

**QLDC Council
30 June 2016**

Report for Agenda Item: 2B

Department: Property & Infrastructure

Queenstown Town Centre Transport Strategy Implementation Plan

Purpose

The purpose of this report is to identify the implementation plan for the Queenstown Town Centre Transport Strategy work programme.

Recommendations

That Council:

- a. **Note** the content of this report;
- b. **Accept** the implementation plan with its indicative time frames, quarterly reporting and note the budget restrictions; and
- c. **Direct** officers to report on progress of the work programme quarterly, starting in September 2016.

Prepared by:



Tony Pickard
Principal Planner Infrastructure

24/06/2016

Reviewed and Authorised by:



Mike Theelen
Chief Executive

28/06/2016

Background

- 1 Elements of the Queenstown Town Centre Transport Strategy have been brought before Council recently (December 2015, April 2016 and May 2016), and this report provides clarification on the implementation of the forward work programme.

Comment

- 2 The Queenstown Town Centre Transport Strategy contains a programme of works that has previously been reported to Council (see para 4 above). The implementations (sub projects) have been given placeholders in terms of budgets and timings. Council has requested that officers provide details on a forward implementation plan which will also be utilised to inform the general public.

- 3 The list of projects addresses the four key outcomes adopted by the Queenstown Town Centre Transport Strategy ('QTCTS'), and outlines the raft of changes and intervention proposed. The document acknowledges that the detail of many projects will need to be developed, and some initiatives will involve trials to test how well they will work. The issue of transport around the centre is a dynamic issue, and the plan, and its implementation will need to remain flexible.
- 4 The attached plan also acknowledges that the action planned for the QTCTS will need to interface with the wider transport planning for the Wakatipu Basin. In reality this plan will help inform the wider strategic work, and equally be informed by that work. The Council in adopting the earlier strategy was cognisant of the need to be proactive; waiting for a perfect alignment of strategies and plans was less important than taking some immediate, concrete action. This is what the attached Implementation Plan does.

Budgets

- 5 Budget for the strategy has been allocated at \$150,000 per annum in the 10-Year Plan. Up to fifty per cent of this can be reclaimed from New Zealand Transport Agency (NZTA) based on their approval of the Strategic Business Case that accompanies this strategy. There will be some overlap with operational expenditure (for Ballarat Street Car Park, and roading maintenance works for example). However, until each implementation is scoped, accurate budgets cannot be identified. Larger projects, such as the Melbourne/Henry Street (Inner Links) work will also require further business cases to be provided to NZTA for approval, if funding support is requested. This has a separate budget line of \$420,000 for investigations from the Annual Plan 2016 / 2017.
- 6 The level of budgeting will allow funding for investigations and studies but is unlikely to provide sufficient capital for larger, physical projects. Part of the plan, for this and other initiatives is to enable staff to seek substantive funding as part of the next annual plan.
- 7 It should also be noted that some works will be entirely funded by others, the two sets of traffic lights on Stanley Street being an example. Part of the integrated approach to the wider transport strategy for the Wakatipu (the Queenstown Integrated Transport Strategy) may also be funded in part or the whole, by NZTA – for roading works, or Otago Regional Council (ORC) as it contains substantial elements of Public Transport. The work to identify this in detail is also ongoing.
- 8 Where budget exceeds the annual amount, individually or cumulatively, further reports to Council will be provided. As the identification of costs may exclude some projects from action in the short term, it is the intention of officers to investigate (scope) as many of the sub projects as possible in the next half year to provide more accurate details. Projects will be brought forward where possible.
- 9 One of the sub projects is to establish a Transport Improvement Fund, which would allow reinvestment of parking charges in public transport subsidies or infrastructure. This will be part of the work programme for immediate implementation (July – December 2016).

Implementation Plan

10 Following a summary of the strategy that was provided to the public in January 2016 (Attachment B), four key initiatives were identified. To provide continuity, and ease of reference for progress, these will be re-used to group the implementation plan. These are:

- Make the town centre better for pedestrians with shared spaces and improved connections.
- Remove on street parking in the town centre and provide parking at the edge.
- Support and improve public transport with measures that include more controls on parking.
- Connecting Melbourne and Henry Street to improve access to future parking and a transport hub in Ballarat Street.

In addition to this the implementation plan also recognises a number of planning and other regulatory processes that needed to be aligned to give effect to the Council's direction.

11 Attachment A contains the proposed Implementation Plan. It is deliberately designed to widely inform people of the Council's intention. As previously noted it will be supported by more detailed project plans that guide each action. Some of them are 'Just Do It' in action, others will require more detailed scoping and investigation. Staff will regularly report to Council on progress.

Timing

12 Timing of the implementation is also significantly affected by the work led by other transport partners. It is envisaged that part of the strategic aim to achieve a sizeable mode shift (20%), from private car use to public or active travel, will be affected greatly by discouraging parking in the CBD and Town Centre. To enable this to occur, there must be viable alternatives for commuters and tourists alike. Whilst minor level improvements may occur in isolation, such as upgrading Ballarat Street Car Park, this would encourage further traffic / parking use if not supported by accompanying parking fee raises across the CBD / Town centre.

13 The implementation plan focuses on the proposed initiatives over the next three years, and it is envisaged that Council will need to regularly review and refresh the programme as it rolls forward. As noted above many of the more significant elements will require significant capital funding and this needs to be tied into the Council's 10 Year-Plan cycle.

Options

14 This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.

15 Option 1 - Accept the implementation plan with its indicative time frames, quarterly reporting and note the budget restrictions.

Advantages:

- 16 Implementation of the work programme will be coordinated and integrated.
- 17 Early scoping of works will identify budgetary or other constraints.
- 18 Progress is measurable

Disadvantages:

- 19 Exact delivery dates are not identified.
- 20 Option 2 - Defer the implementation plan until all projects have been fully scoped, including budgets, resourcing and identification of constraints.

