

**Queenstown Lakes  
District Council**

S32 Report for Draft District Plan  
Change

5 Mile Frankton Flats -  
Transportation

June 2007



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# 1. Introduction

## 1.1 Background

This report is a s32 analysis to accompany a draft plan change to the Queenstown Lake District Plan relating to the remaining rural zoned land in Frankton Flats. The majority of the report is background to the issues within the Frankton Flats area and Queenstown generally.

It contains an analysis of the transportation related components of the plan change in relation to methods of achieving appropriate and sustainable environmental outcomes.

The land subject to the plan change is some 63 hectares in area and is located north of Queenstown Airport. It is known as 5 Mile and is flat land suitable for large scale comprehensively designed urban development in the Wakatipu Basin.

This report only relates to the land currently zoned rural in the Plan

## 1.2 QLDC's Requirements

This report uses analysis that has been undertaken for the Wakatipu Transportation Study ("the WTS). The study is presently developing up and testing packages of measures, prior to consultation over a recommended strategy. It is anticipated that the Transit New Zealand, the Otago Regional Council and QLDC will adopt a strategy later this year.

Direction for this study has been set by Councils "Future Link" Transport and Parking Strategy 2005.

The analysis that formed stage 2 of the WTS predicted that under a "do nothing" option, peak hour travel along SH6A would become severely congested in both directions within the planning period of the transportation study (2006-2026). Moreover, within the context of the high density mixed use developments planned for the Frankton Flats area, it is postulated that design measures to encourage less use of single occupant vehicles must be balanced by an appropriate mix of "hard" and "soft" travel demand management measures in order that the transport network will cope with the community's transport demands.

The QLDC has, through an upcoming plan change for the Frankton Flats area, an opportunity to consider parking and travel demand management through the District Plan before the bulk of development anticipated for Frankton Flats takes place.

This report therefore has two main components

1. **Strategy development.** Within the context of the strategy developed under part 2 of the Wakatipu Transportation Study and the transportation packages presently under development, a travel demand management strategy and parking strategy will be developed with direct application to Frankton Flats. The analysis will include the examination of options - this will provide a basis for the section 32 Resource Management Act analysis that will accompany any plan change proposals. The task will

address the measures that could be implemented, the desirability of district plan versus non-district plan measures, and the intended effects.

2. **TDM and Parking Plan.** This task will define the district plan and non-district plan measures for Frankton Flats. This includes: -
  - » Drafting the wording of the plan change (objectives, policies, rules and maps as appropriate) pertaining to the recommended travel demand management and parking measures
  - » Drafting the section 32 report in respect of the proposed transportation measures to accompany the plan change.

### **1.3 Structure of Report**

In order to consider appropriate methods of achieving Transportation Related Objectives and Policies within the Plan Change it is important to:

1. Provide a brief background as context to the Report
2. Outline relevant legislative criteria
3. Discuss the location, demographics and the existing transportation constraints.
4. Recognise the current regional and local policy context.
5. Discuss other relevant studies and strategies.
6. Consider the 5 Mile s293 proposals.
7. Consider relevant approaches to parking policy for similar issues from New Zealand and overseas.
8. Discuss Travel Demand Constraint Measures
9. Discuss Transportation issues and methods of Achieving solutions via the District Plan.
10. Provide an analysis of the key parking and travel demand proposals.
11. Outline Specific District Plan Transportation Issues, Objectives, Policies Rules and Other methods proposed via the Plan Change
12. Provide conclusions and recommendations.

## 2. Legislative Criteria

### 2.1 Resource Management Act

There are several aspects of the Resource Management Act 1991 that are applicable to the preparation and subsequent evaluation of a District Plan Change. Achieving the purposes and principles of the Act in Part 2 is an overarching factor but this report concentrates on the consideration of alternatives, benefits and costs of changes to Policy Statements and Plans. This is known commonly as a 32 Report.

#### 2.1.1 S32 Consideration of alternatives, benefits, and costs.

The principles behind this are best summed up in the abstract to the Quality Planning Guidelines relating to Methods of Implementation <sup>1</sup>

*The main task of councils under the Resource Management Act 1991 (RMA) is to decide how to address environmental issues. In preparing plans and changes to them, section 32 of the RMA requires councils to consider the alternative ways to achieve the environmental outcomes being sought. Essentially, s32 tests to determine the most appropriate means, and the appropriateness of any selected methods. It assists in reasoning why changes are needed and formalises a process for working out how best to deal with environmental issues. This may be through a variety of alternatives of which rules may be just one option.*

The full text of s32 is as follows: -

- (1) *In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified, a national policy statement or New Zealand coastal policy statement is notified under section 48 or a regulation is made, an evaluation must be carried out by—*
- a. *the Minister, for a national policy statement or a national environmental standard;*
  - b. *the Minister of Conservation, for the New Zealand coastal policy statement; or*
  - c. *the local authority, for a policy statement or a plan (except for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of Schedule 1); or*
  - d. *the person who made the request, for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of the Schedule 1.*
- (2) *A further evaluation must also be made by—*
- a. *a local authority before making a decision under 10 or clause 29(4) of the Schedule 1; and*
  - b. *the relevant Minister before issuing a national policy statement or New Zealand coastal policy statement.*
- (3) *An evaluation must examine—*

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Quality Planning Website [www.qp.org.nz](http://www.qp.org.nz) <sup>1</sup>

- a. ***the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and***
- b. ***whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.***

*(3A) This subsection applies to a rule that imposes a greater prohibition or restriction on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstances of the region or district.*

*(4) For the purposes of the examinations referred to in subsections (3) and (3A), an evaluation must take into account—*

- a. ***the benefits and costs of policies, rules, or other methods; and***
- b. ***the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods***

*(5) The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.*

*(6) The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made.*

The most relevant policy guidance in the provisions is highlighted above. This is followed by the allied provision, s32A

### **S32A Failure to carry out an evaluation.**

*(1) A challenge to an objective, policy, rule, or other method on the ground that section 32 has not been complied with may be made only in a submission under Schedule 1 or a submission under s49.*

*(2) Subsection (1) does not preclude a person who is hearing a submission or an appeal on a proposed plan, proposed policy statement, change, or variation, or a submission on a national policy statement or New Zealand coastal policy statement, from taking into account the matters stated in section 32*

## **2.2 Land Transport Management Act**

As is obvious in Queenstown there is a real need to strategically consider both land use and transportation planning. Significant strategic transportation planning for the Wakatipu Basin is currently being carried out and will be referred to in detail later in this report.

It is also absolutely critical when considering District Plan methods that there is consideration of the legislative responsibilities and obligations upon the Council, the Otago Regional Council and other Agencies such as Transit New Zealand currently tasked with considering methods of achieving strategic transport outcomes. The primary functions of transportation agencies in relation to Transportation are outlined in The Land Transport Management Act 2003.



The LTMA came into force in November 2003 to give effect to the principles of the New Zealand Transport Strategy (NZTS) and to provide the necessary legislative framework. The overall purpose of the LTMA (s3) is to “contribute to the aim of achieving an integrated, safe, responsive and sustainable land transport system”.

To contribute to that purpose the Act:

- » **Provides for an integrated approach to land transport funding and management.**
- » **Improves social and environmental responsibility in land transport funding, planning and management.**
- » *Changes the statutory objectives of Transfund (now Land Transport New Zealand) and Transit New Zealand to broaden the focus of each entity.*
- » **Improves long term planning and investment in land transport.**
- » **Ensures that land transport funding is allocated in an efficient and effective manner,**
- » *Improves the flexibility of tolling, including provisions enabling new roads to be built on a tolled or concession agreement basis or on a basis involving a combination of those methods;*
- » *Amends the Local Government Act 1974, the Transit New Zealand Act 1989, and the Land Transport Act 1998, and repeals the Auckland Transport Board Act 1928.*

The primary point of highlighting the above is that there is a complementary set of principles under the LTMA. The bold highlights above are added to emphasise the key related set of legislative transportation principles that must be recognised in macro and micro level land use policy.

### 3. Location, Demographics and the Transportation Network

#### 3.1 Location

Queenstown sits within a basin defined by high mountains and Lake Wakatipu. The land available for comprehensive and town centre expansion is limited to flat non-developed areas such as Frankton Flats. Because the Queenstown Lakes District is currently experiencing sustained growth in land-use development and in the number of domestic and international tourists visiting the area, the Frankton Flats site situated in close proximity to the Queenstown CBD, has considerable pressure being placed on it to develop.



Figure 1 Frankton Flats Study Area (Wakatipu Transportation Study) 2006

### **3.2 Description of current zoning patterns and the airport**

Immediately surrounding the Frankton Flats site a number of land use zones exist, with the site itself located within the Rural General Zone. Industrial zoning is situated to the northeast and east of the Frankton Flats site along Glenda Drive, and to the south and southwest of the site, is the designated Queenstown Airport.

On the western boundary of the site, land is zoned Frankton Flats Special Zone and QLDC Multi Purpose indoor and outdoor recreation, cultural and conference complex designation. Situated across the Frankton – Ladies Mile Highway (SH6) from the site's western boundary there is a Transpower designation.

The wider Frankton Flats area is a mixture of zones, including:

- » Airport Mixed Use Zone
- » Remarkable Parks Zone
- » Low Density Residential Zone
- » Corner Shopping Centre Zone
- » Community Facility Sub –zone
- » Quail Rise Zone
- » Building Restriction Area
- » QLDC Sewage Treatment Works Designation
- » QLDC Recreation Reserve Designation

Seen above and in Figure 2 below, a range and mixture of zones and designations exist within the vicinity of the Frankton Flats site.

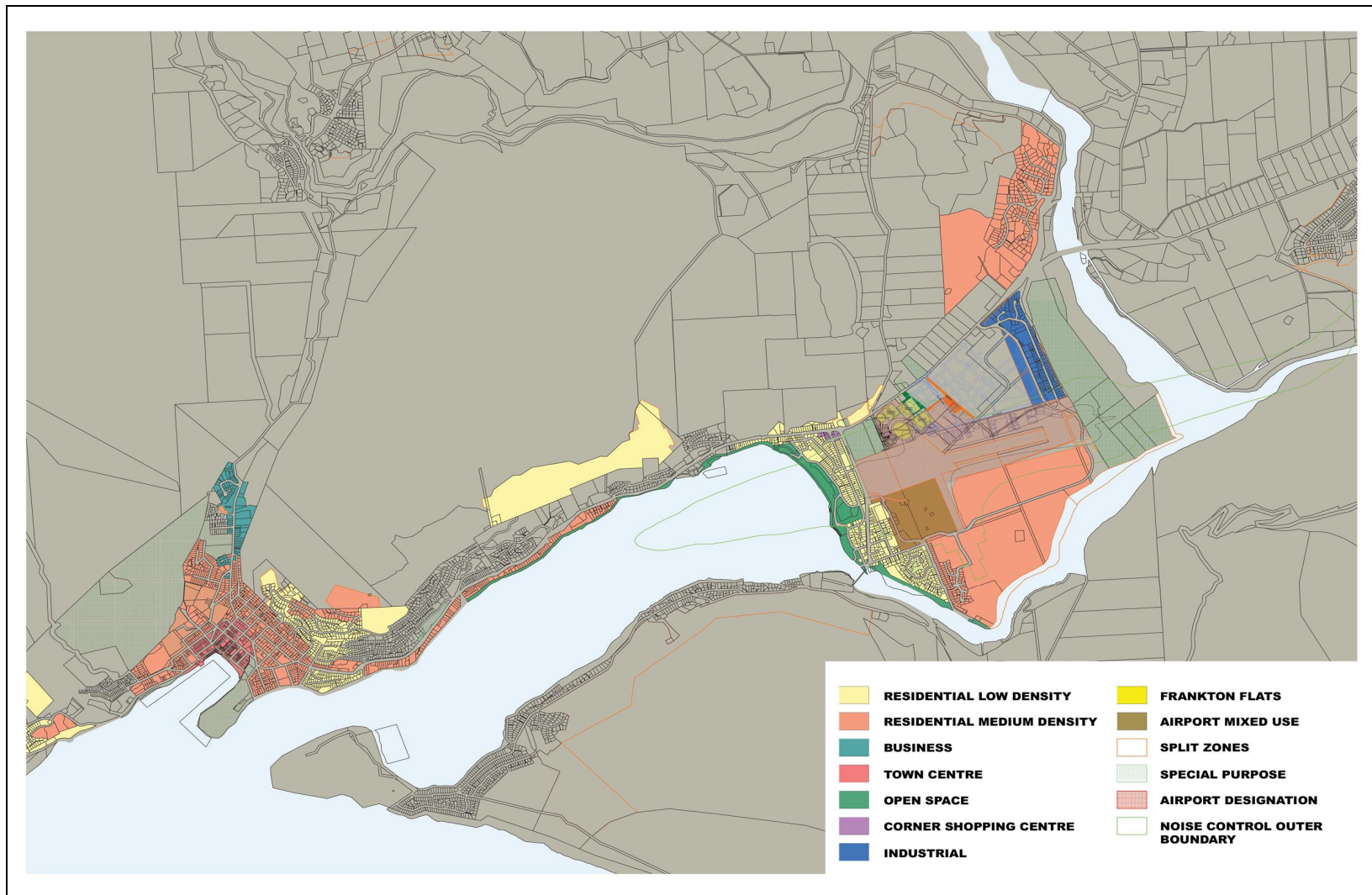


Figure 2 Planning Map

### 3.3 Population

As stated above, the Queenstown Lakes District has a high growth rate in relation to the other New Zealand local authority districts. This growth is based on the visitor industry, new permanent residents and new industry. New permanent residents are arriving for various reasons including employment, business opportunities, lifestyle and retirement. Consequently, the growth has related increases in travel demand, placing pressure on existing and planned transportation networks.<sup>2</sup>

It is predicted that the Wakatipu Basin that will continue to grow significantly in terms of the average day population are Frankton Flats, the Wakatipu Basin and Kelvin Heights. "This is because of the relatively extensive areas of zoned land in those areas for growth and the lack of any other significant constraints on growth in these areas (in terms of roading and services)."<sup>3</sup> The QLDC Growth Management Strategy summarises the key issues that this growth will have on the area.

*The Council is convinced that the risks of leaving the growth pressures that the District faces unmanaged are significant and will harm the opportunities that are, or will be, available to present and future generations. If current development trends continue (in terms of the amount of land needed to accommodate house and new businesses), then these growth pressures could see over 1,000 ha of land consumed for housing, and more than 250 ha of land for additional business and visitor accommodation activities between now and 2026. These demands exceed the land area available within current settlements and identified extensions. Significant issues lie around matching growth in housing and business with infrastructure improvements, especially roading and transport.<sup>4</sup>*

Table 1 Queenstown Lakes District Growth Forecasts

Wakatipu	2006	2016	2021	2026	% Increase 2006-2026
Usually resident population	14,148	21,503	26,113	31,443	122%
Employment – Total FTE's (2005)	6,494			16,101	148%
Peak day population	46,354	64,029	74,128	86,781	87%

Table 1 above, tabulates current and predicted populations. Considerable growth is expected in the next 20 years in the Queenstown area.

<sup>2</sup> Queenstown Lake District Council (2005) *Future Link – Transport and Parking Strategy*

<sup>3</sup> Queenstown Lakes District Council (2004) *Community Plan 2006-2016*

<sup>4</sup> Queenstown Lakes District Council (2006) *Growth Management Strategy*

### **3.4 Landscapes**

The Queenstown area is a renowned international tourism destination that supports economic growth across the southern part of the South Island. Located in an internationally significant landscape, the area draws in a large amount of investment (both local and international) in homes, services and visitor related activities. There is a need to direct where growth should be located so that the natural environment is protected, and that growth supports the economic and social wellbeing of the Queenstown area. The need to be clear about what growth should go where stems from the landscape values and the natural resources present in the District and the importance of them to the economic structure of the District. To protect these values, compact high quality liveable urban areas are needed that offer a choice of living and working environments.<sup>5</sup>

### **3.5 Tourism – growth of and transport implications**

The outstanding natural landscape that surrounds the Queenstown area annually attracts significant numbers of national and international visitors. In the 15 years from 2006 – 2021 it is expected that visitor numbers will increase from 2,599,345 to 5,199,334, a 100 percent increase. The average number of visitors to the Queenstown area is expected to grow from 11,100 per day in 2006 to 21,500 by 2026. Consequently, the demands on the transport network are expected to increase substantially as visitor numbers increase.

