

BEFORE THE QUEENSTOWN LAKES DISTRICT COUNCIL

IN THE MATTER of the Resource Management Act 1991

AND

IN THE MATTER Plan Change 50 (Queenstown Town Centre Zone
Extension) to the Queenstown Lakes District Plan

STATEMENT OF EVIDENCE OF DON MCKENZIE

1. EXECUTIVE SUMMARY

- 1.1 My evidence summarises a number of assessments I have undertaken in the course of assessing the transport and parking elements of Plan Change 50 (PC50).
- 1.2 A key guiding principal behind the proposed Plan Change is the integration of sustainable travel modes into the development of the site. In addition to numerous health and amenity benefits, there are two main transport benefits which can be achieved through this approach.
- 1.3 The first is that by providing for and actively promoting alternative transport modes, reliance on private car use can be reduced. This will reduce the demand for parking, and allow for a more efficient use of the land available.
- 1.4 Secondly, this approach will also reduce the number of vehicles travelling to and from the area, which will minimise any effects on the road network.
- 1.5 To support this approach, a comprehensive parking management strategy will be required. Such a strategy will need to incorporate the whole of the town centre, not just the plan change area. In assessing the various potential activities which may be developed within the PC50 area, I have recommended appropriate parking requirements for each activity type. These include both minimum and maximum rates of provision.
- 1.6 I have assessed the traffic volumes which can be expected from likely development scenarios, and these have been analysed using the Council's Inner Links traffic model.
- 1.7 On the basis of this modelling I have concluded that the additional traffic that will potentially be generated as a result of the Plan Change can be readily accommodated on the Queenstown road network.
- 1.8 Overall, I am able to conclude that the traffic and parking management approaches upon which Plan Change 50 is based are consistent with current and ongoing Council strategy.

2. INTRODUCTION

- 2.1 My full name is Donald John McKenzie. I am a Chartered Professional Engineer and hold a Bachelor degree in Civil Engineering from the University of Canterbury. My experience includes an appointment as a Traffic Research officer with the Land Transport Division of the Ministry of Transport during which period I was responsible for several projects involving accident research, traffic surveys and preparation of research reports and papers. Since 1991 I have been employed as a Traffic Engineer by the firm of TDG practicing as a traffic engineering specialist where I have provided traffic and transportation consulting services to a wide variety of clients across the country within the private sector, local government and central government agencies.
- 2.2 I have been involved in a wide range of traffic engineering and transportation planning matters in and around Central Queenstown for the past 15 years. From a technical and professional perspective I have undertaken assessments of transportation effects of numerous land-use developments along Man, Thompson and Brecon Streets near the Lakeview site including hotels, apartment buildings, and residential sites as well as being involved in the traffic assessment and design details for the Man Street carparking building. Our firm TDG has also undertaken an array of transportation, parking and traffic modelling studies on behalf of the Council dating back over 20 years.
- 2.3 In 2004 I was commissioned by Council's project manager for the initial consideration and masterplanning of the Lakeview integrated development site.
- 2.4 My involvement in the current Plan Change process on behalf of the Council has involved strategic level transport input to the Masterplan, consideration of Town Centre transport strategies and detailed consideration of parking, access and multi-modal transport connections with the Town Centre. I have prepared an integrated transportation assessment ("ITA") for the Lakeview Plan Change as it was described by Mr Speedy, as the project has progressed the neighbouring site at 34 Brecon Street and the Isle Street blocks have been incorporated into the Plan Change area. As a result I have also prepared addenda to the ITA, which consider the effects of including these further blocks of land.
- 2.5 I have read the Code of Conduct for Expert Witnesses outlined in the Environment Court's Consolidated Practice Note (2011) and have complied with it in preparing this evidence. I also agree to follow the Code when presenting evidence to the Council. I confirm that the issues addressed in this brief of evidence are within my area of expertise and that I have not omitted to consider material facts known to me that might alter or detract from my opinions.