Disadvantages:

- 21 This will cause delays to producing a plan for implementation, and push delivery of physical projects further back due to possible budget issues.

Advantages:

- 22 The implementation plan will be fully detailed as it delivers a programme that addresses the Council's adopted strategy and provides a framework for Council and the Community to see the changes planned by Council to address transport issues around the Centre.
- 23 This report recommends **Option 1** for addressing the matter.

Significance and Engagement

- 24 This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy because the overarching Strategy (Queenstown Town centre Transport Strategy) has previously been adopted (December 2015).

Risk

- 25 The report to the December Council meeting described the risk associated with the strategy as relating to

"the strategic risk SR1: Current and future development needs of the community (including environmental protection), as documented in the Council's risk register. The risk is classed as high. This matter relates to this risk because it is fundamental to the future performance of the transport system."

- 26 This report is a key element in the management of the risk because it provides governance oversight of the strategy impacts.

Financial Implications

- 27 The implementation tasks are included up to \$150,000 per annum from the 10-Year Plan with the Melbourne/Henry Street item being separately funded at

\$420,000 in the 2016/2017 Annual Plan. Sub projects that exceed these provisions will be brought back to Council.

Council Policies, Strategies and Bylaws

28 The following Council policies, strategies and bylaws were considered:

- a. Significance and Engagement Policy
- b. Queenstown Town Centre Transport Strategy 2015

29 The recommended option is consistent with the principles set out in the named policy/policies.

30 This matter is included in the 10-Year Plan/Annual Plan through the provision of \$150k per annum / \$420,000 2016 / 2017. The business case work set out in the strategy may result in changes to the 10-Year Plan, which would generally be addressed in the development of the 2018-28 10-Year Plan.

Local Government Act 2002 Purpose Provisions

31 The recommended option:

- a. Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by planning and implementing transport improvements for the Queenstown town centre.;
- b. Can be implemented initially through current funding under the 10-Year Plan and Annual Plan;
- c. Is consistent with the Council's plans and policies; and
- d. Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

Consultation: Community Views and Preferences

32 The persons who are affected by or interested in this matter are the district's residents and businesses, and visitors to the district.

33 The Council has undertaken public consultation over the strategy. This is detailed in the report on the strategy to Council's December meeting.

Attachments

- A Implementation Plan
- B Transport Strategy Summary January 2016

**QUEENSTOWN TOWN CENTRE
TRANSPORT STRATEGY**

The next steps

INTRODUCTION

In December 2015 the QLDC adopted its Queenstown Town Centre Transport Strategy (TCTS). The purpose of this strategy is to address the pressing transport related issues that are impacting on the Town Centre Network, the accessibility/use, and enjoyment of the Town Centre as a visitor destination, and as a key retail and entertainment centre for the District.

The overriding goal of the strategy is to:

Preserve and improve residential and visitor enjoyment of the town centre by reducing congestion and leading a necessary shift away from reliance and private cars.

The plan builds on four key initiatives to change the transport network, and these have a series of actions, plans and proposals that will flow from these. Some have been implemented, others are well scoped, and still others are ideas that will over the next three years be developed for implementation.

The plan will also continue to be regularly reviewed and new ideas will be brought forward for consideration.

A WIDE WAKATIPU CONTEXT

Getting the Town Centre operating more effectively is a key focus for Council, and it is fundamental to the quality of the experience for the visitors and residents alike.

However, the Council and the community recognise that the Town Centre is part of a wider network, and that many of the challenges faced by the Town Centre derive from a variety of other sources. These include the concentration of visitor traffic generated by incoming visitors, rental vehicles and coaches, the geographic limitations that force traffic in to and through the Centre, even if they simply want to bypass it, and the rapid increase in the quantum of people wanting to use the centre for employment or enjoyment.

The Council is working with its partners in NZTA, the Otago Regional Council, Queenstown Airport and others to address some of the wider transport issues and opportunities. These will inform and particularly shape some of the actions outlined in this plan. Equally, TCTS provides a go forward plan to coordinate and prioritise Council's actions for the Town Centre in an integrated manner, that provides other parties a strong message about the approaches being adopted by Council.

BEING PROACTIVE: TRIALLING OPPORTUNITIES

One of the underlying principles of the TCTS, is the need to shift our reliance as a community on traditional modes of transport, and traditional approaches to solving the issues. This plan will see Council trialling some solutions (such as seasonal parking changes), and introducing some ideas (new cycling connections to the Town Centre) that are both different, and aimed at providing the incentives to encourage residents and visitors alike to use different modes. Some trials may be successful and others will be by nature temporarily but they are all endeavouring to improve accessibility, to the centre and the experience we have once we are there.

THE PLAN IS NOT A BLUEPRINT

What the Council has adopted is a pragmatic plan to implement change. Many of the initiatives identified will be subject to detailed analysis, funding and testing. What might prove to be a solution may change, though the outcome the Council is seeking to achieve won't.