#### **Flat land availability**

Due to the topographical constraints of the Wakatipu Basin, there are few areas of flat land that are available to accommodate the predicted growth. Such areas as Frankton Flats are likely to come under increased pressure from development to supply the necessary land that is required.

### **3.6 Surrounding Land use:**

Surrounding the Frankton Flats site, there are various land uses. The Queenstown Airport occupies a significant area of land adjacent to the site. The QLDC Growth Management Strategy identifies that the airport development should be co-ordinated with the development of the wider Frankton area to ensure that future conflicts between land use and airport activities are minimised and to avoid reverse sensitivity issues. The Queenstown Event Centre complex borders the Queenstown Airport and the Frankton Flats site. The complex is described as a multi-purpose recreational & entertainment centre, incorporating indoor and outdoor facilities. The Glenda Drive area has developed as an industrial estate, with a number of commercial businesses now located there including some bulk retailing. Further to the northeast of the industrial area, QLDC oxidation ponds are situated next to the Shotover River. Amongst these land uses there are several residential areas.

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<sup>5</sup> Queenstown Lakes District Council (2006) *Growth Management Strategy*

### 3.7 Transportation Networks

The Frankton Flats area has a limited road network, based around State Highways 6 and 6A. As development has occurred in the area, additional road infrastructure has been built. However motorists still utilise the State highway as the main arterial for the movement of traffic in the area. State highways have a strategic function and their purpose is generally to provide for through movement or longer distance trips.

It is considered that there is an urgent need to develop an internal arterial road network for shorter trips. This is a challenge given the location of the airport, which currently separates the northern and southern sides of Frankton Flats.<sup>6</sup>



Figure 3 Transportation Network – State highways 6/6A

### 3.8 Road Network Deficiencies

Considerable analysis has been carried out using transportation modelling through the Wakatipu Transportation Study (see Section 5). A network deficiency analysis was carried out for 2006 and 2026 (do minimum) using an updated transportation model. The following summarises the primary network deficiencies.

The analysis results are generally consistent with the studies that lead to the Council's Future Links transport strategy (2005), indicating future (2026) deficiencies with Level of Service (LoS) E or worse at the following locations:

<sup>6</sup> Queenstown Lakes District Council & Transit New Zealand (2007) *Wakatipu Transportation Study –Frankton Flats Option Report*

- » SH6A links and intersections
- » SH6 links and intersections in vicinity of Frankton Flats
- » Queenstown CBD links and intersections

These results are unsurprising given the intense level of landuse development forecast, especially within the Frankton Flats area where both 'Five Mile' and 'Remarkables Park' are proposing large scale mixed use developments. A consequence of the interaction between these new developments and Queenstown is that 2026 travel demand along the SH6A corridor is likely to be approximately double the 2006 levels. If the current proportion of trips by private vehicles were maintained, the existing SH6A configuration would not be able to meet this demand in the not too distant future.

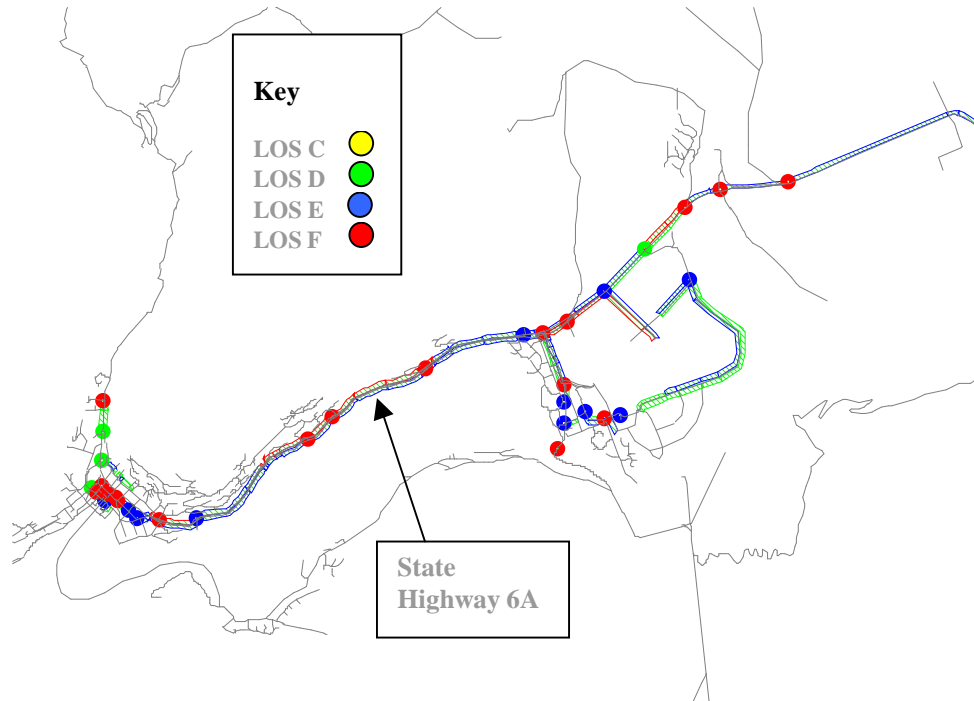
As well as the pressure on SH6A, SH6 adjacent to Frankton Flats needs to accommodate large increases in travel demand, even if the relatively high level of demand within and between 'Five Mile' and 'Remarkables Park' is internalised (via internal link roads). The intersection between SH6 and SH6A needs to accommodate substantial demand on all three major legs, and would be unable to do so in its current form.

Analysis shows that as traffic levels increase on the road segments described above, local access via minor roads with priority intersections becomes increasingly difficult (resulting in a poor level of service). This is especially true of right turns from minor roads, where vehicles must yield to the major road flow in both directions simultaneously. Elsewhere (except for Queenstown), the Wakatipu network appears to operate satisfactorily to 2026 and beyond.

Comparison with the previous deficiency analysis associated with Future Links shows a slight deterioration in traffic conditions between 2001 and 2006, most notably on SH6A and Queenstown CBD (although LoS D is still only rarely exceeded). This however, indicates that traffic conditions are already starting to steadily deteriorate towards the levels (in respect to current capacity) predicted in 2026.



Figure 4 LOS for Do Minimum at year 2026 Summer PM peak period (based on 2 hr flows)



The model indicates that under the do minimum scenario, the performance of the highway will drop significantly over the 20-year period from 2006. Some westbound midblock sections of the highway around Hensman Road and Goldfield Heights provide a LOS (F), while other sections provide a LOS (E).

### 3.9 Existing Passenger Transport

Queenstown's existing passenger transport system is of good quality for a town of its size. The bright yellow Connectabus, which commenced in 1993 as a shuttle bus to replace a number of hotel-operated shuttles, has developed into an effective passenger transport system for both residents and tourists in Queenstown. The Connectabus is fully commercial (i.e. it receives no government subsidy unlike most bus networks in New Zealand). It operates three routes:

- » City (downtown) to Fernhill
- » City (downtown) to the Airport and Remarkables Park
- » City (downtown) to the Airport and Arrowtown

Both the service frequency and operating hours are good, with services generally operating before 7.00 am until after 10.30 pm, seven days per week. Frequencies vary from a service every 20 minutes (to and from the Airport) through to hourly (for services to and from Arrowtown). Passenger transport provision is further discussed in section 5.4.



### **3.10 Walking and Cycling**

There are a number existing walking and cycle trails in the Queenstown area. All of the existing trails are illustrated in Council's Walking and Cycling Strategy.

## 4. Current Regional and Local RMA policy context

Before the site-specific consideration of options for transportation at Frankton Flats it is necessary to consider the Regional and Local Policy Context.

### 4.1 Otago Regional Policy Statement 1998

Within the Resource Management Act 1991, section 74 specifies that regard must be had to any Regional Policy Statement and section 75 (2) of the Act specifies that a District Plan must not be inconsistent with these statements or plans. Therefore, the Otago Regional Policy Statement (RPS) has some relevance to this Plan Change. The relevant Objectives, Policies and Methods of the RPS are detailed below.

#### **Objective 9.4.1**

**To promote the sustainable management of Otago's built environment in order to:**

- (a) Meet the present and reasonably foreseeable needs of Otago's people and communities; and*
- (b) Provide for amenity values, and*
- (c) Conserve and enhance environmental and landscape quality*

#### **Policy 9.5.3**

**To promote and encourage the sustainable management of Otago's transport network through:**

- (a) Promoting the use of fuel efficient modes of transport; and*
- (b) Encouraging a reduction in the use of fuels which produce emissions harmful to the environment; and*
- (c) Promoting a safer transport system; and*
- (d) Promoting the protection of transport infrastructure from the adverse effects of land use activities and natural hazards.*

#### **Policy 9.5.5**

**To maintain and, where practicable, enhance the quality of life for people and communities within Otago's built environment through:**

- (a) Promoting the identification and provision of a level of amenity which is acceptable to the community; and*
- (b) Avoiding, remedying or mitigating the adverse effects on community health and safety resulting from the use, development and protection of Otago's natural and physical resources; and*
- (c) Avoiding, remedying or mitigating the adverse effects of subdivision, landuse and development on landscape values.*

The relevant methods to be used by the Otago Regional Council include the following:

### **Method 9.6.2**

**Develop a Regional Land Transport Strategy to provide a strategic overview for the management of Otago's land transport system identifying:**

- (a) Future transport needs of the region; and*
- (b) The most desirable means of responding to those needs in a safe and cost effective manner; and*
- (c) The effect the transport system is likely to have on the environment; and*
- (d) The appropriate role for each transport mode.*

This Plan Change is important to achieving the objectives of promoting sustainable management of Otago's built environment and transport network. The RPS states that developing a strategic Regional Land Transport Strategy (RLTS) is the method to achieving these objectives. Within the RPS there are no objectives, policies or methods that provide strategic policy direction for Queenstown specifically. The strategic policy directions towards promoting sustainable management through the Otago RLTS are discussed below. However there is limited specific guidance to plan preparation from the RPS other than it defers detailed consideration to the RLTS.

## **4.2 Otago Regional Land Transport Strategy, 2005**

The Otago Regional Land Transport Strategy (RLTS) documents Otago's transportation needs and outlines the direction for development of the transport system until 2014. Within the RLTS, several objectives, policies and methods are related to this Plan Change, with Queenstown's transportation system specifically highlighted in a number of sections.

A section of the RLTS is devoted to the actual and perceived issues that Otago's transportation network has. Specific to the Frankton Flats area and Queenstown area, the following issues involving travel demand management and parking are highlighted. The issues are based on consultation feedback via council LTCCP and planning processes, Otago Forward stakeholder workshops, the business community, and arising out of specially commissioned reports.

### **4.3 Issues for Otago**

#### ***Economic wellbeing issues***

*Traffic congestion effects in Dunedin (morning peak northbound to the CBD) and Queenstown (Frankton Road) will increasingly interfere with efficient operation of these urban areas. The RLTS needs to ensure steps are taken to manage congestion to balance urban form and character requirements with impacts on network efficiency, particularly on Port Otago operations, access to Dunedin and Queenstown Airports, and into the CBD of Queenstown.*

#### ***Environmental wellbeing issues***

*In urban settings some balancing is required between managing for efficient regional transport links, while also enabling urban development potential to be maximised. This includes taking account of urban amenity and form outcomes. This is*

*particularly relevant in Queenstown in relation to which transport modes are emphasised for gaining access to downtown Queenstown, and the character of the area that will result from this choice*

Within the RLTS, key transport trends are also identified and those that are applicable to the Frankton Flats Area and Queenstown include increases in:

- » Commuter volumes on specific routes within Dunedin and Queenstown (particularly the southern end of Dunedin's CBD, and Queenstown's Frankton Road).
- » Cyclist use of a variety of routes throughout Otago (e.g. cycleways and trails within urban Dunedin and Queenstown and tourist cycling between centres).
- » The potential for vehicle/pedestrian conflicts within urban areas due to population changes with increasing proportions of older residents.
- » Level of service demands for public transport, pedestrian friendly footpath and walkway design, as well as increasing mobility assistance support affected by changes in the population profile (including ageing trends) and community aspirations.
- » Ongoing subdivision and land use development pressures along strategic routes (e.g. wineries, traveller accommodation, tourist ventures).

To achieve the core elements of the document, targets to 2014 are provided for Road Efficiency, Safety and the Environment. The targets that apply to this Plan Change include:

- » No congestion outside Queenstown or Dunedin City.
- » No congestion within Queenstown or Dunedin City outside peak periods (7-9 am and 4-6 pm).
- » Contain the amount of congested roads within Queenstown during peak periods to 2 lane kilometres or less (2001 = 1, predicted 2014 = 3)
- » 15 % of all trips to work made by walking. (In 2001, 12% of trips were by foot).
- » 6 % of all trips made by cycle. (In 2001, 3 % of total trips to work were made by cycle.)
- » 4.5% of all trips made by public passenger transport. (In 2001, 3% of all trips to work were by public passenger transport.)

#### **4.2.1 Travel Demand and Land Use**

In achieving the above, the RLTS sets out Travel Demand and Land use-planning approaches to meet the 2014 targets. The strategy outlines the role that managing Travel Demand can contribute towards greater efficiency and safety by *“addressing demand for transport infrastructure investment by reducing trip making or encouraging switching to more efficient modes for freight or passengers. Demand Management is a useful tool for managing urban traffic congestion problems where options to build more road capacity are not practical or will disrupt key qualities of the urban environment.”* Additionally, the strategy identifies the important role that land use planning can have in ensuring a safe and efficient transport system.

The RLTS contains a number of policies to *“promote the ability to service local needs locally (thereby reducing the amount of travel between destinations) and to support more*

*sustainable travel methods such as walking, cycling and public transport. Land use development (including subdivision) should be integrated with transportation planning considerations, to ensure that the existing and future functionality of the roading network is protected from the adverse effects of intensification of land use development.”*

The RLTS particularly mentions the role that passenger transport can influence Queenstown transport needs. *“Buses have the potential to assist in tackling growing pressures on the Frankton Road into Queenstown, and the forecast vehicle pressures and traffic and parking impacts within the shopping core.”*

Key initiatives to address the issues and community aspirations are:

- » *Providing a passenger transport system to meet all needs and grow patronage, particularly within Dunedin and Queenstown.*
- » *Demand management research/investigations to examine potential for Passenger Transport in conjunction with parking management and parking fees regimes.*

Travel demand and Land use planning targets have also been set for 2014, these include:

- » *Increase the peak period travel share of modes other than single occupancy private motor vehicles in Queenstown and Dunedin.*
- » *Appropriate District Plan and other mechanisms in place to assist in limiting transport demand.*
- » *Reduce peak hour motor vehicle travel from 2004 levels by organisations or suburbs*
- » *All district plans include criteria for use in processing urban subdivision consents to ensure opportunities for walking, cycling and public transport are enabled and supported.*

#### **4.2.2 Policies and Methods**

The policies and methods contained within the RLTS to achieve the above targets and to resolve Queenstown's identified transportation network issues with respect to travel demand and parking is set out below.