3. SCOPE OF EVIDENCE

- 3.1 In this matter, I have been asked by Queenstown Lakes District Council to investigate and assess the traffic implications of the proposed Plan Change 50 (Lakeview). My evidence which follows considers the transportation outcomes and nature and scale of effects on the local transport environment that would occur as a result of the expansion of the Town Centre zoning as proposed by the Plan Change. These broadly centre on the effects of additional vehicle trip generation, re-routing of goods vehicles, additional parking supply and road safety.
- 3.2 My evidence relates to the level of traffic and transportation effects which can be expected as a result of the proposed Plan Change, and focusses on the following key areas:
- (a) The ability of the site to accommodate appropriate access facilities for all travel modes;
 - (b) The ability of the adjoining local roads to accommodate expected traffic volumes, pedestrians and cyclists with appropriate levels of safety and amenity; and
 - (c) Consideration of the integration of site-generated parking demands and access movements to and from the site with the adjoining parts of the Town Centre zone and transport network.
- 3.3 By way of a summary of my evidence and the detailed ITA forming part of the Plan Change application, my detailed analyses and assessments enable me to conclude that proposed Plan Change 50 (Lakeview) is able to be established in a manner that will enable all the parking and traffic demands to be accommodated and integrated within the surrounding transport network of Central Queenstown, without compromising the function, capacity or safety of the surrounding road network. The Plan Change will allow good connectivity with the wider network, and appropriate facilities to promote a high level of walking, cycling and public transport access. With the inclusion of appropriate additions to the roading and pedestrian networks, I have assessed that there are no identifiable transport related issues that would prevent the proposed Plan Change being adopted.

4. THE PLAN CHANGE

- 4.1 The Plan Change has been described in detail by Mr Speedy of the Queenstown Lakes District Council. From my transportation planning and traffic engineering perspective the key elements of the Plan Change include:
- (a) Extension of the existing Town Centre Zone to nearby blocks of other urban land;
 - (b) Creation of a new Town Centre sub-zone including appropriate site and zone standards addressing access and parking standards;
 - (c) The proposed zoning could accommodate visitor accommodation, high-density residential accommodation, and commercial activities including retail, hospitality and public recreation space;
 - (d) Provision for a possible convention centre as a Controlled Activity ; and
 - (e) Two additional parts to Town Centre sub-zone beyond the main Lakeview site – one referred to as the Isle Street sub-zone which will enable residential, visitor accommodation and commercial activities; and the second referred to as the Beach Street sub-zone, which is an existing block that accommodates a large visitor accommodation activity adjacent to Beach Street.
- 4.2 Further details of the proposed sub-zones proposed within the Plan Change are included in the evidence of Mr Speedy and other witnesses.

5. THE SITE

- 5.1 The site and its surroundings have been described some detail within the ITA submitted in support of the Plan Change application. I will not repeat those general descriptions, but will add some further detail which is of particular relevance from a traffic perspective.
- 5.2 In Appendix A I include a plan showing the Lakeview site in the context of the surrounding road network, including the road hierarchy as described in the District Plan.
- 5.3 The site is located adjacent to, or in the vicinity of, a number of collector and arterial roads. Notably, Thompson Street is classified as a collector road, and runs along the southern boundary of the site. Brunswick Street, also a collector road, connects to the Beach Street – Shotover Street arterial corridor.
- 5.4 To the north-east the Camp Street – Robins Road collector corridor runs along the side of the proposed Isle Street sub-zone. The site is well located in terms of access to the strategic road network.
- 5.5 The following photographs show typical sections and notable features of the roads surrounding the site. The intersection of Glasgow Street, Thompson Street and Brunswick Street is shown in Photograph 1 and Photograph 2.



PHOTOGRAPH 1: GLASGOW ST VIEWED FROM THOMPSON ST



PHOTOGRAPH 2: THOMPSON ST (CENTRE) AND BRUNSWICK ST (RIGHT) LOOKING NORTH-EAST



PHOTOGRAPH 3: THOMPSON ST LOOKING NE TOWARDS MAN ST



PHOTOGRAPH 4: CURVE AT EASTERN END OF THOMPSON ST

5.6 The intersection of Thompson and Man Streets is currently a give-way controlled T-intersection, with priority on the route between Man Street and the western access into the Lakeview site, as shown in Photograph 6.



PHOTOGRAPH 5: INTERSECTION OF MAN ST AND THOMPSON ST, VIEWED FROM THOMPSON ST



PHOTOGRAPH 6: INTERSECTION OF MAN ST AND THOMPSON ST, VIEWED FROM MAN ST (SITE ACCESS AT RIGHT)



PHOTOGRAPH 7: HAY ST VIEWED FROM MAN ST, LOOKING NORTH



PHOTOGRAPH 8: INTERSECTION OF HAY ST AND ISLE ST, VIEWED FROM ISLE ST (SITE ACCESS AT RIGHT)



PHOTOGRAPH 9: EASTERN END OF ISLE ST



PHOTOGRAPH 10: BRECON ST NORTH, WITH INTERSECTION OF ISLE ST AND CEMETERY RD AT LEFT

- 5.7 Photograph 9 shows that the current Isle Street carriageway on its eastern approach to Brecon Street is somewhat narrow, with the carriageway width restricted to only 4.5m – effectively a single lane – as it curves around the northern side of the large Wellingtonia tree. Cemetery Road intersects with Brecon Street immediately north of Isle Street. The intersection of these three roads is shown in Photograph 10.