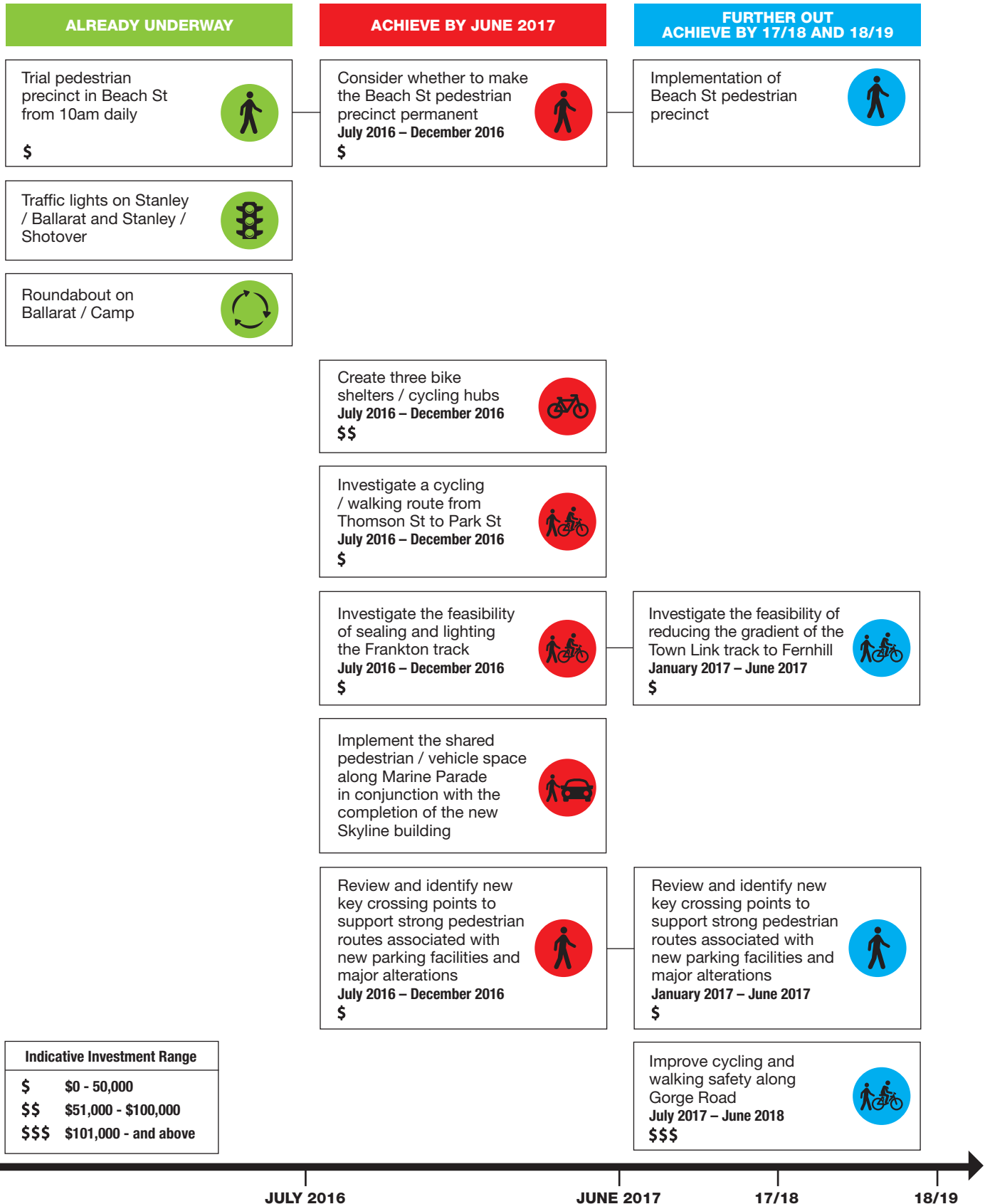
Equally some key actions can be easily implemented, others will require significant operational changes and still others capital funding through the Council Long Term Plan. This plan, and the work programme associated with it, will provide Council guidance to the priorities for funding the future implementation.

FEEDBACK

As part of his programme Council will need to work closely with residents, landowners and businesses in the Town Centre and immediate surroundings. We will endeavour to continue to inform and seek feedback on ideas, so that the Council's initiatives are well understood. However, the Council is well aware that transport is a contentious issue and that it may not be able to always achieve agreement or consensus. The Council is however committed to seeking feedback and working with a variety of stakeholders and interest groups in the interest of delivering comprehensive – well understood change.

The town centre will be a friendly environment for pedestrians, with shared spaces and better connections

We recognise that safe, pleasant and easily accessible retail and streets support a vibrant and interesting retail core. This series of works looks at improving the pedestrian experience for locals and visitors alike.



Encourage more drivers to leave their vehicles outside the town centre, reducing congestion in the inner streets

Parking in the town centre needs to accommodate a combination of needs, including short-term shoppers, workers (local and commuters) and visitors looking for all-day or longer-term parking. We also need to provide larger parking spaces for over-sized vehicles like campervans, minibuses and coaches.

The size of our town centre makes it easy to walk around. Creating better located and functional parking facilities on the edge of the town centre will make parking easier for drivers while making the centre a more pleasant area.

The Council intends to be more flexible with parking resources, both through seasonally based rules that reflect changing demand and through the use of technology to optimise user experience and accessibility.

ALREADY UNDERWAY

ACHIEVE BY JUNE 2017

FURTHER OUT ACHIEVE BY 17/18 AND 18/19

60 extra parks for the public available in Church St, offsetting other lost spaces



Look at options for a new carparking building on the edge of the downtown area
July 2016 – December 2016
\$



Construction of new dedicated carparking building
July 2017 – June 2018
\$\$\$



Provide improved parking for larger campervans in the Boundary St carpark
July 2016 – December 2016
\$



Provide improved parking for larger campervans in the Boundary St carpark
July 2016 – December 2016
\$



Campervans discouraged from the town centre
July 2016 – December 2016
\$



Campervans discouraged from the town centre
July 2016 – December 2016
\$



Seasonal time limits on some inner city parks to enable short pick up / drop off
July 2016 – December 2016
\$



Seasonal time limits on some inner city parks to enable short pick up / drop off
July 2016 – December 2016
\$



Investigate setting up a transport improvement fund, using some of the revenue from increased parking fees
July 2016 – December 2016
\$\$



Investigate smart meters and mobile applications to improve parking information and space management