### **5.2 Environmental wellbeing – sustainability**

#### ***Policy 2.1 Ensure transport decisions promote environmental sustainability***

##### **Methods:**

*2.1.2 Promoting alternatives to roads as a means of reducing traffic growth through improving integration between transport and land-use.*

*2.1.3 Using planning controls and design guides to reduce local environmental amenity impacts (noise exposure, safety perceptions).*

*2.1.4 Reduce energy use by reducing the need for travel through district plan rules enabling local needs to be met locally.*

*2.1.8 Promote use and development of energy efficient road networks and traffic management as part of urban subdivision layouts, and urban redevelopment*

projects. (Responsibility: Territorial authorities, with input from Transit New Zealand and Otago Regional Council)

### **5.3 Social and cultural wellbeing**

#### **Policy 3.1 Ensure transport related decision-making supports improvement in safety and personal security**

**Methods:**

3.1.2 Communicating the benefits that reduced dependence on motor vehicles can make towards improving safety to the community.

#### **Policy 3.2 Ensure transport related decision-making improves access and mobility.**

**Methods:**

3.2.3 Recognising roading space needs of users other than motor vehicles through encouragement of suitably designed and located cycle routes and lanes in suitably level parts of urban areas, and open road tourist routes.

#### **Policy 3.3 Ensure transport related decision-making protects and promotes Public Health**

**Methods:**

3.3.2 Reducing dependence on private vehicles through land use planning that enables local needs to be met locally, providing a high level of network 'connectedness' to promote non-vehicle modes, and using parking availability and price signals to shift behaviour.

We note that the RLTS is a recent document and gives strong policy support to Travel demand management, effective land use planning and to a multi modal approach to transport provision. Although this is not an RMA document it is the most up to date and relevant strategic document for transport in the Otago region.

### **4.3 Queenstown Lakes District Plan**

The 5 Mile land is currently zoned General Rural. The general provisions are clearly not relevant to an area already "earmarked" for comprehensive development. It is however appropriate to consider other broadly related frameworks within the Plan. Specifically it is necessary to outline and discuss the relevant general transport provisions as they currently apply as well as provisions relating to the Remarkables Park Zone and the current Frankton Flats Zone. This latter zone relates to some 8 hectares of land immediately to the west of Grants Road and fronting SH 6.

#### **4.3.1 Chapter 14 Transport**

Chapter 14 contains 3 Issues relating to Transport and 8 Objectives each supported by Policies, Implementation Methods, Explanations and Principal Reasons for Adoption.

The three transport Issues are: -

**i Efficiency**

*The efficient use of the District's roads and other transport infrastructure, and the efficient use of fossil fuels for transport, can be adversely affected by the inappropriate location, nature and design of land use activities, their access, parking and servicing.*

**ii Safety and Accessibility**

*The safety and convenience of pedestrians, horse riders, cyclists and other road users can be adversely affected by the inappropriate location, nature and design of land use activities, their access, parking and servicing.*

**iii Environmental Effects of Transport**

*Motorised transport can adversely affect the amenities of the District, as a result of noise and emissions, loss of visual amenity, privacy and accessibility.*

Objectives relate to: -

1. Efficiency
2. Safety and Accessibility
3. Environmental effects of Transportation
4. Town Centre Accessibility and car Parking
5. Parking and Loading
6. Pedestrian and Cycle Transport
7. Public and Visitor Transport
8. Air Transport

These are conventional Issues and Objectives and on their own are considered to be reasonably sound for the majority of the District. The concern with the Policy framework and the accompanying rule and non-rule based methods of implementation is that they are perhaps too broad to be able to adequately provide the framework for comprehensively and appropriately managing the development of the 5 Mile site.

**4.3.2 Remarkables Park Zone Objectives and Policies related to Transport**

The general transport rules also apply to the development of the Remarkables Park Zone. However relevant and applicable objectives and policies have been developed. These are as follows.

**12.10.3 Objectives and Policies**

**Objective 1:**

*Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

**Policies:**

*2) To provide for an efficient pattern of activities in a manner which is safe and convenient for vehicle and pedestrian traffic*



### **Implementation Methods**

*Objective 1 and associated policies will be implemented through a number of methods including:*

*i. District Plan*

- (a) Inclusion of a specific zone*
- (b) Inclusion of a structure plan incorporating Activity Areas*
- (c) Notification through Land Information Memorandum of the restrictions on properties between the 58 and 60 dBA Ldn noise contours*
- (d) Inclusion of noise control and noise attenuation standards*

### **Objective 5: Transport Networks**

*High levels of accessibility, safety and convenience for all persons traveling to, from, or within the zone by a wide range of transport modes while ensuring acceptable levels of amenity*

#### **Policies:**

- 1. To provide a network of streets and accessways with physical distinctions between each, based on function, convenience, traffic volumes, vehicle speeds, public safety and amenity.*
- 2. To encourage use of the river and lake as an alternative transport network, connecting Queenstown, Frankton, and the Remarkables Park Zone.*
- 3. To provide appropriate and attractive landscaped areas and routes within the Remarkables Park Zone for cycle and pedestrian movement, and an ability to link these with accessways between Frankton and Queenstown.*
- 4. To provide a safe and convenient pathway system for pedestrians, cyclists and in-line skaters for access to and within the zone and for recreational purposes.*
- 5. To promote walking and cycling as ways of carrying out daily activities.*

### **Implementation Methods**

*Objective 5 and associated policies will be implemented through a number of methods including:*

*i. District Plan*

- (a) Provision for a well designed road, pedestrian and cycleway network.*
- (b) Provision for a staging point for water based transport, including public and visitor transport.*
- (c) An integrated high-density development that is linked to the proposed commercial centre by road, footpaths and cycleways.*

### **Explanation and Principal Reasons for Adoption**

*The Frankton Road is currently the only transport link between Queenstown and the Frankton flats. It is already under pressure and this will increase with increased*

*development of Queenstown and throughout the District. The Kawarau River and the lake provide a visually attractive and safe alternative transport link between Queenstown and the Frankton flats in a way that will enhance the areas' visitor appeal. Within the zone, opportunities are provided for an extensive network of walkways and cycleways, both to promote mobility within the area and to important facilities adjoining the site, eg shopping, education.*

We understand that there is considerable history behind the provisions relating to Remarkables Park and not all provisions within the Zone are operative. The transport rules are those that relate to the remainder of the District but we also note that there is little emphasis on parking constraint or upon methods of managing travel demand.

#### **4.3.3 Frankton Flats Zone**

This is a special zone with no overarching set of Objectives and Policies. The Purpose of the Zone is outlined in 12.18.1 of the District Plan.

*The purpose of the zone is to enable development of a new shopping centre incorporating opportunity for retailing, office, educational, visitor and residential accommodation and leisure activities, in a high amenity urban environment while maintaining and enhancing the natural values of the environment particularly as viewed from State Highway 6 as it enters the Frankton and Queenstown urban environment.*

*The development of the zone will be promoted in such a way as to encourage the design of the built form to have due regard to the surrounding outstanding natural landscape and views of it.*

*The zone seeks to achieve maximum flexibility within the limitations of those constraints necessary in setting the appropriate environmental standards.*

We note that this zone was subject to Environment Court proceedings that formed the exact nature of the rules. Notably there are no specific provisions relating to transport other than those contained in Chapter 14 of the Plan.

## 5. Other studies

### 5.1 Future Link - Transport and Parking Strategy 2005

In recognition of the individual issues and problems that are facing the District QLDC prepared “*Future Link*” as its’ blueprint for transportation into the future. The Future Link Strategy was formally adopted by the QLDC in April 2005. The introduction to the Strategy states: -

*The QLDC has undertaken a district wide parking and transportation study in order to provide solutions for the recognised parking and roading problems experienced in the district.*

*In October 2003 Montgomery Watson Harza New Zealand, in association with Gabites Porter, was engaged to undertake this study. The consultants have developed a computer-based model and undertaken a wide range of research and investigation. This document is an executive summary of that work.*

*This study, and the strategy it produces, is growth focused and has a 2021 horizon to fit with Council’s other strategic planning studies. The outcomes of the study will drive changes in the roading and parking network, and will enable Council and its roading partners to plan for and implement a significant expenditure programme.*

*The strategy anticipates the inevitable rate of growth and will require frequent reviews. It has been developed using the best available data. However, it is a living document and will need regular updates as more information on growth and its consequences becomes available. The strategy will therefore track Council’s progress in meeting the parking and roading outcomes identified in the document, which provides the direction Council intends to follow.*

*Updates will review the strategy, comment on measures, which have been implemented, rate the usefulness of these changes and continue to propose an integrated way forward.*

### 5.2 Wakatipu Transport Study

The Future Link strategy outlines further work including the Wakatipu Study currently well progressed. This study is the first of three studies originally outlined in FutureLink. The other two studies, which are being undertaken in parallel with the Wakatipu Transportation Study, are the Wanaka Parking and Transportation Study and the Queenstown CBD Study (Melbourne, Henry, Man and Thompson Street bypass).

The Study objectives are based around the fact that development of a fully integrated land transport system requires an understanding of the effect growth strategies and consequential development will have on different modes of transport. It is likely that unconstrained demand will not be possible and a well co-ordinated, fully integrated strategy will need to be developed which will incorporate a multi-modal approach based upon strong public transport support.

The aims for this study are to:

- » *Identify the potential future travel demands and issues facing the land transport system;*
- » *Recommend travel demand management, passenger transport and parking options and alternatives to address the issues;*
- » *Identify a suitable road hierarchy for Frankton Flats including a strategic link road, internal road network and connectivity with the neighbouring state highway. Also identify and review the need for a duplicate road to Peninsula Road in Kelvin Heights to accommodate demand from additional residential development. Frankton Flats modelling will also have to take account of additional bridge crossings of the Kawarau River and a possible long term state highway link between Boyd Road and the Shotover Bridge;*
- » *Consider a suitable multi-modal strategy for SH6A to restrain vehicular traffic and to maintain an acceptable level of service. Examine the need for an alternative route to complement SH6A;*
- » *Recommend transportation and land use measures to proactively optimise the performance of the transportation system; and,*
- » *Identify and recommend measures for the control and mitigation of the effects of land-use development and traffic growth where necessary.*

### **5.2.1 Objective**

The specific objective of the Wakatipu Transport Study is to identify and recommend a range of transportation measures and initiatives that will provide:

*... A fully integrated transportation system with destination enhancing passenger transport meeting the demands of travel growth. All elements of the transportation system need to be in keeping with the scenic character of Queenstown that makes it the premier, attractive international tourist destination in New Zealand.*

The following sections form the basis of the Wakatipu Transportation Study.

### **5.2.2 Transportation Modelling**

A district wide transportation-modelling tool has been developed to investigate various strategies and project packages associated with the Wakatipu Transportation Study. The tool (model) utilises the existing QLDC TRACKS model, updated to a 2006 base year and includes additional functionality including the ability to model passenger transport, parking and Travel Demand Management measures in order to meet the objective of the study.

The model is land use based and reflects the best estimate of future envisaged land development and use and provides detailed travel demand information to enable a future integrated transportation system to be planned and implemented.

### **5.2.3 Travel Demand Management**

Travel Demand Management (TDM) incorporates public transport and parking management measures alongside a mix of further TDM measures. Holistic packages of 'hard' and 'soft' TDM measures have been developed.

The draft Travel Demand Management Strategy<sup>7</sup> outlines "soft" measures, such as car sharing, car clubs, personalised travel planning, marketing and education which will encourage drivers to walk, cycle and use public transport for trips where they would have previously driven. Harder measures such as parking policy are contained in a separate report.

### **5.2.4 Public Transport Strategy**

As outlined in Future Links a public transport study has been undertaken and proposes an enhanced passenger transport system that will facilitate future travel between the district's main centres of demand. A high quality, highly visible and frequent passenger transport system is perceived to form the backbone of any integrated transport solution. This requires an understanding the different travel needs of stakeholder and potential user groups and indeed changing current travel behaviour is likely to pose a significant challenge. In particular the passenger transport system needs to cater for and prove attractive to the large number of both domestic and international tourists. The design of the public transport system, in terms of its coverage and location of interchange facilities and bus stops has been assessed and ultimately determined.

The Public Transport Strategy<sup>8</sup> proposes an extensive public transport network connecting Queenstown, Frankton and Remarkables Park by high frequency bus services. It proposes that Queenstown and Kelvin Heights are connected by a ferry service. The proposed public transport routes are shown in the figure below: -

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<sup>7</sup> Steer Davies Gleave, 2006-7

<sup>8</sup> Parsons Brinckerhoff, 2006-7

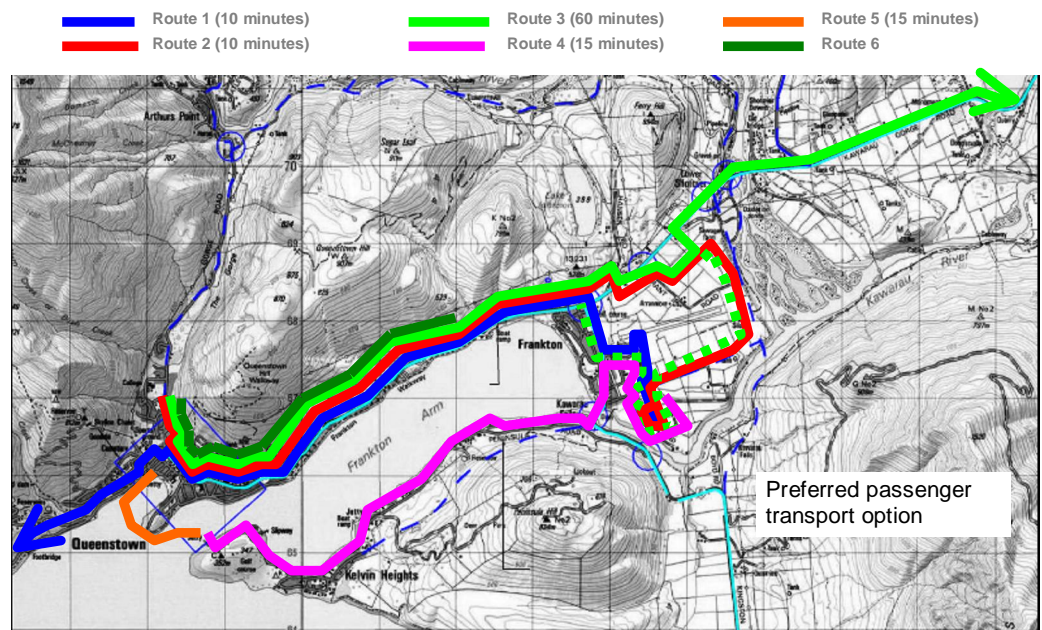


Figure 5 Passenger Transport

### 5.2.5 Parking Strategy

The parking strategy has three key elements. The first is to put in place information to tell people where parking is available and make parking controls clear. The second is better management of short stay parking.

The third element is management of long stay or commuter parking alongside the introduction and acceptance of a high quality passenger transport system.

In order to achieve the objectives for the parking strategy and meet the overall vision for the transport strategy the following ‘active management’ measures are recommended. It is estimated these measures could translate to approximately a 20% transfer of car trips to passenger transport by 2026.

### 5.2.6 SH6A Corridor Study

The SH6A corridor study involves the promotion of SH6A as a passenger transport corridor whilst maintaining an appropriate level of service to ensure functionality of the state highway. A study is being prepared to identify the various forms of public transport that could possibly work along the SH6A corridor. Alternatives forms of transport infrastructure are to be modelled and evaluated, including bus, high occupancy lanes and the use of any specific restricted access lanes for possible use by taxis, coaches and freight vehicles. Intersections along SH6A will also be investigated as well as tolling and congestion pricing.

