noted that larger trees could have an impact on residents' likely expectation of views of the natural landscape context (e.g. Remarkables) from within the TPLM Variation Area. Mr Weir considered they would overly 'domesticate' buildings behind them and would create further visual severance between north and south communities. Both were seeking more relativity between existing trees to the south.
$\left.\begin{array}{|l|l|l|}\hline & & \begin{array}{l}\text { Discussion was had on the landscape character } \\ \text { anticipated along the corridor and if large, exotic trees } \\ \text { are an appropriate cultural response. Mr Church } \\ \text { queried if Kai Tahu had been engaged on this and had } \\ \text { a native palette been considered, such as that along } \\ \text { SH6 in Te Kirikiri / Frankton (Attachment E). Council } \\ \text { experts noted that not specific cultural engagement had } \\ \text { been carried out on this issue and that a 'blended' } \\ \text { approach had been used for the landscape character } \\ \text { throughout the TPLM Variation area. No agreement } \\ \text { was reached. }\end{array} \\ \hline \begin{array}{ll}\text { Precedent examples for similar ONF Urban Connector's } \\ \text { with a high movement and high place functions were }\end{array} \\ \text { discussed, including those provided by Mr Harland }\end{array}\right\}$
$\left.\begin{array}{|l|l|l|}\hline & \begin{array}{l}\text { It was agreed that direct / straight transit lane alignments } \\ \text { along the SH6 corridor was preferable and that the } \\ \text { positioning of transit stops on the western side of entry } \\ \text { roads (on both sides) was most optimal. } \\ \text { It was also agreed that there should be consideration of } \\ \text { other mid-block active travel crossings (e.g. TPLM } \\ \text { Transport Strategy section 5.1, page 61) to enhance } \\ \text { connectivity, mode split and contribute to a more urban } \\ \text { character along the corridor to support slower vehicle } \\ \text { speeds. }\end{array} & \begin{array}{l}\text { eastbound bus lane at this location with most } \\ \text { congestion along Ladies Mile in the westbound } \\ \text { direction. Although, Mr Shields considers that an } \\ \text { eastbound bus lane is required to provide positive bus } \\ \text { priority and reliability. }\end{array} \\ \begin{array}{ll}\text { Discussion was also held on the relative ease of } \\ \text { providing additional traffic lanes to the south and } \\ \text { utilising existing tree planting withing the road corridor. }\end{array} \\ \text { Ms Rennie considered that the location of the mid-block } \\ \text { connection between Lower Shotover / Stalker Roads } \\ \text { and Howards Drive could ideally be coordinated with } \\ \text { the existing QCC Clubhouse. }\end{array}\right]$

Agreed that the building setback on the south side could be reduced from 25 m , to differentiate from mid-block cross section, but no distance was agreed.

- All agreed that the intersection setbacks could extend up to 50 m along SH6 based on land use, anchoring / defining corners, bus stop location and side friction. We also agreed that bus stops should be located as close as possible to the signalised intersection.
- All agreed that the proposed slip lane within the Amenity Access Area is not required.
Consequently, all agreed that a 'build to zone' along the northern boundary with the SH6 was important to establish a strong built edge and to activate the corridor.
It was agreed that District Plan provisions (e.g. Build to line, access and activation) and / or design guides need to be considered to ensure development positively addresses the SH6 corridor.


## South Side

All agreed that:

- 25 m is an appropriate maximum setback (aligned with Landscape Planning expert JWS), but that:
- We are not looking for symmetry between the north and south sides.

Council UD experts clarified that access to the slip lane within the 'Amenity Access Area' was not intended to be via SH6, to avoid private vehicle crossing points over bus lanes and active travel routes. They were also included to help bring more activity into the corridor for CPTED reasons.

Mr Church questioned inclusion of the slip lane, noting this would be incompatible with the Rapid Transit Service / active travel corridor outcomes, adds a barrier to pedestrian access and doubles-up on infrastructure / land take. Relocation of the slip lane deeper within development lots would reduce associated private accessways and garaging and would likely achieve more continuity of active frontages along (and closer) to the SH6 corridor. This would help address CPTED concerns and reduce the likelihood of creating a 'no man's land' in the deep landscape setback.

Council Urban design experts have indicated that the Council Option 2 -SH6 (18m Amenity Access Area) mid-block cross section represents the minimum acceptable cross section to deliver on the objectives of the TPML Variation. This assumes that the proposed bus lanes, travel lanes and upgrade of SH6 fits within the existing legal corridor. Should the upgrade to the SH6 require additional space beyond its current legal boundaries then the 18 m Amenity Access Area would become compromised.

|  |  | Mr Church raised the need to consider space for the management of stormwater, given swales may require a large land take. If this cannot be accommodated in the median or shoulder, then this may need to be integrated into the Amenity Access Area (if required). Mr Harland indicated that there had also been conferencing by Stormwater experts that SH6 should not be used as a secondary flow path in 100 yr events. <br> The potential maintenance liability for deeper setbacks was discussed. Mr Smith understood that Waka Kotahi maintains the berms on state highways where the speed limit is greater than $70 \mathrm{~km} / \mathrm{h}$ and that $70 \mathrm{~km} / \mathrm{h}$ or less is maintained by Council. Mr Church referenced a local example of $\sim 20 \mathrm{~m}$ deep setback along Kawarau Road, Te Kirikiri / Frankton (Attachment F), that is currently maintained by Council as a very basic landscape treatment (i.e. grass / trees). He noted that expectations of landscape quality will likely need to be moderated for deeper setbacks and is an important factor to consider. <br> South Side <br> Council experts acknowledged there was less emphasis in preparing the cross sections on the southern setback, given previous landscape conferencing, and were not looking for symmetry. |
| :---: | :---: | :---: |


|  |  | No agreement was reached as to how deep the building <br> setbacks needed to be around the intersections on the <br> southside to achieve this outcome. |
| :--- | :--- | :--- |



| Drafting changes proposed to the District Plan provisions and the technical reasons for those changes (9.11(e) Hearing Panel |  |
| :--- | :--- |
| Minute) |  |

## ATTACHMENT B - CROSS SECTION OPTIONS BY COUNCIL EXPERTS

## SH6 (20m Amenity Access Area)

Te Pūtahi Ladies Mile Structure Plan - Roading Sections


## SH6 (18m Amenity Access Area)

Te Pūtahi Ladies Mile Structure Plan - Roading Sections


## ATTACHMENT C - ALTERNATE CROSS SECTIONS BY SUBMITTER EXPERTS

## SH6 Ladies Mile Cross Sections



Saddleback
Strategy | Planning | Design


| SCALE (A3) |
| :--- |
| $1: 250$ |
| PRoEET |
| Ladies |
| Mile Urban Environment |


| Rev | Date |
| :--- | :--- |
| A | $21 / 11 / 2023$ |

## ATTACHMENT D - URBAN CONNECTOR PRECEDENT EXAMPLES FROM MR HARLAND








## Waihi SH2

- Circa 70m separation between buildings
- 10 m berm on right
- 18 m berm on Left



## ATTACHMENT E - LOCAL STATE HIGHWAY 6 EXAMPLES

Southern Scenic Route (October 2022)
Saddleback
Strategy | Planning | Design


150 State Highway 6, Queenstown (October 2022)


Saddleback
Strategy | Planning | Design


[^0]:    ${ }^{1}$ Note that experts have read and relied on those documents that relate to their area of expertise and have only agreed to those matters that fall within their areas of expertise.