Indicative Investment Range

\$	\$0 - 50,000
\$\$	\$51,000 - \$100,000
\$\$\$	\$101,000 - and above

JULY 2016

JUNE 2017

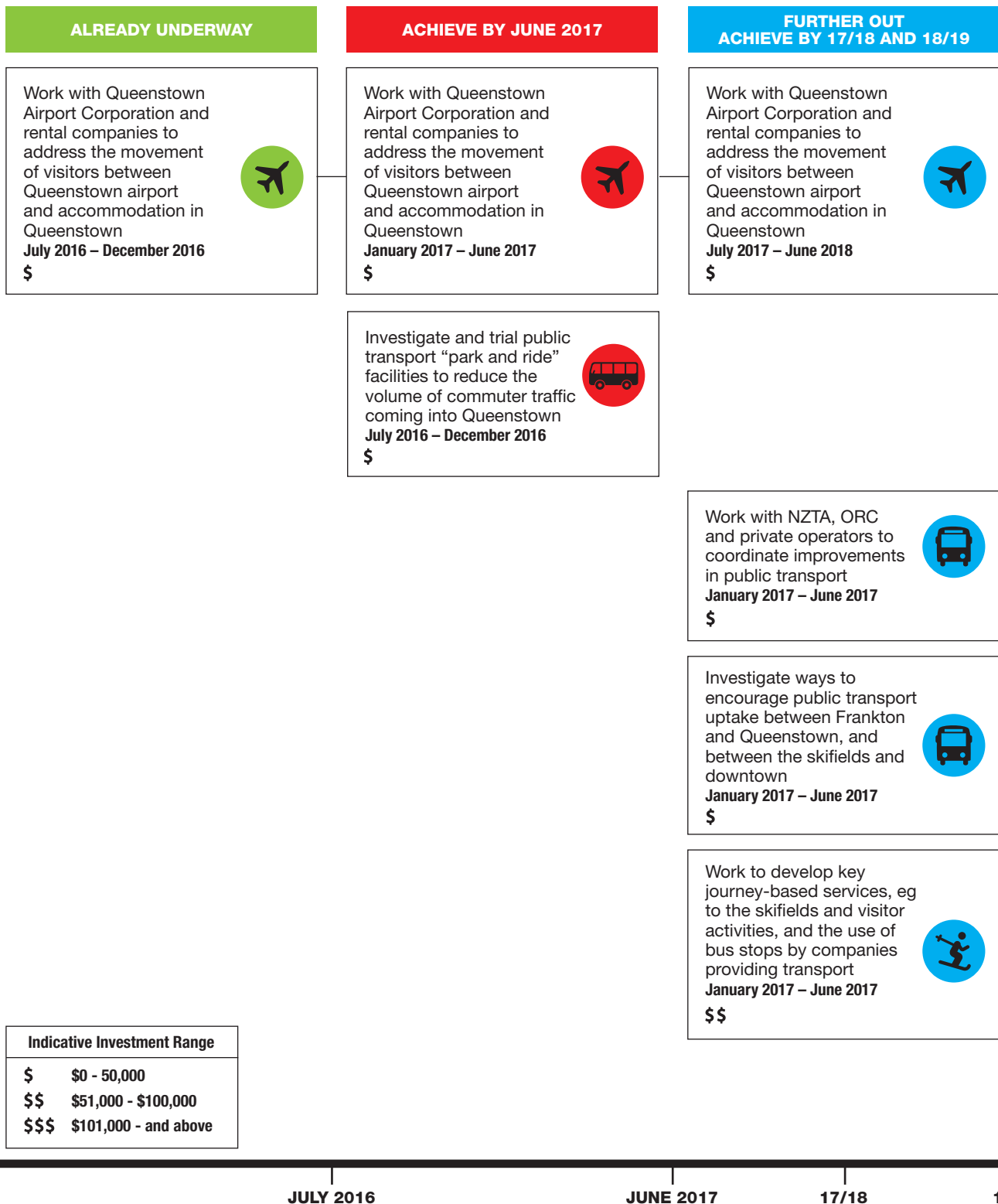
17/18

18/19

Public transport patronage increases

Improving choice of transport modes is a key element in reducing dependency on cars. This needs to include improved bus services and the possibility of enhanced water-based services, while also recognising the emergence of other high capacity types of transport in the future.