### 5.2.7 Frankton Flats

Growth in traffic and development at Frankton Flats has brought about the need to develop a suitable road hierarchy within Frankton Flats to reflect the likely future land use and to acknowledge the strategic decision to locate key activity centres such as the Events Centre, the Airport, the future Aquatic Centre and educational establishments within this area. In

addition, there is considerable activity in the private sector to provide major mixed-use developments principal amongst which include Remarkables Park and Five Mile. There are a number of specific issues, which need to be addressed, including: Boyd Rd to Shotover Bridge, SH6/6A intersection, Kawarau River Crossing and a Frankton Flats link road and suitable road hierarchy.

### **5.2.8 Kelvin Heights Duplication**

The construction of a new route to serve future residential development above Peninsula Road needs to be considered. Problems surrounding the timing and exact location of planned development, multi-modal use, landscape amenity values and the topography of the area all need careful consideration.

### **5.2.9 Eastern Route**

An additional “eastern” route to SH6A is being investigated, as a possible ‘freely available’ alternative route to any congestion pricing or tolling on SH6A. In addition, the alternative route could provide additional capacity for vehicles accessing Queenstown from the east and provide an alternative gateway to the Queenstown CBD via Gorge Road, which may help promote park and ride. An alternative route could provide for detours in cases of temporary or longer term closures of SH6A and also facilitate road works being undertaken on SH6A.

### **5.2.10 Landuse Transport Integration**

The study must recognise the interaction between landuse and transport planning. QLDC has set a planning framework of intensified landuse to avoid sprawl that will spoil the landscape that is the very reason for Queenstown’s tourist success. Key land uses are already concentrated within Queenstown CBD and Frankton Flats, linked by a narrow corridor between Lake Wakatipu and Queenstown Hill. The objective from a growth management perspective is to design a corridor that supports intensified landuse by encouraging walking, cycling and the use of a rapid transit service whilst maintaining an acceptable level of vehicle access.

## **5.3 Implications**

The implications of the Future Link Strategy and the Wakatipu Transportation study for the Five Mile development are:

- » Congestion is a serious and growing problem on the approaches into Queenstown.
- » Queenstown itself is physically constrained by topography, so population growth needs to be accommodated at Frankton/ Remarkables Park, which are remote from Queenstown.
- » The relative positions of Frankton and Queenstown create a “dumbbell” urban form that places significant transport demands on SH6A, which does not have sufficient capacity to meet the growing traffic demands predicted over the next 20 years.



- » QLDC, ORC and TNZ recognise the role of a comprehensive transportation strategy to mitigate traffic growth on the State Highway 6 and 6A corridors. The Future Link strategy seeks a high quality, frequent public transport link between Frankton and Queenstown, supported by passenger transport priority and measures to restrain car use.
- » Consequently, it is crucial that the objectives of the transportation strategy are supported by development policies at Frankton. This report sets out what provisions must be made in the District Plan to accommodate the transportation strategy.



## 6. Five Mile Zone Proposal

The background to planning proposals for the Five Mile land is outlined in the primary s32 document. It is very important, however, to recognise that the developers of much of the Five Mile land have development proposals and have prepared a set of Objectives, Policies and Methods that could apply to the development of the land. This is known as the s293 Proposal. We believe that many of the components are sound in relation to transport outcomes and that Five Mile and its advisers have a sound understanding of the nature of the issues.

### 6.1 S293 Proposal

In relation to Transport the s293 proposal has two specific objectives and 5 policies.

The Objectives are

***High levels of connectivity for all transport modes within the development and to the wider movement network and activities.***

***Public utilities designed and located to be efficient, unobtrusive and integrate with adjoining utilities, activities and developments.***

The Policies Are: -

1. *To provide a movement network which is highly permeable and provides a choice of routes and transport modes.*
2. *To ensure the layout of the zone and urban blocks that make up the zone are attractive, landscaped and facilitate walking and cycling.*
3. *To promote and develop opportunities for better public transport within the development and between the development and Queenstown Town Centre.*
4. *To provide a safe, convenient network of transport routes.*
5. *To accommodate efficient and economic public utility services which are unobtrusive, and integrate with adjoining sites and development.*

Implementation Methods are through a number of methods including District Plan controls.

It should be noted that it is anticipated that there would be a structure plan approach to each of the Activity Areas within the zone and that each would have a concept approved with detail to be considered in each case by resource consent either as a controlled or discretionary activity.

Transport rules defer to the general Part 14 Rules for the District with one key specific rule relating to parking space requirements. This is calculated on the basis of the Table below. Actual parking is calculated by adding the total number of spaces required by each separate function and dividing the total by the appropriate factor from the Sharing Factor matrix.

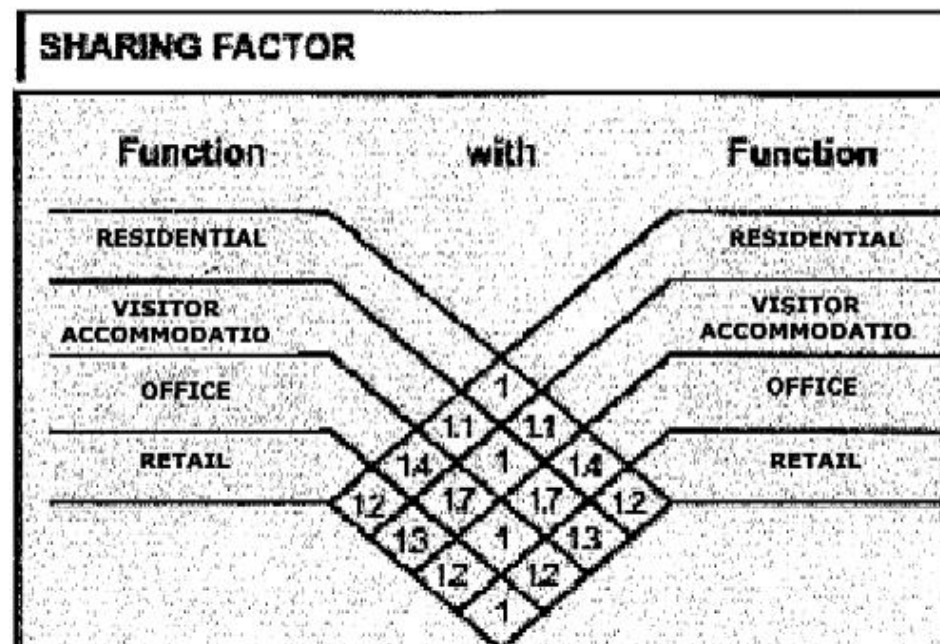


Figure 6 5 Mile parking matrix

### 6.1.1 The Movement Network

The proposal also outlines a “Movement Network” presumably to guide detailed design of each of the individual activity areas within the land. It is unclear as to what status the Movement Network has and whether it forms part of the District Plan.

The Transport Network Aims are to: -

- » Provide connectivity and integration of the development area with the surrounding environments;
- » Provide a network that encourages the use of sustainable transport modes, e.g. public transport, cycling and walking.
- » Provide for motorised traffic and cycle and pedestrian movement to, from and through the development site. This is achieved through the formation of clearly identified and well-connected network links, and through the provision of a hierarchy of streets that cater for as many of these modes as possible.

Five key principles of efficiency, safety, walkability, legibility and road network are then defined.

The Movement Network section also includes several figures relating to how various aspects will be developed including: -

- » The road network
- » The HGV network
- » Public Transport and location of park and ride
- » Pedestrian and Cycle Routes

## 7. Parking

As part of the Wakatipu Transportation Study a separate analysis of parking supply and demand was carried out. The parking stock in Queenstown is currently highly utilised and a cause of high levels of parking search congestion in the town centre. In keeping with the outcomes of the Future Link Strategy, QLDC remain keen to minimise commuter trip making by car into central Queenstown and this has direct implications for Frankton Flats.

### 7.1 New Zealand comparisons

A review of New Zealand's larger metropolitan city and district plans revealed two local authorities that have implemented maximum carparking rules. Both Auckland and Wellington District plans include parking rules that specify the maximum level of parking permitted in the CBD. We are also aware that North Shore City Council has recently introduced maximum standards for the Albany area but we have not considered these here.

### 7.2 Maximum v Minimum carparking

The importance of the objectives of the Future Links Strategy are such that QLDC wishes them to be applied to any traffic generating development within the Wakatipu Basin. Critical to this is a consideration of parking standards, as parking standards drive decisions taken on vehicle use and consequently travel behaviour. This section has been reviewed by **Flow Transportation Specialists Ltd (Flow)**, who have provided additional examples and provided comment on the approach.

QLDC is concerned that development at Five Mile has the potential to partially undermine the benefits of the district's objectives unless measures to manage travel demand are designed into the Five Mile development. We are pleased to see the constructive approach to travel demand management, which the developers have proposed in their own documentation<sup>9</sup>. We agree with the developer's assertion that managing transport demand to Five Mile represents a potential win-win as it reduces land take and construction costs associated with providing extensive parking, improves the amenity of the development and mitigates against traffic generation.

In New Zealand, district plans generally focus on provision of a minimum number of parking spaces for new development, primarily to prevent the spread of parking activity. In the context of the consideration of alternative standards for parking, a standard that sets out a maximum number of spaces per developed area/ residential unit needs to be considered. This must look at Queenstown specific issues such as need to look at visitor versus commuter parking. We would also suggest no maximums for short stay parking, but a general reduction of the minimums and these can be related back to the traffic generation effects of the development.

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<sup>9</sup> Five Mile Zone, Proposal in terms of section 293 of the Resource Management Act 1991

The use of maximum parking standards is widespread in locations where it is expedient to control traffic generation to mitigate general network congestion. As stated in New Zealand examples where maximum parking standards are specified can only be found in the CBD's of Auckland and Wellington. In these cases the focus of the constraint is on long stay (4-hours+) parking.

In terms of the strategic framework the most advanced New Zealand region to consider parking as a method of travel demand management is Auckland.

**The 2005 Auckland Regional Land Transport Strategy (ARLTS)** includes the following references to parking, as an element of travel demand management:

*“While additional transport services and infrastructure will be required, the region will also increasingly need measures that reduce the demand for travel, particularly by private vehicles. To this end, the strategy includes policies to...ensure that the planning and management of parking resources supports the region’s land use and transport outcomes” (page 68).*

*Policy 3.4 is to “Ensure that the planning and management of parking resources in the region supports the region’s land use and transport outcomes” (page 86).*

*Paragraph 3.4.3 is to “Support the region’s travel demand management outcomes through appropriate parking policies and measures. This will include developing parking management measures, including parking restraint, to complement travel demand management initiatives and improvements to the passenger transport network” (page 86).*

**The Auckland Regional Transport Authority’s (ARTA) Integrated Transport Assessment (ITA) Guidelines (October 2006)** include the following references to parking:

*“5. Improvements to Influence Travel: Car access and parking:*

*Demand management measures to include a better use of car parking spaces  
Incentives to use other modes and optimise car parking space” (page 18)*

*“6. Appraisal of Impacts: Parking Impact Analysis:*

*On site parking provision conforms to demand management principles and policies. Avoidance of excessive parking, which will not be used or used inefficiently.*

*Car parking provision should be compatible with:*

- » *Regional, local and town centre parking strategies;*
- » *District plan requirements*
- » *The level of passenger transport available; and/or*
- » *The opportunity to integrate parking”(Page 20)*

### **7.3 Residents' parking**

There is extensive parking available on residential streets throughout non-CBD Queenstown. Within the last year QLDC has sought to increase the parking standard within the Queenstown High Density Zone from a minimum off street provision of one vehicle space per property to two vehicle spaces. After a Section 32 analysis relating to Plan Change 8 it was deemed that the minimum space requirement of 2 vehicle spaces per property was unnecessarily high and instead a requirement of 1.25 spaces per dwelling is applied throughout the high-density zone in Queenstown. Outside the high density zone a minimum provision of 2 car spaces per unit is applied. This is the case for the Remarkables Park residential component.

### **7.4 Parking Objectives**

Based upon the significant amount of work in Future Links and the Wakatipu Transportation Study we have developed a set of objectives for parking. These are that parking should:

- » Support the development of an integrated transport system, with increasing use of public transport to access central Queenstown;
- » Minimise congestion caused by parking search;
- » Manage car based travel demand into Queenstown:
  - Encourage car commuters to use public transport
  - Encourage visitors to use park and ride
- » Minimise tourist and commuter parking on residential streets;
- » Ensure Queenstown's parking stock is provided in a way which is sympathetic to the environment around Queenstown; and
- » Ensure sufficient space is available for coaches and camper vans as well as for boats and second cars.

The parking strategy has at the time of writing this report not adopted by Council.

### **7.5 District Plan Examples of Parking Restraint**

We have carried out a District Plan search from Metropolitan Councils in New Zealand. Through this analysis we conclude though that throughout New Zealand only three metropolitan local authorities have included maximum parking levels in their District Plans. Auckland City Council has classified their Central Area roads into a hierarchy, with roads rated according to an acceptable level of traffic movement likely to be generated by car parking spaces, and with total parking availability linked back to the capacity of the road network that feeds the Central Area. From the hierarchy, sets of maximum parking levels based on gross floor area have been developed. The Wellington City Council has established maximum parking levels in the Central Area, through a Permitted Activity condition of a ratio between parking and the gross floor area of buildings. As stated we are also aware that North Shore City Council have recently introduced parking constraint in Albany.

In these three instances the area where parking constraint is applied is well served by passenger transport. In comparison the Frankton Flats area is presently not well served by passenger transport.

The other local authorities reviewed have not established maximum levels of parking for their central areas. Within their district/city plans minimum levels of parking have been established and are predominantly based on ratios between parking and the gross floor area of buildings.

## 7.6 Carparking Standards

In considering the adequacy of the parking standard proposed, Flow compared the standards for the main uses at Five Mile, with those operative in Auckland City (Isthmus area, not the Central area) and North Shore City Council.

Table 2 Parking Comparisons

	Five Mile	North Shore	Auckland City Isthmus
<b>Residential</b>	1.25 spaces per unit	1 per unit under 50m <sup>2</sup> ; 2 per unit over 50m <sup>2</sup> + 0.5 visitor spaces	2 per unit
<b>Visitor Accommodation: motel</b>	1 per bed, up to 2 per unit	1 per unit plus 1 per 2 employees	1 per unit
<b>Visitor Accommodation: hotel</b>	1 per 5 beds	As above (with restaurant etc facilities judged separately)	1 per bedroom
<b>Industry</b>	1: 25m <sup>2</sup>	1:40m <sup>2</sup>	1: 50m <sup>2</sup>
<b>Retail</b>	1: 50m <sup>2</sup> (*)	1:20 in general, 1: 25m <sup>2</sup> in Devonport, 1:35m <sup>2</sup> in Takapuna, with separate standards for shopping centres	1: 17m <sup>2</sup> (plus extra spaces for ancillary space eg. office and storage)
<b>Office</b>	1: 50m <sup>2</sup> (*)	1:35m <sup>2</sup>	1: 40m <sup>2</sup>
<b>Education</b>	1 per 10 students over 15, plus 1:2 staff	Primary: 1 per class + 1 per employee Secondary: 1 per 10 pupils over 16 plus 1 per employee Tertiary: TBA	Primary, intermediate and secondary: 2 per class. Tertiary: 1 per 3 persons

(\*) For large format retail and commercial uses above 500m<sup>2</sup> a standard of 1:25m<sup>2</sup> applies

The above indicates that:

- » The residential standard proposed by the Five Mile s293 application is quite low (ie consistent with parking restraint);
- » There may be scope to reduce the standard for motels, maybe also to 1.25 spaces per unit as a minimum;
- » The industrial standard may also be high;

- » The office standard is fairly restricted, relative to the examples above, but the proposed standard for the Wynyard Quarter Plan Change is as low as 1: 150m<sup>2</sup>.

We also propose that reductions in standards are allowed due to shared use through the discretionary assessment process.