6. WALKING AND CYCLING

- 6.1 A key guiding principal behind the proposed Plan Change is the integration of sustainable travel modes into the development of the site. To this end, I have assessed the site and its likely development in terms of accessibility to sustainable travel modes, and not just private motor vehicles.
- 6.2 The furthest or south-western end of the site lies within a kilometre or approximately 10-12 minutes' walk of the town centre, while the north-eastern portion of the sub-zone is located very close to the Town Centre or within a walking time of just under a minute. As such, I have assessed that both walking and cycling are practical and convenient means of transport between the site and the current town centre.
- 6.3 I have assessed the ability to walk and cycle to the wider Queenstown area, and my Appendix B shows the distances that can be walked and cycled within a few minutes of the site. Of note, the majority of central Queenstown is within a 15 to 20 minute walk of the site, and many of the outer suburbs are within a 15 to 20 minute cycle ride.
- 6.4 Given the nature of the expected activities on the site and topography of the wider Queenstown urban area I expect that cycling will have only a small modal share of the trips generated from the future Lakeview development facilitated by the Plan Change. Notwithstanding these external constraints to cycle activity, consideration has been given within the masterplanning of the Lakeview site to enable convenient cycle access for those future staff or visitors to the site to adopt this travel mode should they choose to do.
- 6.5 Walking, however, has in my opinion the greatest potential to be a key travel mode for future staff and visitors to the Lakeview site. The Skyline Gondola at the north end of Brecon Street is already a major attractor of pedestrian traffic from the Town Centre who typically follow a route incorporating the footpaths along the upper end of Brecon Street leading from the gondola terminal, the Brecon Street steps adjacent to the Sofitel Hotel and the southern end of Brecon Street which together provide a direct and high-quality connection to the heart of the Town Centre. This well-established and extremely popular walking route passes along the eastern end of the Lakeview site and would provide one of a number of high quality walking connections to and from the Lakeview site.
- 6.6 In addition I have also identified a number of other route options for pedestrians moving between the sub-zone and the Town Centre, and have shown these on a plan at Appendix C.
- (a) Hay Street Steps – at the western end of Shotover Street near the intersection with Beach Street the existing set of steps extends through the vegetated reserve providing access to the southern end of Hay Street;

- (b) Thompson Street Path – an existing sealed path connects the eastern end of Thompson Street with Brunswick Street;
- (c) Brunswick Street Footpath – the existing footpath along the southern side of Thompson Street connects with the existing footpath on the southern side of Brunswick Street via two flights of steps. The Brunswick Street footpath then continues along the southern edge of the carriageway connecting through to Lake Esplanade; and
- (d) Man Street Carpark – while it is not a public right-of-way, members of the public can informally travel on foot between Man Street and Shotover Street via the Man Street car park where both lifts and stairs enable movement from the Man Street level to the Shotover Street footpath below.

- 6.7 These connections provide a range of direct walking links along the length of the site to and from the existing Town Centre, and create the potential for walking to become a significant travel mode in relation to the site.
- 6.8 To support and maximise pedestrian movement between the Town Centre and Lakeview, there are two key features that should be incorporated within both the Plan Change itself as well as within Council's overall Town Centre transport strategy, which is currently being updated and to which Mr Mander refers in his evidence.
- 6.9 I recommend that a pedestrian way-finding strategy be included in the detailed design and planning for this site. This should include consistent references to "Lakeview" or another similar naming convention within the way-finding signage to be adopted in support of the Plan Change and future development within the site. This should link into other existing tourist signage and way-finding facilities (e.g. that associated with the Gondola) and could be enhanced from the various current yellow and 'white on brown' finger boards. The way-finding strategy should also be embraced within the forward consenting and design/development of activities within the Lakeview and adjoining sub-zones. I have recommended that directional/way finding assessments be incorporated within the consent requirements for the sub-zone and these are proposed by way of Controlled Activity Rule 10.6.3.2(i) for buildings in the Isle Street sub-zone and Controlled Activity Rule for buildings 10.6.3.2(vi) for the Lakeview sub-zone. Further, for visitor accommodation in the Lakeview sub-zone, the provision of adequate parking and the extent to which pedestrian connections can be further formulated are matters of control (Rule 10.6.3.2(iv)). For convention centres in the Lakeview sub-zone I have recommended the incorporation of a Travel Plan and the assessment of effects on the transportation network (Rule 10.6.3.2(vii)).

- 6.10 A travel plan is a long term strategy which encourages sustainable alternatives to single-occupancy car use for new and existing developments. It aims to manage transport impacts by establishing targets and identifying a number of measures to encourage sustainable travel. These may include initiatives such as car sharing, cycle parking, discounted public transport tickets, or end-of-trip facilities such as lockers and showers for those who walk, run or cycle.
- 6.11 By providing feasible alternatives to car travel, a number of potential benefits can be achieved for the local area. A key benefit is a reduction in car travel, which can reduce both network congestion and parking demand.