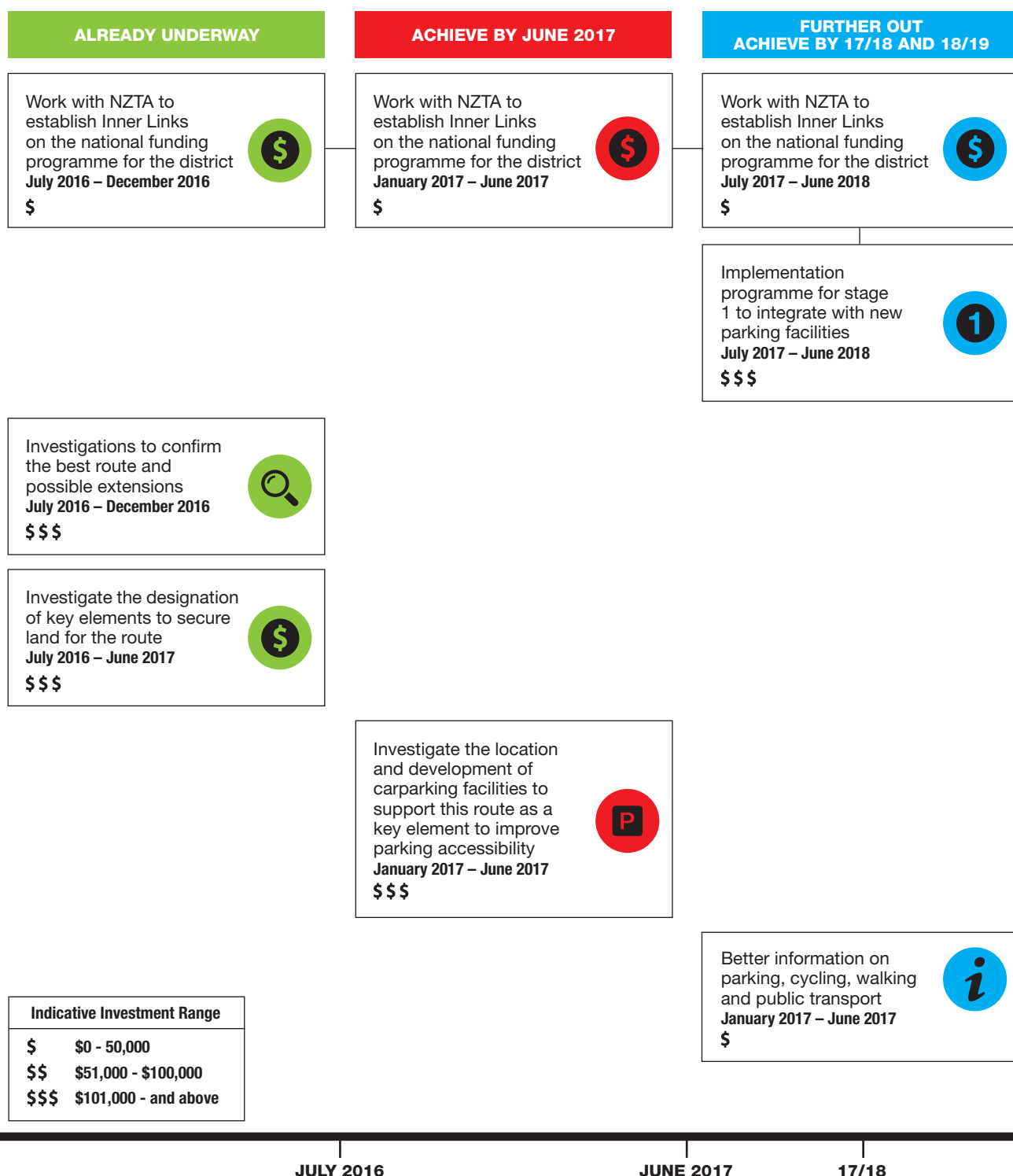
The plan needs to address elements of price, convenience, frequency and reliability to encourage public transport use. This will require us to work closely with both NZTA and the Otago Regional Council. The plan will seek to ensure that future public transport options are attractive to residents and visitors.



Create a through-route between Melbourne and Henry Sts to improve access to future parking and a transport hub in Ballarat St

Connecting Melbourne and Henry Sts forms part of the final stage of the Inner Links project. It provides for improved road corridors to Glenorchy, Frankton and Fernhill, away from the retail and pedestrian core of the town centre.

The first stage will look to connect Melbourne and Henry Sts and a new intersection configuration between Gorge Rd and Man St. The latter is some years away. The development of these routes also provides a clear periphery to the town centre, along which to consider the location of new parking facilities.



Developing an integrated planning approach to transport

Transport, land use, employment and travel flows are strongly interlinked. Similarly, the localised issues in the town centre are influenced by – and influence – activity elsewhere in the roading network. In the same way, the development of major facilities such as a new high school can dramatically impact traffic flows.

The Council is working with the Otago Regional Council, NZTA, the Queenstown Airport Corporation and other stakeholders to improve integrated planning for the town centre and elsewhere across the district.

ALREADY UNDERWAY

ACHIEVE BY JUNE 2017

FURTHER OUT ACHIEVE BY 17/18 AND 18/19

Developers are encouraged to incorporate provision for alternative transport options and modes to reduce vehicle dependency
Ongoing



Provisions for parking in the Proposed District Plan are reviewed to ensure consistency with the Council's overall intentions for transport
June 2017



New parking provisions are notified for submission in the District Plan
July 2016 - June 2017



Current and future Special Housing Area (SHA) proposals specifically address transport solutions to provide for a wide range of modal choice
Ongoing



Ensure that the Queenstown Town Centre Transport Strategy's objectives and outcomes are reflected in wider transport strategy documents created by QLDC and our partner agencies for the Wakatipu Basin and the Public Transport Network Plans



Ensure that the Queenstown Town Centre Transport Strategy's objectives and outcomes are reflected in wider transport strategy documents created by QLDC and our partner agencies for the Wakatipu Basin and the Public Transport Network Plans