## 7.7 Comparisons

A comparison was made of parking requirements using the 5 Mile parking proposal, the current District Plan and the Proposed District Plan. A summary of these requirements for the proposed Five Mile development is shown in the table below.

**Table 3 Summary of Parking Requirements**

	Component of the Proposed Development		Total
	Component A	Component B	
	Show Room, Department Store, Food and Bev, Live work, Living Space, So Hotel, Hotel other, Office	Speciality Retail, Elderly Housing, Warehouse, Conference, Education	
Floor Areas	511,847	130,558	642,405
Current District Plan	11,113	3,251	14,364
Smart Code (no sharing)	9,905	Not specified. Provision to be assessed on a case-by-case basis.	13,156*
Smart Code (sharing)	8,577	Not specified. Provision to be assessed on a case-by-case basis.	11,828*
Proposed District Plan	11,055	2,013	13,068

\* Assuming Component B would provide the same amount of parking as that required by the Current District Plan (3,251 spaces)

Assumptions: Under the Smart Code Five Mile would be zoned T5, Hotel rooms are assumed to be 20m<sup>2</sup>,

In the table it can be seen that the proposed development has been split into two separate components. This is due to the Smart Code (the philosophy used for designing Five Mile) not specifying parking requirements for some types of land use (which for this report has been named "Component B").

The table shows the current District Plan would require the proposed development to provide 14,300 car parks. It is possible that some parts of the development may provide

less car parking than that required by the District Plan if they were able to share parking with another part of the development. Consequently the actual number of car parks provided could ultimately be less than that that estimated above.

The proposed development has a number of “Living Space” residential units. These would be small units. It is noted that the District Plan currently requires residential flats to provide a car park, however this level of provision could be considered to be inappropriate. If the District Plan did not require small units to provide parking then 2800 fewer car parks would be required.

Using the Smart Code to assess parking requirements, then for the components of the development that the Smart Code specifies a particular amount of parking to be provided, then around 13,100 would be required. This is marginally fewer than the current District Plan. This estimate assumes Component B would need to provide the same number of car parks as is currently required by the District Plan.

The Smart Code provides “Sharing Factors” that allows a reduction in parking provision where two types of development have parking demands occurring at different times. The reductions allowed are shown in the Figure 6 on page 30.

Using these factors and to maximise the reduction in parking throughout the development, Table 1 shows the parking required would be reduced by around 1300 spaces to be 11,800.

The Proposed District Plan specified minimum parking provisions as opposed to the minimums specified by the current District Plan and the Smart Code. Under the Proposed District Plan the minimum parking provision would be around 13,000 spaces.

While the current District Plan and the Smart Code are essentially quite similar in their approach to parking provision, specifying a lower minimum provision could impact on the amount of parking that was provided. The cost of providing parking in this development is likely to be high and so it is suspected that most developments would not want to provide parking in excess of the current District Plan requirements. Specifying a lower minimum would then give developers the ability to reduce provision while still satisfying council concerns regarding the spill over of parking demands to the street. It is likely that little parking would be provided for the Living Space residential units, however it is possible that a market could develop where Living Space residential units rented their space to other land uses.



## 8. Influencing travel behaviour change through non-infrastructure measures

### 8.1 Introduction

The provision of infrastructure measures and other services to promote use of alternative modes of transport to the car are not by themselves sufficient to maximise the use of these modes. As has been discussed at length in the supporting work undertaken for the Wakatipu Travel Demand Management Study<sup>10</sup> the potential role of non-infrastructure or 'soft' measures as they are sometimes called is considerable.

Research in the area of behaviour change confirms that, unsurprisingly it is very difficult to alter an individual's habitual behaviour. The research also indicates that to stand the greatest chance of success any interventions are most effectively targeted at those individual's going through a life changing event (referred to as a 'change moment'). The creation of a new development such as that proposed and the fact that individuals will be moving into a new area or making use of new facilities is one such 'change moment' and as such every effort should be made to maximise the potential.

The following is therefore a proposed set of non-statutory methods designed for Queenstown individual circumstances. These would be listed as other methods of achieving the relevant objectives of the zone and could potentially be modified and applied elsewhere in the district. This is consistent with the treatment of travel plans in the Auckland Region, and ARTA is heavily in favour of voluntary rather than compulsory travel plans (for example: page 11 of the ARTA Sustainable Transport Plan refers to there being no need to compel schools to participate in Travel Plans, while page 41 refers to Workplace Travel Plans being voluntary, "aimed at businesses where transport and parking issues are impacting productivity and profitability").

#### 8.1.1 Travel Behaviour Change Measures

The range of alternative 'travel behaviour change' interventions available to practitioners and likely to be applicable in the area is described in more detail within the supporting documentation for the Wakatipu Transportation Strategy as described in paragraph 3.2.

This section of this report describes the non-infrastructure travel behaviour change measures insofar as they might be applied within the individual elements (eg. residential, employment, retail areas etc) of the proposed development.

#### 8.1.2 Area wide measures

It has been recommended as important that there is an identified **Travel Demand Management Co-ordinator** (or someone with that responsibility) for Frankton – ultimately it is suggested as a full time post within Queenstown Lakes District Council. This post would be the budget holder responsible for the ongoing development and implementation of the

<sup>10</sup> Wakatipu Transportation Strategy Technical Note "The role of a travel behaviour change programme", February 2007, Steer Davies Gleave; and the "Wakatipu Travel Demand Management Strategy", February 2007, Steer Davies Gleave

TDM measures for the area. The council should ensure that someone with this responsibility is identified early in the process (and well before any occupation) so they can undertake the preparatory work to ensure the measures referred to below are in place at the appropriate time. After a certain period (suggested as a minimum of five years) this post (and a working budget) should be funded via the collection of a 'management or maintenance fee' from those occupying the development. Consistent with this approach, the QLDC has provided for the engagement of a TDM project manager in its draft 2007/08 annual plan.

### **Travel Demand Management Plans**

A detailed but non-statutory *Travel Demand Management Plan* should be prepared for the area and agreed with key stakeholders covering a period of at least five years post occupation. This should include the identification of a vision, objectives and targets as well as a detailed action plan of measures with respect management of parking, implementation of a travel behaviour change programme, passenger transport provision etc. Provisions should be made within the plan to ensure there is adequate monitoring of the performance of the plan which it is suggested should start with a thorough travel survey of all users of the development within six months of occupation and that this survey be repeated annually. This monitoring should also extend to collecting data on traffic flows, passenger transport usage and 'mode share' for all key journey purposes. This will enable the plan to be reviewed (starting in year 3 and repeated every 3 years) and any remedial action undertaken as necessary.

Consideration could be given to linking the attainment of the targets during (at least) the first five years to the developer's ongoing commitment to the plan and any financial contributions that they might be making to delivery of the measures contained therein. It is also worthwhile considering references to the development of a Travel/Transport Management Association (TMA). These were the subject of the recent conference in Auckland, and they are being considered for the North Harbour Industrial Estate (Albany) and the Wynyard Quarter (also known as the "Tank Farm" and "Western Reclamation"), on Auckland City's waterfront. The concept of TMA's is also set out in the ARTA Sustainable Travel Plan, referred to above.

The concerns expressed regarding compulsory travel plans include:

- » A compulsory travel plan may be seen as an administrative hurdle to get through rather than an opportunity to improve accessibility by modes other than the private car. It is argued that such a plan is doomed to failure if it is a chore rather than considered to be a desirable pursuit;
- » In any case, a travel plan on its own will not necessarily have the desired outcome. A travel plan could (for some uses) legitimately state that "all employees and visitors will travel by private car". In other words, the targets to be sought from the travel plan need to be specified at the outset. We refer to how this can be monitored and enforced, below.

The ARTA Sustainable Transport Plan also notes that:

"While each Travel Plan is unique, the founding principles are common to all:

- » A commitment to reducing car use overall (although the reasons for doing this may vary widely);
- » Actions to help shift travel choices (usually a combination of engineering, education, enforcement and encouragement);
- » A system for monitoring the results of the plan and for continuous improvement” (page 11).

The Wynyard Quarter draft proposed plan change (Auckland City), as currently drafted, seeks the establishment of a TMA at an areas wide level and travel plans at a local level as requirements of the plan change, in order to ensure that modes other the private car are provided for. A fairly severe level of parking restraint is proposed, but this is seen as a “blunt stick” which will force people to use cars less, but the TMA is seen as a positive measure to improve accessibility by other modes, to address areas of trip making which are not addressed by parking restraint (eg drop off trips, parking in adjacent areas, excessive use of taxis, etc). Whether the TMA and travel plans end up remaining compulsory rather than voluntary will be determined by negotiations, which are to take place in the coming weeks and months.

A key factor in considering the issue of compulsory Travel Plans, as a condition of consent, or a condition of Plan Change, is whether the condition is measurable and enforceable.

- » **Can Travel Plans be monitored (ie are they measurable)?** The success of Travel Plans can in theory be measured by an agreed monitoring programme. This programme could count the number of vehicles entering a particular car park, or surveys could establish the mode splits of trips. This can be undertaken over a defined area, but once ownership or tenancies become fragmented, it will be very difficult to prove the total trips associated with a specific development. This could be due to the possibility of people parking off site (if any shared parking is to be permitted) or due to people being dropped off without entering a particular site.
- » **Can Travel Plans be enforced?** A key issue in considering whether Travel Plans should be voluntary or compulsory is to consider how to enforce them if they are a requirement. In the extreme example, it is probably accepted that one cannot “close down” a development for non-compliance with a Travel Plan. In the United Kingdom, some local authorities have imposed conditions indicating financial penalties, or even the ability to take away parking spaces for developments that have not reached their targets. However, actual examples of enforcing such a condition are few at this stage.

### **Travel behaviour change programme**

A key component of the TDM Plan should be an overarching **travel behaviour change programme document** which identifies in very broad terms what ‘soft policy’ measures are to be pursued across the area and within each of the constituent land uses (notably employment, residential, educational and retail). This will set a broad overall direction for activity and will be the umbrella document for more detailed ‘framework travel plans’ which it is recommended are produced for each of the constituent land uses (and are discussed below in the relevant sub sections of this Chapter).

An effective and coherent approach to **marketing the transportation strategy** and provision of high quality **transport network information** for the development would also be required.

### **8.1.3 Specific measures for residential areas**

A **residential travel plan** should be prepared detailing the specific 'soft' measures that would be introduced setting a vision and objectives for the residential components of the development, when the measures would be introduced and how their impact would be monitored. A programme of **personalised travel planning** should also be pursued.

### **8.1.4 Measures for employment areas**

A '**framework workplace travel plan**' should be prepared for the employment areas within the development and should become the umbrella document for **individual workplace travel plans** to be prepared for each employer locating on the site.

Both the framework document and the individual workplace travel plans should include a vision, objectives, targets and action plan of measures that are aimed at:

- » enabling the use of alternatives to the car for journeys to and from work;
- » enabling the use of alternatives to the car for business related journeys;
- » creating an environment where staff and visitors are able to make informed decisions regarding the way in which they work from a perspective of travel and transport.
- » The framework workplace travel plan for the area should also include a way forward in relation to creating an environment where the constituent employers on the site work together in providing travel solutions collectively for their staff. This could include, for example, instigating and maintaining an Area Wide Business Travel Network on which all employers would be represented and could extend to the creation of a Transport Management Association.

### **8.1.5 Measures for retail areas**

There are a range of initiatives that can be introduced to reduce the reliance on the private car for shopping journeys with the larger retailers. Those measures that should be considered include:

- » Internet shopping facility;
- » Highly responsive home delivery service (either per retailer or as a 'collective');
- » Provision of on site facilities to encourage access by non car modes such as cycle parking and good quality pedestrian links;
- » Providing an 'escort' service to carry, for example, convenience shopping to the nearest bus stop;
- » In store information on how to access the site by all transport modes;
- » Discounts on shopping to those who use/arrive via a means other than the private car and reimbursement of bus fare when purchasing goods.

Furthermore, in situations where retailers occupy neighbouring units, areas of land, a mechanism should be established to ensure that the management of that facility includes a collective responsibility for, and means of financing, the on-going delivery of joint initiatives to encourage access by all modes of transport.

### **8.1.6 Measures for school(s)**

While the plan change area does not include provision for a school, an 'outline' of school **travel plan** should be prepared setting broad principles of how the closest schools will encourage and enable staff, parents and students to travel to school by means other than the car and mechanism established to ensure that the school has the capacity to 'own' and deliver the travel plan going forward.

Once established the schools should then be charged with the responsibility of preparing a detailed travel plan to include a vision, objectives, targets and action plan. In addition to infrastructure measures (such as cycle parking, cycle lanes, good quality pedestrian links etc) the sort of non-infrastructure measures that might be contained in the action plan are:

- » Ensuring the school curriculum is used as a means of educating children about the negative impacts of continued traffic growth;
- » Providing escorts to encourage children to walk/cycle to school;
- » Providing free cycles and associated safety equipment to encourage this mode;
- » Providing dedicated and free public transport for school journeys;
- » An approach to monitoring the impact of the measures pursued.

It should be the objective to establish an environment in which the whole school community recognises the negative impacts of car use and has access to a range of solutions which enable the school journey to be made by a means other than the private car.

## **8.2 Implementation and monitoring**

The Travel Demand Management Plan, which it is advocated is prepared for the area, should clearly state who would be responsible for the development and implementation of the initiatives contained therein, how the various elements will be funded and how the measures will be implemented over a period of time and how progress will be monitored. There is an expectation that the developer will take a primary role in the early stages and will ensure that the responsibilities are then passed on to any incumbent in due course. The mechanism for ensuring that this transfer of responsibilities takes place would need to be clearly stated.

## **8.3 TDM Measures**

The following tables have been produced to show that Travel Demand Management methods have been successful overseas and in New Zealand to reduce the number of trips by private vehicles. It is also worthwhile noting the contents of the ARTA "Sustainable Travel Plan 2006-16" (February 2007) both in terms of some successes in TDM in New Zealand, and expected outcomes.



It is expected that these initiatives can be incorporated into the 5 Mile development as non-statutory methods of achieving relevant objectives. The following shows a description of measures and the potential impact of each.

Description of measure	Potential impact	Source of evidence	Comments
Travel awareness, marketing and information strategy			
<i>Travel awareness campaign</i>	Up to 12% reduction in car use	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	Can reach 20-40% of residents
<i>Marketing and information campaign</i>	Not known	n/a	Insufficient evidence available
Organisational travel planning programme			
<i>Commuter/workplace travel plans</i>	10-25% reduction in car use	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	Applicable to commuter journeys in areas 'treated'
<i>School travel plans</i>	8-15% reduction in car use	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	Applicable to 'school run' journeys
<i>Visitor attraction travel plans</i>	Not known	n/a	Can be assumed to be no greater than 10%
Personalised travel planning programme	7-15% reduction in car use	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	Applicable to journeys originating in residential urban areas
	7% reduction in car use	East Papanui 'Go Smarter' project, Christchurch, New Zealand (June 2004)	Also saw 7% increase in cycle trips
	4-14% reduction in car trips	Perth, Western Australia	
	10-15% reduction in car trips	Adelaide, South Australia	
	10% reduction in car trips	Brisbane, Queensland and Melbourne, Victoria (Australia)	

Description of measure	Potential impact	Source of evidence	Comments
Area wide car club initiative	3,600 car kilometres saved per car club member	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	
	1-2% reduction in car trips	Canadian experiences, Victoria Transport Research institute	
Area wide car sharing initiative	4,500 car kilometres saved per car share member	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	Insufficient evidence available to be more precise.
Smarter living and working practices <i>Smarter working practices</i>	6% increase in teleworking	“Close 2 Initiative”, Kapiti District, New Zealand	Impact on car use dependent on the amount of business travel undertaken. A few examples of a 10% reduction in business related car kilometres
<i>Smarter shopping practices</i>	70-80% reduction in shopping related car kilometres	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	
Package of personalised travel planning, public transport marketing and school travel planning	13% increase in alternative modes	Auckland, New Zealand (Dec 2003)	
High intensity application of package of travel behaviour change measures	A reduction in peak period urban traffic of about 21% (off-peak 13%) A reduction of peak period non-urban traffic of about 14% (off-peak 7%)	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	Requires supportive restraint policies and TDM Team to be in place
	30-50% reduction in total vehicle travel	‘Win Win’ Emissions Reduction Strategy, Victoria Transport Research Institute	
Low intensity application of package of travel behaviour change measures	A reduction in peak period urban traffic of about 5%	UK, Department of Transport, Smarter Choices – Changing the way we travel (July 2004)	Assumes a piece meal approach with implementation of only a selection of the above measures



## 9. Transportation Issues the Plan Change Seeks to Address

The principal problems facing Queenstown can be summarised as follows: -

- » Rapid growth in resident population, visitor numbers and in vehicle numbers.
- » Lack of road capacity particularly at peak hours causing congestion.
- » Potential for low levels of service if demand is unrestrained.
- » Parking unavailability in Queenstown CBD.

We believe that there are elements within planning for Five Mile that should be taken into account through the District Plan rules, while there are other aspects particularly those relating to “soft” TDM that should be non statutory methods of achieving objectives. Specific objectives, policies, rules, other methods and anticipated environmental results are included in Section 11.

Broadly the consideration of options, alternatives and methods revolves around the following areas.

### 9.1 Site Design

Good site design has a vital role to play in mitigating traffic growth. Use of bus transport, cycling and walking at Five Mile will be greatly encouraged if the design of the site and road links ensures these modes can be used in comfort.

The S293 proposals submitted by the developers make it clear that they understand the importance of good design and their proposals for road, public transport, cycle and pedestrian networks demonstrate the importance placed on encouraging these modes within the development. Clearly, traffic mitigation will only be achieved through the effective delivery of the measures that are illustrated in the proposal and described in the “Movement Network”.

Although the proposed movement network makes a number of proposals at a site-wide level, there is no prescription of measures to be adopted at individual locations. We set these out below.

#### 9.1.1 Design to keep traffic away from SH6 and SH6A

The current system whereby the majority of trips to and from the site are via State highways is clearly undesirable. It is noted that 5 Mile’s current proposals have an internal system designed to ensure that there is connectivity between all parts of the site. It is also very important that opportunities to connect with the Airport itself and to Remarkables Park at the eastern end of the runway are facilitated.

A key point will be to encourage heavy vehicles in particular to utilise Glenda Drive as the primary access point as Grants Road has limitations.

In addition, Future Link at page 23 states that the issue of connectivity is very important.

### **Frankton Flats Link Road**

*A significant opportunity exists to develop a strategic/arterial route through this relatively undeveloped area. The route will provide access to activity centres such as the Queenstown Airport, Queenstown Event Centre, Queenstown Aquatic Centre and the Remarkables Park Zone.*

*The advantages are:*

- » *Internal Frankton Flats circulation will minimise impacts on State Highways, particularly the key intersections which are expected to come under increasing pressure, potentially to the point of needing traffic signals.*
- » *To be constructed during greenfields development, and ultimately connecting underneath the airport runway, once demand prevails.*

*Issues to be considered:*

- » *Linkages with surrounding local roads, State Highways and destinations including airport, commercial/retail centres.*
- » *Designations through private land.*

*The link is not a bypass, an alternative to the State Highway or to provide for 'rat running' (driver behaviour attempts to avoid delays by using routes other than the primary one).*

It is therefore necessary to strengthen this aspect with a specific issue, objective related policies and include assessment criteria for when a significant application is submitted for a development area. These are outlined in section 11.

The process for determining where, and when the linkages occur could be achieved in one of two ways.

1. Show indicative arterial link roads on the planning maps with reliance on the developers of the 5 Mile and Remarkables Park land to build the necessary infrastructure when development occurs. The advantage is that this may be cheaper for the Council. The disadvantage is that there is land outside of their control involved (airport and through to the events centre). Additionally there is no certainty to when this may happen. There is also the probability that land development will be staged and may result in a continued reliance on SH6 for access within the site, to Glenda Drive, to the Events Centre, the Airport and to Remarkables Park.
2. By the designation provisions of part 8 of the Act. Council would be the requiring authority responsible for the work and would necessarily determine after due process the exact nature of the work, it's location, timing and how the link roads would be funded presumably by developer contributions. While there are legal but unformed roads already in the area it is probable that some are in the wrong place so the designation provisions provide much more certainty. This process could also tie into possible future State highway designations required to implement improvements to SH6 (see below).

It is therefore recommended that a separate process of designation occur with the timing dependent on the commissioning of further investigations and consultation with

potentially effected parties. It would be ideal to run this process though alongside the plan change.

### **9.1.2 Access to SH6**

In addition it is generally agreed that access from State Highway 6 will be via two specific access points being Grants Road and a possibly realigned Glenda Drive. It is known that the exact location, configuration and capacity of each of these access points is subject to investigation at present and discussions between the Council, 5 Mile and Transit New Zealand. Presumably land will be required outside of existing State highway road reserve to implement the required improvements. For safety reasons we have also assumed that no significant additional development can occur on the plan change land prior to intersection improvements probably roundabouts.

The most effective way to deal with this is via a condition precedent within the plan change to the effect that no development can occur until State highway improvements agreed by Transit are carried out.

### **9.1.3 Design for public transport**

In addition to roading design, the detailed layout of the site needs to make adequate provision for Public Transport. In conjunction with other PT initiatives issues that should be covered in the Plan Change include: -

- » Guidelines for good stop/shelter design.
- » Good route design guidelines (e.g. through routes) that contribute to trip reliability, and minimise journey times.
- » Importance of making sure that the bus ultimately goes to places people want to reach – e.g. employment sites such as airport, school and hospital with the least deviations from the direct route.
- » Importance of direct routes, and competitive and reliable journey times.

### **9.1.4 Design for cyclists and walking**

Similarly with public transport, walking and cycling design principles should be factored in along with management responsibilities outside of the RMA framework. These include the following principles: -

- » On road facilities: good quality smooth margins by kerbside, measures to reduce intimidation by vehicles – e.g. reducing speeds. Careful design to prevent cyclist vehicle conflict, including conflict with buses.
- » The safety and security of off road facilities such as lighting of off-road routes. Where appropriate shared use with pedestrians. Use of tactile paving to distinguish between pedestrian and cycle sides of way.
- » A cycle parking standard for development – similar to car parking standard ie for commercial development that covered provision be made for cycle parking within the

development to a standard agreed by the Council through the discretionary assessment criteria approach.

- » Safety and security - lighting of pedestrian routes. Need for clear sightlines and adherence to Crime Prevention through Environmental Design (CPTED) principles.
- » Ensure direct and convenient ped routes to passenger transport nodes and also local facilities/amenities (particularly any local school and convenience shopping)

### **9.1.5 Provision for Park and Ride facilities**

In Europe many towns/cities that experience high peaks of demand related to tourism have adopted a practice of providing large car parks away from their CBD's, usually on the fringe of the urban area. Examples of this can be found in British, German and Italian historic cities (for example, York, Cambridge, Venice), as well as a number of Spanish resort towns (for example, Benidorm). Access to the central areas of the towns/cities is via bus based park and ride (or walk when the distances to the centre are relatively short). This pattern of provision ensures that, whilst a large number of visitors are able to reach the town/city centre, the CBD is not compromised by needing to provide large amounts of parking space or heavy traffic volumes caused by parking access or parking search congestion.

We have therefore assumed that 1800 park and ride spaces will be provided through the strategy, aimed at catering for long and medium length trips to Queenstown (e.g. visitors and commuters). These spaces should be split between the anticipated provision at Gorge Road number 3 site (600 spaces constructed in 2010) and an additional 1,200 parking spaces (number to be determined) to serve traffic arriving at Queenstown from the north or south via SH6. An ideal location for the SH6 spaces will be at Frankton Flats, where it will be possible to interchange onto high frequency transit services into Queenstown itself. We understand that this is currently being considered as part of the Five Mile Development.

As stated it is not clear whether 1200 spaces is the optimum or whether Council should be looking for a single park and ride site, or a series of sites within Frankton Flats. Traditionally there has been the view that once a park and ride site gets close to 800 spaces it gets inefficient to walk distances and there are security issues. The seasonal/events based use of existing carparks for example at the Events Centre might also be feasible.

Therefore it is important to specifically include a requirement for well located and accessible park and ride facilities. We note that there are ongoing discussions with the 5 Mile developers and council over the optimum location and the configuration. In addition the issue of commercial or long stay parking constraint needs to be offset against the provision of long stay parking facilities for visitors to Queenstown.

## **9.2 Parking**

We have outlined the concerns that there are with current minimum carparking provision in this location. This is primarily because too much parking provision on site may undermine the approach the Future Link objectives.

### **9.2.1 Residential component**

Our approach is to consider the basic requirements for a medium to high density development that is quite different from the conventional low density requirements of 2 carparking spaces per residential unit. This would also be consistent with council standards being developed for high density zones in the remainder of the district. We therefore recommend a minimum carparking standard of 1.25 spaces per unit. The benefits and disbenefits of this approach are outlined in the following section.

### **9.2.2 Commercial component**

As with the s293 proposal there needs to be a process of determining how much carparking is necessary to adequately provide for those who wish to shop in an area and those who wish to visit. It should be noted that this does not apply to the industrial activity area proposed beside the airport that is considered separately.

We consider that a lowering of district plan requirements can be supported particularly for commuter and long stay parking.

### **9.3 Travel Demand Management**

Section 8 of this report outlines a suggested approach to TDM. Rather than utilise a rule based approach we suggest that implementation of “soft” TDM be another non-statutory method of achieving Objectives.

We do however consider that the implementation of TDM can be the basis of assessment criteria when an overarching application and structure plan for each activity area is submitted to Council.

## 10. Analysis

In order to provide a range of measures we have proposed a simplified qualitative transportation assessment framework to determine the differences between different approaches.

These are the low, medium and high use of travel demand measures and parking restraint. These are then evaluated against the five objectives of the New Zealand Transport Strategy. We note that this is a transportation based Strategy but in our view land use planning cannot be divorced from transport planning and Council is in any event seeking an enduring and sustainable solution to land use planning within the Frankton Flats plan change area. The NZTS criteria also provide a useful tool for looking at the transport impacts of development proposals.

The NZTS objectives and an explanation of each are as follows: -

1. **Assisting Economic Development (NZTS)** – *A transport system that contributes to our quality of life and supports economic development goals both nationally and regionally.*
2. **Assisting Safety and Personal Security (NZTS)** – *A transport system that improves levels of safety and personal security.*
3. **Improving Access and Mobility (NZTS)** – *A transport system that is accessible and specifically makes provision for the transport needs of all users.*
4. **Protecting and Promoting Public Health (NZTS)** – *To have a transport system that contributes to healthy communities and human interaction.*
5. **Ensuring Environmental Sustainability (NZTS)** – *A transport system that is more energy efficient, makes efficient use of resources and reduces negative impacts on land, water, communities and ecosystems.*

In addition consideration needs to be made of how a measure will

6. **Support the Regional Growth Strategy and RLTS and other Regional and Subregional Plans (Regional)**– *A transport system that is integrated and consistent with the objectives, policies and methods of implementing strategies and plans.*
7. **Provide for Affordability and Efficiency** – *A transport system that provides value for money is efficient, future focused.*

It should be noted that there are five principles would apply to all packages so a comparative assessment between providing for and not providing for the following items have not be made in the following section but have been discussed individually in section 9.1.

1. Provision for connectivity within the site and to other parts of the Frankton Flats area such as the Airport, the Events Centre and to Remarkables Park.
2. Access to State highway 6.

3. Design for public transport within the area.
4. Design for walking and cycling
5. Provision for park and ride facilities.

### **10.1 Packages**

In this section of the report we propose a range of packages that could be used to reduce the number of car-based trips at the Five Mile development. In tables 10.3 to 10.5 the packages are assessed against relevant NZ Transportation Strategy objectives.

### **10.2 Do nothing**

We have not attempted an assessment of a do-nothing package. The Wakatipu Transportation Study investigations based upon Future Link make it clear that constructing the Five Mile development with no attempt to mitigate against traffic growth is not a sustainable option within the context of Queenstown. Furthermore, the developer's section 293 proposal makes it clear that they too realise the importance of traffic growth mitigation measures.

### 10.3 Package One: Low constraint.

Package one comprises the public transport measures plus the measures proposed by the developers of Five Mile. The parking standard used in this option is taken from the most recent iteration (Proposed Plan Change 8 December 2006) of the QLDC District Plan and adopts the residential parking standard for “comprehensive residential development within the low density residential zone”

Ü=positive effect; X=negative effect; 0=neutral

Overarching objective	Sub-objective	Parking standard	Walking/. Cycling provision	Public transport option	Travel behaviour change
	<b>Application in this scenario</b>	<b>2 spaces per dwelling unit as minimum provision. No maximum provision. Retail, commercial and educational parking standards as district plan. On street parking uncontrolled, no pricing of parking at shopping centres etc.</b>	<b>Proposed by developer</b>	<b>Proposed in Wakatipu Transport Study</b>	<b>Proposed in WTS, no developer funding for Five Mile</b>
Assisting Economic development	Peak hour network efficiency	XX	Ü	Ü	Ü



	Assisting in tourism and recreation opportunities	X	ü	ü	ü
	Provide accessibility for local goods and services	X	ü	ü	ü
	Land use efficiency	XX	ü	ü	ü
Improving access and mobility	Improved accessibility to public transport	0	üü	ü	ü
	Transport affordability	0	üü	üü	üü
	Opportunity for modal interchange	0	üü	üü	üü
	Connectivity to local goods services and opportunities	0	üü	üü	üü
Protecting and promoting public health	Potential for shift to active modes	XX	ü	ü	ü
	Local air quality	XX	ü	ü	ü

	Noise and vibration (and also environmental sustainability)	XX	ü	ü	ü
Ensuring environmental sustainability	Greenhouse gas emissions	XX	ü	ü	ü
	Landscape/visual amenity	XX	0	0	0
	Social severance/ community coherence	X	ü	ü	ü
Supporting the regional growth strategy and other regional and sub-regional plans	Existing land use allocation consistent with transportation options	X	ü	ü	ü
	Encouragement for utilisation of PT, cycling and walking	XX	ü	ü	ü
Providing for affordability and efficiency	Cost of transport infrastructure	XX	X	ü	ü
	Revenue capture for public transport	XX	X	0	0

### **10.3.1 Assessment of package 1:**

As can be seen, package 1 imposes a wide range of negative impacts on the highway network through practicing no effective restraint of trip making through the parking standard. Although the public transport, cycling, walking and travel behaviour change measures outlined by the Wakatipu Transportation Study and proposed by the Five Mile developers are implemented in this package, their effectiveness is blunted by the lack of a restraint to car use.

### **10.3.2 Package 1 Costs**

- » Likely congestion on the arterial road network resulting in lost time and lost opportunity
- » Limited incentive for a modal shift
- » Possible loss of land through the need to provide for surface carparking
- » Lack of a funding stream to assist in costs to implement TDM or Public Transport

### **10.3.3 Package 1 Benefits**

- » Limited constraint on all forms of development.
- » More flexibility in terms of end use of land.
- » Residents can have more choice i.e. 1+ cars and potentially a boat/trailer on site.
- » Maintains accessibility in the short term while congestion levels are low and a good passenger transport alternative is not in place.

## **10.4 Package 2: Medium Constraint**

This package is one of reduced parking requirement and would propose a minimum carparking provision of 1.25 spaces per residential unit. This would also limit on-street parking. In addition this would include alterations to financial contributions to implement TDM and PT measures as well as direct infrastructure costs. Minimum parking provision provided for commercial and non-residential uses.