Indicative Investment Range

\$	\$0 - 50,000
\$\$	\$51,000 - \$100,000
\$\$\$	\$101,000 - and above

JULY 2016

JUNE 2017

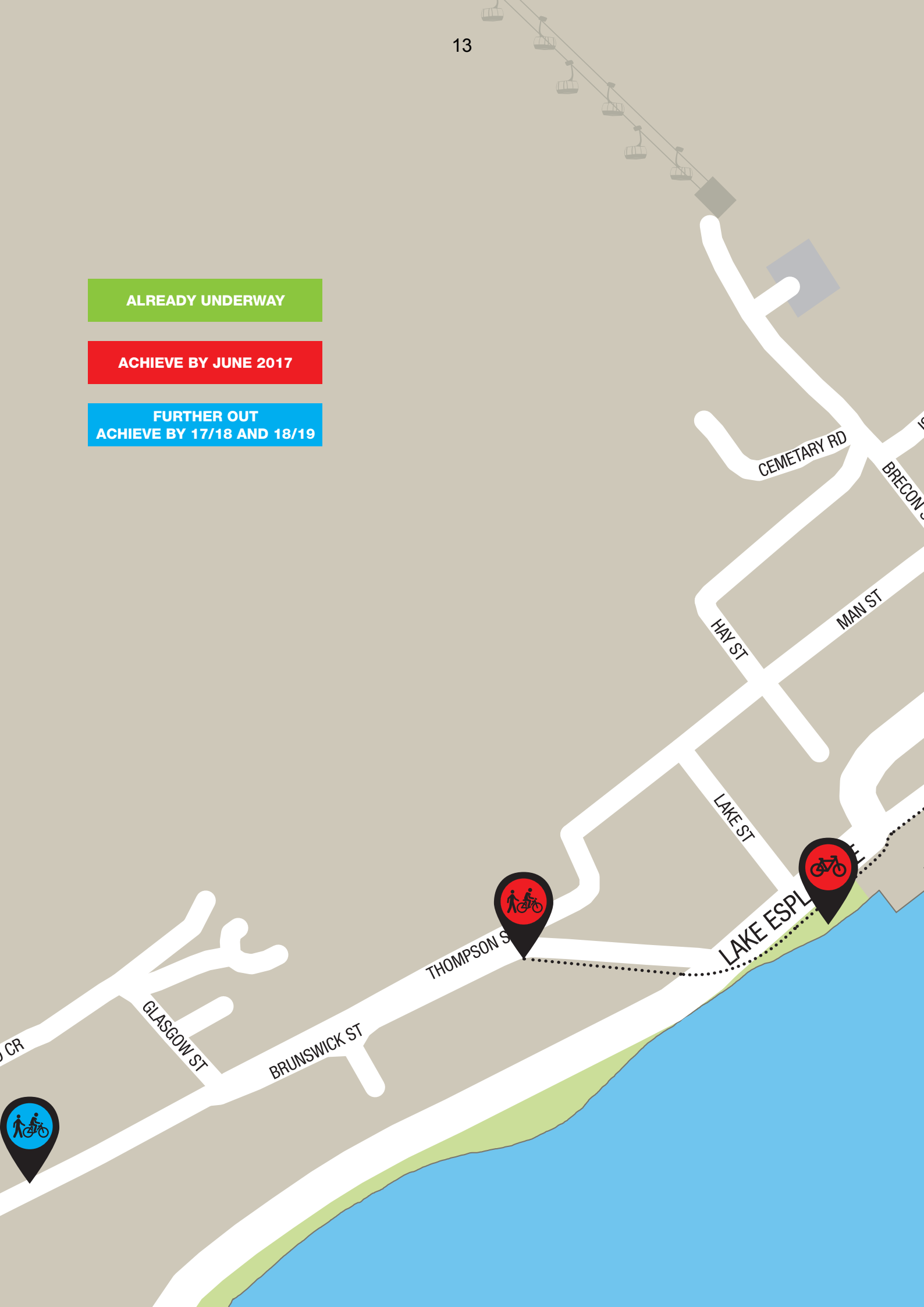
17/18

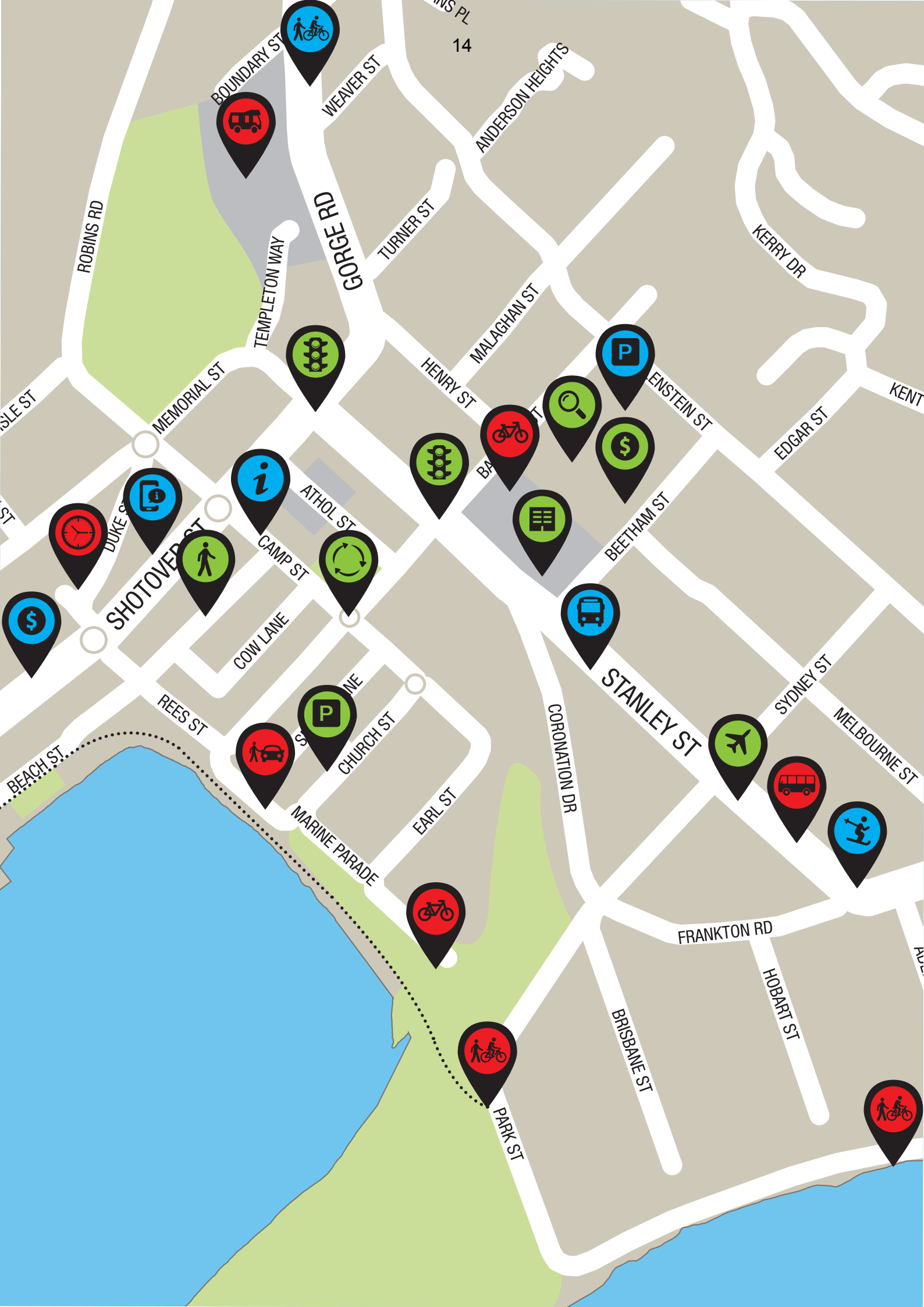
18/19

ALREADY UNDERWAY

ACHIEVE BY JUNE 2017

FURTHER OUT
ACHIEVE BY 17/18 AND 18/19





Keep an eye on the QLDC website,
Facebook page, Twitter feed and our
Scuttlebutt newsletter for updates



SUMMARY

FOUR INITIATIVES
will lead the strategy
implementation

Make the town centre
better for pedestrians
with shared spaces and
improved connections

Remove on-street
parking in the town
centre and provide
parking at the edge

Connecting Melbourne and
Henry Street to improve
access to future parking and a
transport hub in Ballarat Street

Support and improve
public transport with
measures that include more
controls on parking

QUEENSTOWN TOWN CENTRE TRANSPORT STRATEGY

Preserve and improve resident and visitor enjoyment of the town centre by reducing congestion and leading a necessary shift away from reliance on private cars.

Improving transport choices in and around Queenstown

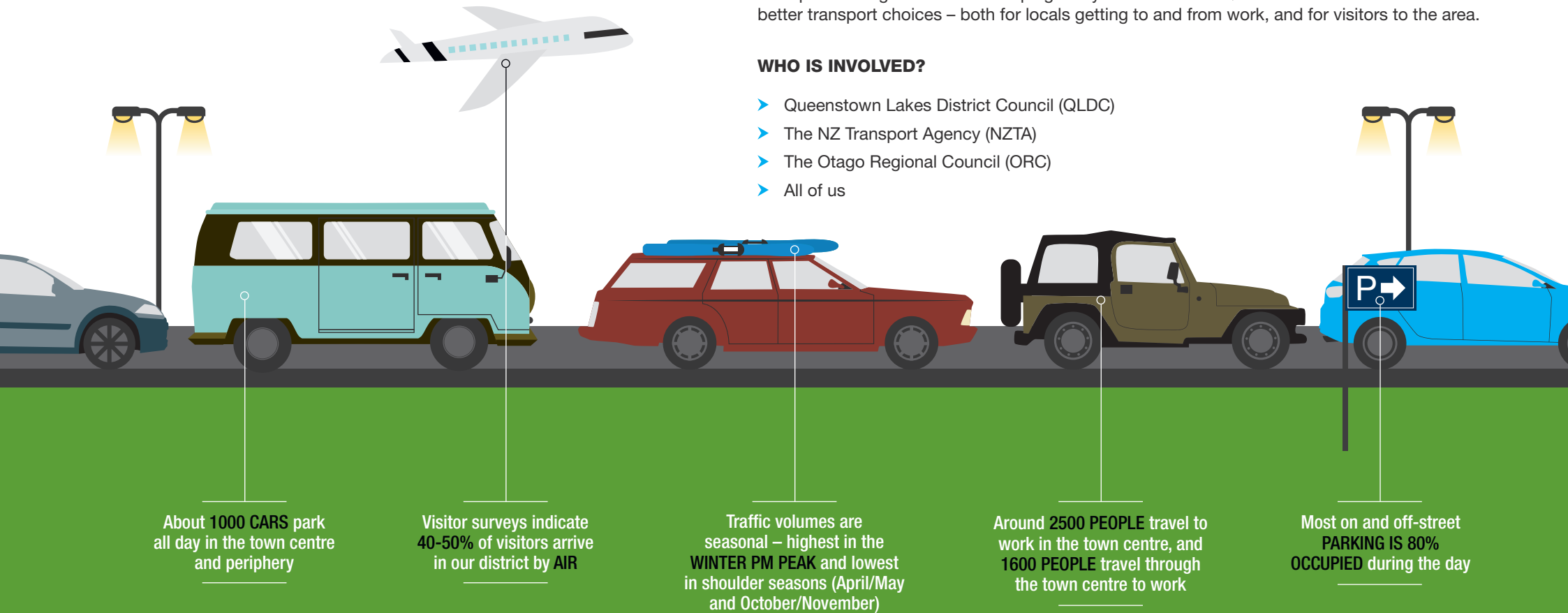
Cars are overwhelming our downtown roads and this is impacting on the enjoyment of our town and the health of our environment. We envisage a town centre that is easily accessed in many ways, with limited and expensive car parking (reflecting the true value of the space) and well connected routes for walking and biking. Our actions will make alternative modes convenient and the private car the last choice for many trips.

To help reduce the growth of numbers of cars on the road we are working to make it easier for people to use other means of transport.

Transport strategies are about keeping an eye on the future. Queenstown will offer more and better transport choices – both for locals getting to and from work, and for visitors to the area.

WHO IS INVOLVED?

- Queenstown Lakes District Council (QLDC)
- The NZ Transport Agency (NZTA)
- The Otago Regional Council (ORC)
- All of us



Roads, roadsides and pathways are about so much more than cars

Infrastructure that lets you drive, walk, bike and take the bus includes footpaths, roads, tracks, bus shelters and street lights.

- Queenstown will be better for people on foot, with more shared spaces and pedestrian-only areas
- Creating better and safer cycling routes to and through the town centre, linking with the Queenstown Trails network
- Improving key intersection problem spots in town



Parking and facilities need to work for all types of transport

We plan to keep the number of parks at the same level as 2015, and make better use of existing parking spaces.