Overarching objective	Sub-objective	Parking standard	Walking/. Cycling provision	Public transport option	Travel behaviour change
	<b>Application in this scenario</b>	<b>1.25 spaces per dwelling as minimum provision Reduced retail, commercial and educational parking standards. On street parking controlled, pricing of parking at shopping centres etc. held at a level above the cost of the public transport alternative for the same journey.</b>	<b>Proposed by developer</b>	<b>Proposed in Wakatipu Transport Study</b>	<b>Proposed in WTS, no developer funding for Five Mile</b>
Assisting Economic development	Peak hour network efficiency	ü	üü	ü	ü
	Assisting in tourism and recreation opportunities	0	ü	ü	ü

	Provide accessibility for local goods and services	ü	ü	ü	ü
	Land use efficiency	ü	ü	ü	ü
Improving access and mobility	Improved accessibility to public transport	0	ü	ü	ü
	Transport affordability	0	ü	üü	üü
	Opportunity for modal interchange	0	ü	üü	üü
	Connectivity to local goods services and opportunities	0	üü	üü	üü
Protecting and promoting public health	Potential for shift to active modes	ü	üü	ü	ü
	Local air quality	ü	ü	ü	ü
	Noise and vibration (and also environmental sustainability)	ü	ü	ü	ü

Ensuring environmental sustainability	Greenhouse gas emissions	ü	ü	ü	ü
	Landscape/visual amenity	ü	0	0	0
	Social severance/ community coherence	0	ü	ü	ü
Supporting the regional growth strategy and other regional and sub-regional plans	Existing land use allocation consistent with transportation options	ü	ü	ü	ü
	Encouragement for utilisation of PT, cycling and walking	ü	ü	ü	ü
Providing for affordability and efficiency	Cost of transport infrastructure	ü	X	ü	ü
	Revenue capture for public transport	ü	üü	0	0

By stipulating a maximum residential standard of 1.25 spaces per dwelling unit, car ownership is likely to be held at one vehicle per household. The implication of this is that, for much of the time, travel by many household members will be reliant on public transport, walking and cycling. The enactment of restraint, of course, means that the non-car modes will be relatively more attractive than driving, which will have a positive effect on revenue capture by public transport.

#### 10.4.1 Package 2 Costs

- » Limited incentive through district plan for modal shift.
- » Potential for limited uptake of opportunities when compared to relative lack of constraints on other sites particularly Remarkables Park.
- » Provision needs to be made for boat/trailer/second car parking within the development.
- » More complex District Plan provisions.

#### 10.4.2 Package 2 Benefits

- » Limits private vehicle movements particularly at peak times.
- » Strong support for public transport and other modes of transport
- » Supports TDM and Growth strategies
- » Reduces parking demand spill-over to on-street
- » Provides developer led reductions in parking provided.

### 10.5 Package 3: High Constraint

This package is one of parking constraint and would propose a maximum carparking provision of 1 space per residential unit. In addition there would be provision for shared facilities for visitors and provision for shared and secure facilities for boats and second cars. This would also limit on street parking. It also adds a pricing mechanism for additional other parking weighted in favour of Public Transport. This would be implemented through approval of structure plans assessed against restraining objectives, policies and discretionary activity assessment criteria.

In addition this would include alterations to financial contributions to implement TDM and PT measures as well as direct infrastructure costs.

Overarching objective	Sub-objective	Parking standard	Walking/. Cycling provision	Public transport option	Travel behaviour change
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	<b>Application in this scenario</b>	<b>1.25 spaces per dwelling as maximum provision (1 dwelling specific, then 1 space per 4 dwellings provided in a communal space). Retail, commercial and educational parking standards as district plan but maximums applied instead of minimum. On street parking controlled, pricing of parking at shopping centres etc. held at a level above the cost of the public transport alternative for the same journey.</b>	<b>Proposed by developer</b>	<b>Proposed in Wakatipu Transport Study</b>	<b>Proposed in WTS, no developer funding for Five Mile</b>
Assisting Economic development	Peak hour network efficiency	X	üü	üü	üü



	Assisting in tourism and recreation opportunities	0	ü	ü	ü
	Provide accessibility for local goods and services	ü	ü	ü	ü
	Land use efficiency	ü	ü	ü	ü
Improving access and mobility	Improved accessibility to public transport	0	üü	ü	ü
	Transport affordability	X	üü	üü	üü
	Opportunity for modal interchange	X	üü	üü	üü
	Connectivity to local goods services and opportunities	X	üü	üü	üü
Protecting and promoting public health	Potential for shift to active modes	üü	üü	ü	ü
	Local air quality	ü	ü	ü	ü

	Noise and vibration (and also environmental sustainability)	ü	ü	ü	ü
Ensuring environmental sustainability	Greenhouse gas emissions	ü	ü	ü	ü
	Landscape/visual amenity	ü	0	0	0
	Social severance/ community coherence	0	ü	ü	ü
Supporting the regional growth strategy and other regional and sub-regional plans	Existing land use allocation consistent with transportation options	ü	ü	ü	ü
	Encouragement for utilisation of PT, cycling and walking	üü	ü	ü	ü
Providing for affordability and efficiency	Cost of transport infrastructure	ü	X	ü	ü
	Revenue capture for public transport	ü	üü	0	0

The table above highlights that it is only under the highest level of parking control that parking control can affect trips on SH6. The key disadvantages however are the reduced accessibility in the short term as a consequence of the low initial levels of passenger transport service. By stipulating a maximum residential standard of 1.25 spaces per dwelling unit, car ownership is likely to be held at one vehicle per household. The implication of this is that, for much of the time, travel by many household members will be reliant on public transport, walking and cycling. The enactment of a strong restraint, of course, means that the non-car modes will be relatively more attractive than driving, which will have a positive effect on revenue capture by public transport.

#### **10.5.1 Package 3 Costs**

- » Strong constraint and limiting flexibility for residents and businesses.
- » Early reliance on a low standard of passenger transport would reduce accessibility in the short term.
- » Potential for limited uptake of opportunities when compared to relative lack of constraints on other sites particularly Remarkables Park.
- » Provision needs to be made for boat/trailer parking within the development.
- » More complex District Plan provisions.
- » Possibly inconsistent with Council's desire for Park and Ride.
- » Inequalities between area covered by this plan change and neighbouring areas served by the same arterial road network.

#### **10.5.2 Package 3 Benefits**

- » Limits private vehicle movements particularly at peak times.
- » Strong support for public transport and other modes of transport.
- » Supports TDM and Growth strategies.
- » Allows surface parking space to be developed for other uses.

## 11. District Plan Objectives and Policies

### 11.1 Outline of preferred package

Before outlining the preferred approach for transportation we are mindful of the significant resource management history of the site and that relating to Remarkables Park. It is also important to reiterate that a preferred package does not apply to the industrially zoned land adjoining the airport. In addition the majority of Part 14 of the Plan Transportation can still apply.

Therefore the transportation elements proposed in the plan changes are as follows: -

#### 11.1.1 Parking

- » 1.25 spaces for residential uses per unit with 1 space directly allocated to a unit and the remainder to be conveniently located close to residential components of the site.
- » Retention of minimum parking provisions for other uses but more constrained than in Part 14 of the District Plan in relation to non bulk retail and other commercial activities ie offices, as well as visitor accommodation.
- » Discretionary Assessment Criteria at Activity Area Structure Plan submission relating to parking supply and demand.
- » For the industrial structure plan area, (Area D light industrial) parking provision based on the existing Chapter 14 parking standard.
- » Consideration of Park and Ride facilities.

#### 11.1.2 Design

- » Road network design including effective intersection designs currently being developed through the Wakatipu Transportation Study.
- » Maintain and promote linkages to the Airport, the Events Centre and Remarkables Park.
- » Design details for Public Transport, walking and cycling modes.
- » Provision for well located park and ride facilities.

#### 11.1.3 Travel Demand Management Measures

- » Consideration of implementing a travel behaviour change programme as a discretionary assessment criterion.
- » Listing of a travel demand management plan to be submitted as a non statutory method of achieving objectives.

### 11.2 Plan Change – Transportation components

The following is an outline of the relevant Transportation components of the plan change. We have not recommended changes to Part 14 Transportation, as the specific objectives,

policies, rules and methods are included in the draft plan change. We have however recommended an addition to the definitions relating to Travel Demand Management Plans.

### **11.3 Frankton Flats Special Zone**

#### **Resources and Values**

The Frankton Flats Special Zone is located south of State Highway 6 and between the Events Centre to the west, the Industrial Zone to the east and the airport runway to the south. This Zone provides one of the few remaining greenfields development sites within close proximity to Queenstown's existing developed urban area. It is adjacent to the main entrance to Queenstown and is surrounded by a backdrop of outstanding natural landscapes. For these reasons, the quality of development within the Zone must maintain the visual amenity of the entrance to Queenstown and the appreciation of the surrounding landscapes from both within the site and from public places.

The interrelationship of development within the Zone with the State Highway resource is also important so as to promote the sustainable management of that resource. As the State highway network between Frankton and Queenstown has limited capacity, catering for and managing the demand for travel within the Zone and beyond the zone is critically important.

The requirements of the airport also have a formative effect and raise issues of reverse sensitivity, which must be taken into account.

#### **Resource Management Issues**

##### **(iii) Integrating land use with transportation**

*Development must provide for and manage demand for travel by private vehicles and it is important not to compromise the safety or effectiveness of the existing land transport system.*

#### **Explanation**

*Frankton Flats is located adjacent to key transport links – the airport and State Highway 6. Any development within this area needs to recognise the importance of maintaining their functions into the future while allowing the development of a Frankton Flats area as a mixed-use zone. The primary road transportation system beyond the site is nearing capacity and any improvements for private vehicle traffic are likely to be focused on safety rather than providing additional road space. In planning for the development of the zone and for all modes of travel there is a need to ensure that there are good connections within the site, to the wider Frankton Flats area, to Queenstown and the remainder of the District.*

*In addition limiting unrestrained private vehicle use, by methods including the provision of parking and promoting alternatives to the car, must be addressed.*

#### **Transport Networks**

Efficient transport networks are important to sustainability of the Frankton Flats Zone and require careful management both internally and externally.

## 11.4 Objectives and Policies

### Objective 1.

**To enable comprehensive mixed use development within the zone while providing for restraint on single occupancy private car use.**

#### Policies

1. *To provide a movement network which is highly permeable and provides a choice of routes and transport modes.*
2. *To ensure the layout of the zone and urban blocks that make up the zone are attractive, landscaped and facilitate walking and cycling.*
3. *To promote and develop physical opportunities for better public transport within the development and between the development and Queenstown Town Centre.*
4. *To provide a safe, convenient network of transport routes.*
5. *To accommodate efficient and economic public utility services which are unobtrusive, and integrate with adjoining sites and development.*
6. *To provide for convenient and well located park and ride facilities for visitors to Queenstown.*
7. *To ensure that carparking is available consistent with a reduced reliance on the private car for travel.*
8. *To provide for methods of influencing travel behaviour change through non-infrastructure measures.*

#### Explanation and reasons for adoption

While the Frankton Flats zone provides the opportunity for large scale mixed use development, there needs to be methods to promote travel by modes other than the private motor vehicle. Site design, parking provisions and travel demand management measures are necessary to ensure that this objective can be fulfilled while providing for a range of development opportunities.

### Objective 3

**To ensure that the Zone is integrated with the surrounding uses and other Queenstown urban areas in terms of land use, public access, and transportation.**

#### Policies

1. *To provide for a landscaped road carriageway for the Eastern Arterial route through the development that is effective in maintaining an attractive amenity and streetscape, mitigating the effects of the industrial activities on that street;*
2. *To require that the open space alongside State Highway 6 is developed prior to any construction within the Zone;*
3. *To require that safe and effective connections to the site from State highway 6 are in place prior to any construction within the zone.*

4. *To ensure the establishment of a network of well located, well-designed open spaces and connections within and between Activity Areas that complement surrounding activities, support pedestrian activity that facilitates physical and visual connections through the zone. In particular, good visual connections should be provided through different parts of the zone to the Events Centre;*
5. *To provide cycle and pedestrian routes that provide linkages within Frankton Flats, and between the Frankton Flats and Remarkables Zone, Queenstown, Kelvin Heights and the Wakatipu Basin;*
6. *To ensure that that an eastern road arterial connecting to the Remarkables Park zone is provided for within the site.*
7. *To encourage the establishment of landscaping, open space and recreation activities where required in any of the Activity Areas;*
8. *To secure reserve contributions in land, money or a combination of land and money to fund the development of reserves;*
9. *To secure appropriate contributions for the upgrade of infrastructure required as a result of development;*
10. *To secure contributions for the establishment and operation of non infrastructural demand management measures;*
11. *To ensure that reserves of quality, quantity, and function are provided in convenient locations to meet the active and passive recreational needs of the resident, working, and visiting community;*
12. *To require that a mix of open spaces, reserves, community facilities, and recreational facilities be developed in a staged manner that keeps pace with development.*
13. *To ensure through appropriate road network design, that the impact of commercial traffic on other activity areas within the zone is minimised.*

#### **Explanation and Principle Reasons for Adoption**

There is significant opportunity to secure appropriate reserve land for public open space and recreation, providing amenity to those living and working within the Zone, and protecting and enhancing the views and landscape both from within and outside of the Zone.

It is important to ensure that transportation, land use and public access are fully integrated within the Zone and also with the state highway and other urban centres such as central Queenstown, Frankton Village, Remarkables Park Shopping Centre, Arrowtown and proposed commercial centres within the District. A new urbanism approach for this development requires attractive pedestrian and cycle ways as well as effective public transport infrastructure to promote non-vehicle movement within the Zone.

## **Objective 8 - Design and Implementation of Infrastructure and Utility Services**

**To connect streets, and locate and design public utilities in a manner that is efficient, and reinforces the function and amenity of the street.**

### **Policies:**

- 1. To provide a safe and pleasant street environment for residents and other users of adjoining properties;*
- 2. To provide safe, sustainable and integrated connections to and from the state highway in two locations agreed to with Transit New Zealand;*
- 3. To encourage the majority of the heavy traffic entering the site to utilise Glenda Drive instead of Grants Road by traffic design measures.*
- 4. To minimise the visual impact of carriageway's on residents while accommodating public utility services and drainage systems;*
- 5. To ensure that the design of the relevant street environment takes into account the operational requirements of providing for Public transport infrastructure.*
- 6. To promote an effective the connection between 5 Mile and Remarkables Park*
- 7. To ensure that carparking is only of a number necessary to service the development and the reasonable needs of future residents.*
- 8. To require the provision of landscaping as an integral part of street network design;*
- 9. To design street layout in order to retain important views;*
- 10. To provide for a transport node/terminal, which can provide a linkage for private and public transport between rural areas, Frankton and Queenstown;*
- 11. To provide suitable and convenient, safe and accessible areas for car parking on site rather than on the street;*
- 12. To ensure businesses provide safe and functional loading zones on site to ensure the effects of trucks unloading do not compromise the effective functioning of the road network;*
- 13. To provide a network of streets and accessways, appropriately orientated and integrated with the state highway with physical distinctions between each, based on function, convenience, traffic volumes, vehicle speeds, public safety and amenity.*
- 14. To ensure through appropriate road network design, that the impact of commercial traffic on other activity areas within the zone is minimised.*

### **Explanation and Principle Reasons for Adoption**

The objective and policies recognise the need to integrate development and to seek imaginative and attractive designs that not only provide for the proper functioning of the street or utility but also have regard to visual impact, surrounding activities and alternative functions. The design of the street network should reflect its function in order to ensure the network better relates to other activities and amenities. Landscaping is an important element in street design. While a general high level of pedestrian and cycleway connectivity



within the zone is encouraged, it is recognised that appropriate road network design will discourage some movement of commercial vehicles travelling to and from the industrial activity area on non-arterial roads within the zone. In particular through site design it is important that access to the site by heavy vehicles is primarily from Glenda Drive. The Proposed Eastern Arterial Route will be an important link to the Remarkables Park Area through a primarily industrial and commercial area, a wide and attractive landscaping border lining this street will be attractive and mitigate the effects of these activities on the amenity of the area.