- Revenue from parking will go directly into improving transport choices
- Parking must be reliable and easy to access; and include parking for bikes and vehicles
- Parking changes and developments must be safe and simple for all road users, cyclists and pedestrians; making the town centre more attractive and useable

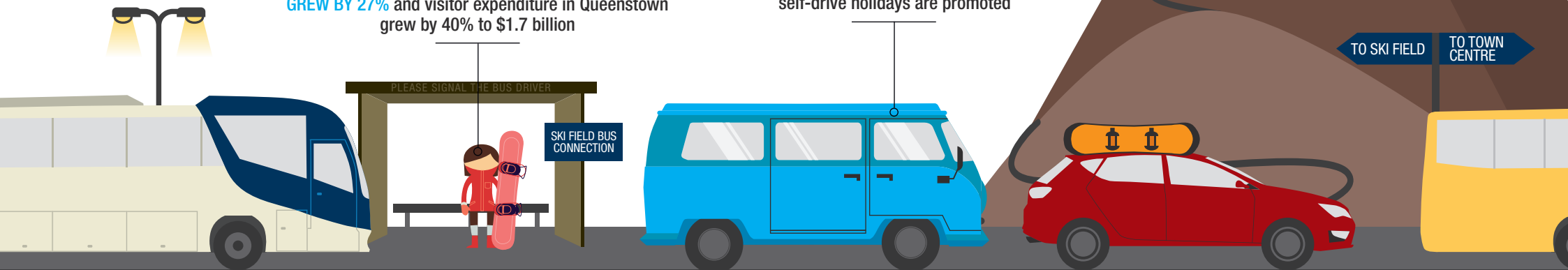
Transport information will be clearer and more accessible

Making it easier for people to see their transport options with accurate, easily accessible information.

- Working with transport providers to help them share information and create an effective transport operation
- Improving bus stop information and service signs, and one-way street information
- Provide clear parking information

From 2011 to 2015 the number of **DOMESTIC AND INTERNATIONAL VISITOR ARRIVALS TO QUEENSTOWN GREW BY 27%** and visitor expenditure in Queenstown grew by 40% to \$1.7 billion

There are also **MORE FREE INDEPENDENT TRAVELLERS (FITS)** touring New Zealand as self-drive holidays are promoted



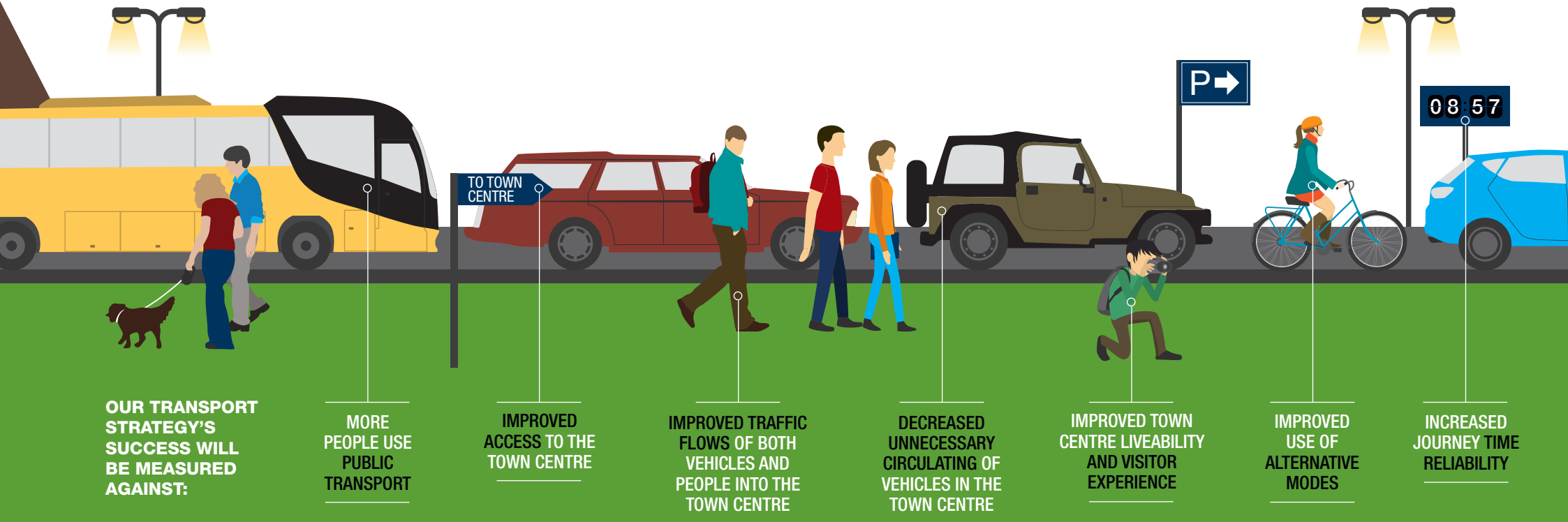
Public transport services are an easy option for some routes

Working with the Otago Regional Council on its review of public transport.

- Motivate commuters to use public transport
- Work to influence visitors and commuters' travel decisions
- Working on ways to encourage visitors to use public transport on some key routes – such as from the airport to the town centre; and from town to the skifields

Principles of QLDC transport strategy

- Provide an attractive town centre for people and businesses, with good transport connections for a variety of travel types
- Use what we have well, and improve upon it for greater use of cycling, walking and public transport including ferries
- Facilitate freight movement as it is a critical part of the district's economy
- Recognise the impact that changes to town centre transport have on the wider district
- Acknowledge that quality transport choices are important to the health and wellbeing of our community and environment



What's coming up first in Queenstown transport improvements?

21

- A programme to deliver more pedestrian friendly streets, starting with Marine Parade and Beach Street
- Improved roads - including arterial routes - for cyclists, pedestrians and vehicles
- Key intersections are safer and easier to use including Stanley/Shotover Streets and Stanley/Ballarat Streets
- Carparking controls to support public transport improvements and to ensure better shopper and visitor access
- Progress the connection between Melbourne and Henry Street to support access to additional carparking and a bus hub on Ballarat Street



Keep an eye on the QLDC
[WEBSITE](#), [FACEBOOK](#) page,
[TWITTER](#) feed and our
[SCUTTLEBUTT](#) newsletter
 for updates