As the Frankton Flats Zone is developed it will be beneficial to create a transport node to encourage and promote public transport within the area providing linkage between the Wakatipu Basin and Frankton and Central Queenstown

### **Implementation Methods**

The Objectives and Policies will be implemented through:

#### **11.4.1 District Plan**

- (a) Rules, including the use of an Outline Plan
- (b) Assessment Matters

#### **Other**

- » A Design Review Board shall be used to evaluate proposals for development exceeding the specified height limits (site standard) against the relevant assessment criteria, prior to lodgement of a resource consent application. The structure and protocol of the Review Board will be determined by the Council. Liaison with the Design Review Board is encouraged early in the design process;
- » Design guidelines;
- » The Queenstown Entrances Study 2002;
- » Council's Reserve's Management Plan and Reserve's Plan;
- » Council's development contributions policy under the Local Government Act 2002 for the provision of reserves and community infrastructure.
- » Travel Demand management measures including but not limited to the implementation of a travel demand management plan, as described in the definitions.

## **11.5 Frankton Flats Special Zone - Rules**

### **12.17.1 Zone Purpose**

The purpose of the Zone is to provide for a comprehensively managed and integrated high density development containing opportunities for a range of supporting and complementary activities. These include open space, residential, visitor accommodation, transport, educational, recreational, retail, industrial and other commercial facilities. Transport and carparking issues are significant and must be addressed early in order to determine the overall layout of the development.

In order to achieve a high standard of integrated development, sustainable management, building and open space design, the Zone is subject to a Structure Plan, which details activity areas, and provides for a wide range of matters to be subject to Controlled and Discretionary Activity consent.

The Zone seeks to achieve maximum flexibility within the parameters of the Structure Plan.

All development is to be designed and located in a manner that recognises the importance of the vistas of outstanding natural landscapes as well as important physical resources on land adjacent to the Zone including the airport, Events Centre, State Highway and the Industrial Zone. New development for large format commercial activities, main street retailing and office and industrial activities are incorporated within the Zone.

The background issues, resource evaluation, objectives, policies, explanation and principal reasons for adoption and environmental results anticipated give effect to the existing and future development in the Frankton Flats Special Zone.

#### **12.17.2 District Rules**

Attention is drawn to the following District Wide Rules, which may apply in addition to any relevant Zone Rules. Where specific rules are in conflict the provisions of the specific zone will apply.

- |       |  |                 |
|-------|--|-----------------|
| (i)   | Heritage Protection                                  | - Refer Part 13 |
| (ii)  | Transport  | - Refer Part 14 |
| (iii) | Subdivision, Development and Financial Contributions | - Refer Part 15 |

#### **12.17.3.2 Controlled Activities**

Activities listed as Controlled Activities in Table 12.17.3.6 to this Rule shall be controlled activities provided they are not listed as a Discretionary, Non-Complying or Prohibited Activity and they comply with relevant Site and Zone Standards and are in accordance with the Structure Plan.

The matters over which the Council has reserved control are listed with each controlled activity.

#### **I All Buildings that are Controlled Activities in Table 1, in respect of:**

- » The location, design and appearance of buildings;
- » Effects on wider landscape values;
- » Vehicle access;
- » The location and design of outdoor living space for residential activities;
- » Effects on the streetscape, including effects of landscaping;
- » Provision for pedestrian and access linkages, and the connectivity between activity areas;
- » Access to and the layout and landscaping of off-street car-parking;
- » Solar orientation and orientation of buildings in relation to the prevailing winds;

- Design and construction of buildings for noise sensitive activities;
- Servicing, loading and unloading of goods and including the provision of centralised areas for the storage and collection of recyclable waste;
- Design, location, and lighting in respect of maximising private and public safety and preventing crime;
- The scale and nature of the earthworks and the disposal of excess material.

**ii All activities that are listed as Controlled Activities in Table 1, in respect of:**

- Compatibility with surrounding land use, character and amenity
  - » Noise, vibration, lighting and loss of privacy
  - » Vehicle access
  - » Public and private safety and crime prevention
  - » Nature and scale of activities
  - » Hours of operation

**iii Outline Development Plan**

NOTE: for the purpose of this rule the term "Outline Development Plan" is defined as a scaled plan showing, for the whole or any part of an Activity Area:

- » The location, shape, height and bulk of all buildings;
- » The location, width and form of streets; including applicable provision for Public Transport, walking and cycling provision
- » The vehicular access to all sites, circulation, and the provision for car parking and loading;
- » The location where applicable of Park and Ride areas in Activity areas X and Y
- » All areas of permeable surfaces and landscaping and reserve areas.

The Outline Development Plan of any Activity Area lodged with the Council for approval in respect of all of the following:

- a) Roading pattern and design in particular the way in which design will promote the use of Glenda Drive.
- b) Landscaped permeable space, where this is proposed to be provided communally rather than on a site by site basis;
- c) Indicative subdivision design and configuration and allotment sizes;
- d) Proposed setbacks from roads and internal boundaries;
- e) Pedestrian and cycle links;
- f) The number and location of car parking areas and the location of loading and unloading areas for heavy vehicles and service vehicles;
- g) Traffic generation in relation to the mix of land uses proposed;

- h) The maintenance of view shafts and panoramas;
- i) The Design Guidelines which will apply to all buildings erected within the area subject to the Outline Development Plan;
- j) Indicative density plan in regard to the proposed density of residential and visitor accommodation activities.
- k) The location of facilities to that provide access to public transport such as a transport node
- l) Methods of restraining long term parking use in areas associated with commercial development
- m) The provision of open space and parks
- n) The provision of infrastructure to service the development such as water, sewage treatment, storm water, power and telecommunications facilities.

PROVIDED THAT any approval for an Outline Development Plan does not constitute an approval for any Controlled, Limited Discretionary, Discretionary or Non-complying activity or building which shall require resource consent under the relevant prevailing rule(s) of this Zone.

- ii. Commercial activities within Activity Area D1 with a gross floor area greater than 500 m<sup>2</sup> per retail outlet, with the Council's discretion restricted to those matters listed under Rule 12.17.3.2(i) and, in addition, the following matters:
  - » Whether the car parking areas associated with the activity will have an adverse effect on the visual amenity of the streetscape or the surrounding area and whether there will be an adverse effect on the ability for public transport usage, connectivity and walkability as a result of the car parking.
- iii. Commercial buildings within Activity Area D1 with a gross floor area less than 500 m<sup>2</sup> per retail outlet, with the Council's discretion restricted to those matters listed under Rule 12.17.3.2 (i), and, in addition, the following matters:
  - » Visibility of the building from the state highway, public places and streets within the zone.
  - » Location, form, and design of the building;
  - » Effects of a building on background vistas of outstanding natural landscapes;
  - » Minimum Car-parking provision, parking control mechanisms and loading areas.
- iv. For buildings that are listed as Limited Discretionary Activities in Table 1, the Council's discretion is restricted to the matters listed in rule 12.17.3.2(i) and the following additional matters:
  - » Visibility of the building from the state highway, public places and streets within the Zone.
  - » Location, form, and design of the building;
  - » Effects of a building on background vistas of outstanding natural landscapes;

- » Whether the site of the building and any areas of car parking and open space visible from the highway are appropriately landscaped;
  - » Street Network and block size, connectivity and scale of an area, from a pedestrian and vehicle perspective.
  - » The provision for minimum car-parking provision, and parking control mechanisms
- (v) Any new buildings or activities within Activity Areas A or B otherwise listed in Table 1 at Rule 12.17.3.6 as Permitted or Controlled but which are located within 30 metres of Activity Area F or are located within 30 metres of the eastern access arterial road boundary; with the Council's discretion restricted to the following matters:
- » The effects of the building and activities on the amenity of short term residential and visitor accommodation activities in Activity Area F in respect of issues of privacy and noise disturbance.
  - » The effects of the building and activities on the streetscape of the eastern access arterial road.
- (vi) **Any road that connects to the state highway in respect of:**
- » All traffic effects on the state highway;
  - » The design and location of connection to the state highway;
  - » The construction of road works including those on the State Highway.
- (vii) All buildings requiring limited discretionary activity resource consents must be accompanied by a statement from a Design Review Board evaluating the application. The Design Review Board shall consist of a panel of four, agreed to by the Council and the developer. The panel may include the following independent persons; architect/urban designer; resource management planner and landscape architect, 2 members to be provided by the Council and two members provided by the developer.

## 11.6 Standards

### Site Standards

#### Carparking

Area D requirements in accordance with existing use provisions in Part 12 of the District Plan.

#### Residential

Parking for residential activities shall be a minimum of 1.25 spaces per residential unit.

#### Commercial Activities

This shall be on the basis of carparking standards in Part 14 (reproduced below) for the use intended but for other (non bulk) retail outlets, other commercial activities and visitor accommodation are lower. In addition to these standards a traffic impact assessment in accordance with whether parking provision achieves the objectives and policies of the zone shall be submitted concurrently with the Outline Development Plan for each of the areas.

TABLE 1B FRANKTON FLATS ZONE	
	Where the particular use being applied for is not specified below, the rules are contained in Table 1.
Industrial (B1 and B2)	1 per 25m <sup>2</sup> areas used for manufacturing, fabricating, processing, or packing goods plus 1 per 100m <sup>2</sup> storage space.
Commercial and large format retail stores greater than 500m <sup>2</sup> which sell fast moving high volume goods	1 per 25 <sup>2</sup> GFA
All other retail outlets and other commercial activities	1 per 100 m <sup>2</sup> GFA
Restaurants	1 per 50m <sup>2</sup> PFA (excl toilets) plus 1 per 100m <sup>2</sup> PFA (2 minimum) for staff.
Residential	1.25 per residential unit.
Educational	1 per 10 students over 15 years of age. 1 per 2 staff.
Visitor Accommodation	1 per unit for motels. 1 per 5 beds for hotels.
Healthcare Services	2 per professional, 1 per FTE staff member.
Events Centre – Sportsfields	20 per hectare of playing area plus 2 coach parks per hectare.
Motor Vehicle Repair and Servicing	1 per 25m <sup>2</sup> of servicing area plus two per establishment for heavy vehicle parking.

## 11.7 Assessment Matters

Discretionary Assessment Criteria (to be considered at Outline Development Plan stage).

### Transportation

- » The extent to which carparking provision for the use intended is well located, safe and of a minimum number to achieve the objective of supporting the development of an integrated transport system, with increasing use of passenger transport.
- » Whether there is a demonstration through a traffic impact assessment of the likely traffic generation from the Activity Area and methods for accommodating that traffic.
- » Whether consideration of a Travel Demand Management Plans has been made to accompany the land use associated with non-residential activities within the development site.
- » Whether the outline development plan provides for connectivity beyond the site.
- » Whether and to what extent the development provides for, safe and secure park and ride facilities well located to the public transport network
- » Whether and to the extent to which the design features of each type of residential street convey its primary functions and encourage appropriate driver behaviour.

- » Whether and to the extent to which connection between residential streets incorporates appropriate traffic management treatment to slow and control traffic.
- » Whether and to the extent to which the eastern access road, the airport/events centre connection is designed as an arterial road with no on-street parking.
- » Whether the internal arterial road design and the location of primary access points promotes the use of Glenda Drive particularly for heavy traffic.
- » Whether and to the extent to which the design of connections to the state highway are safe, sustainable and avoid adverse effects on the state highway resource.
- » Whether and to the extent to which co-ordinated arrangements are made for internal road connections between developments in different ownerships.
- » Whether and to what extent roads provide for non motorised traffic safely.

### **Definitions**

**Travel Demand Management Plan** means the identification of a vision, objectives and targets as well as a detailed action plan of measures with respect management of parking, implementation of a travel behaviour change programme, passenger transport provision etc. Provisions should be made within the plan to ensure there is adequate monitoring of the performance of the plan which it is suggested should start with a thorough travel survey of all users of the development within six months of occupation and that this survey be repeated annually. This monitoring should also extend to collecting data on traffic flows, passenger transport usage and 'mode share' for all key journey purposes.

## 12. Conclusions and Recommendations

### 12.1 Conclusions

Both Council's Future Link Transport and Parking Strategy 2005 and the analysis of the Wakatipu Transport Study to date, indicate that managing the demand for travel within the Wakatipu Basin is a key issue. In considering the development of the 5 Mile area, it is necessary to consider what are effective ways that developing this land will contribute to a lessening in travel demand.

The key cause for evaluating transport in relation to land use is that the current arterial road system in Queenstown and Frankton is approaching capacity particularly SH6 at Frankton and SH6A between Frankton and Queenstown. This is through two main factors being traffic growth and population growth. The projection is that with unrestrained demand there will be long-term difficulties that may economically, socially and environmentally affect the development of the Wakatipu Basin.

This report is in support of the transport components of the Plan Change and has been formulated to act as part of the wider s32 analysis required under the Resource Management Act 1991. In considering those provisions we have looked at the national, regional and local legislative or policy framework which we believe sets the foundation for a detailed analysis of the transport provisions for the 5 Mile Area.

The land involved has been subject to much discussion and some recent litigation that resulted in the development of what is known as the Five Mile s293 proposal. Our view is that this proposal has many sound elements and we have incorporated much of this approach into the draft plan change. We have also considered approaches to similar issues within New Zealand as well as from overseas.

It is also recognised that there is some equity issues involved. As it currently stands the District Plan is much more permissive within the Wakatipu Basin than is proposed through this plan change. In our view the Five Mile plan change is the ideal chance to look at traffic generation and effects and could be the foundation for a review of the transport provisions in the District generally.

A comparative assessment of three packages of regulatory and non-regulatory options has been undertaken with the focus on travel demand management and parking. A mixture of some parking constraint, non statutory incentives and other initiatives such as the provision for passenger transport can achieve sound environmental outcomes.

#### 12.1.1 Key Issues

We see that there are three main issues addressed.

1. **Parking.** In this regard it is our view that there is an opportunity to consider reduced minimum requirements for parking.
2. **Travel Demand Management.** The recommended approach is that there are benefits to considering soft or behavioural mechanisms to minimise the demand for travel. This is recommended as another method of achieving objectives and as a



consideration when Traffic Impact Assessments related to Outline Development Plans for activity areas are considered.

3. **Connectivity.** An objective is to minimise trips between parts of Frankton, ie to the Airport, Remarkables Park, the Event Centre or within the zone itself. This will minimise internal trips from having to use the State highway system. Objectives and policies have been drafted relating to this. In addition Council may wish to designate the key connectors.

## 12.2 Consultation

There have been a number of meetings between the owners of the 5 Mile land, the Council, and Transit New Zealand. There is a willingness by all parties to work on the most appropriate framework for an integrated and sustainable development. It is expected that once this plan change is completed that there will be further discussions and ongoing consultation with affected parties.

## 12.3 Recommendations

1. That Council endorse the draft transport provisions (Part 11 of this report) as the basis for public notification.
2. That Council consider designating the key internal arterial's to Remarkables Park and to the Airport and Events Centre through the provisions of Part 8 of the Resource Management Act 1991.
3. That consideration is made of a wider District Plan transport chapter to further define the land use, transport and RMA outcomes sought by Future Link.

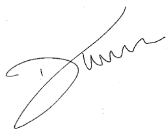

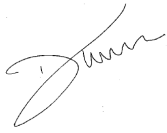



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