7. Public Transport Accessibility

- 7.1 The ITA has set out and assessed the provision of a number of bus routes which provide good connections to the Queenstown urban area, including Fernhill / Sunshine Bay and Frankton, as well as to the wider area including Arthur's Point, Arrowtown and Wanaka. The three scheduled bus routes which service Queenstown Town Centre stop or interchange at Camp Street, which is approximately 300m or 3 minutes' walk from the centre of the Lakeview site. Two of these bus routes pass closer to the site, along the Shotover Street / Beach Street and Shotover Street / Gorge Road corridors, which are within one to two blocks of the site or a 2-3 minute walk from the site frontage via the Hay Street or Brecon Street steps.
- 7.2 The change to Town Centre zoning, with the likely increase in movements to and from these blocks, has in my opinion the potential to both be supported by the local public transport network, and in return to support the increasing sustainability and growth of the network through increased demand for, and patronage of, public transport within Queenstown.
- 7.3 As described by Mr Mander the emerging update to the Queenstown Transport Strategy work is strongly supportive of additional means to promote public transport amongst the range of transport modes expected to serve employees and visitors to the Town Centre over the coming planning period.

8. TRAFFIC GENERATION

- 8.1 The Lakeview ITA and addendum reports incorporated assessment of the likely scale of traffic that is expected to be generated by the types of activity provided for within the Plan Change. This level of traffic generation beyond the Lakeview and adjoining sites was then also compared against the traffic generated by activities which could reasonably be developed on the site under the existing High Density Residential (“HDR”) zoning applying under the QLDC Operative District Plan.
- 8.2 I have assessed that full development of these land parcels as complying residential and visitor accommodation activities consistent with the existing HDR zoning could be expected to result in around 300 vehicle movements per hour at peak times. This excludes development on that part of the Council’s Lakeview holiday park which is expected to remain in place.
- 8.3 The Plan Change will create the framework for additional land uses and increased development density compared to what is provided for under the current HDR zoning. I have calculated that likely development under the Plan Change (including each of the proposed Town Centre sub-zones) over a 10-12 year period could increase traffic by up to approximately 290 vehicle movements per hour in the AM peak hour and 720 vehicle movements in the PM peak hour above what the HDR would generate. This calculation is based on indicative development scenarios for the sub-zones which are considered conservative scenarios for the life of the District Plan.
- 8.4 In order to assess the effects of this additional traffic, these volumes have been incorporated into the Queenstown Inner Links transportation model operated by Abley Transportation Consultants on behalf of Queenstown Lakes District Council. The future year horizon of 2026 was chosen as an appropriate assessment year so as to incorporate both the background growth of the surrounding parts of Queenstown plus allowing for likely development build-out and operation of the Plan Change sub-zones. The effect of the Lakeview and Isle Street sub-zone activity and development was compared against the 2026 baseline scenario of development as per current HDR zoning. As was noted in the ITA (Section 5) if the likely realisation of development potential within the Town Centre sub-zones is not realised within this timeframe then the external traffic effects identified and reported on in the ITA report will represent a conservative over-estimate.
- 8.5 The Plan Change / Inner Links traffic model includes the increased traffic volumes I have described above. The key outputs of the model are the plots which show the expected changes in traffic volumes on each part of the road network, and plots which describe the

Level of Service¹ which can be expected in each scenario. I have included these plots at Appendices D and E of my evidence, respectively.

- 8.6 The plots in Appendix D show that the PM peak is expected to see a greater increase in traffic volumes than the AM peak. The majority of this increase is expected to occur along the primary Man Street and Isle Street corridors, linking onto Camp Street, and then to Robins Road and Stanley Street. My assessment of the existing road network based on the modelling undertaken using the QLDC Inner Links model has, however, identified that the majority of these routes currently operate well below their practical traffic-carrying capacity. I have assessed that these projected increases in traffic volume, as a result of the likely realisation of development potential facilitated by the Plan Change, while large relative to the current traffic volumes, will not exceed the capacity of the road network. In particular, I do not expect any significant changes in performance on the road network as a result of this additional traffic. As can be seen from the LOS plots the differences in LOS as a result of the Plan Change are not significantly different from those of the baseline 2026 performance (i.e. that situation where development within the wider Lakeview area proceeds in accordance with the current HDR zoning)
- 8.7 The plots in Appendix E directly compare the baseline and 'with development' scenarios for the AM and PM peak periods. It is clear that in both peak periods the additional expected traffic does not cause any significant degradation in the network LOS of the routes surrounding and serving the Lakeview site.
- 8.8 It is important to note that the modelling was based on the likely development scenarios being fully developed by this future year. In my opinion, based on advice from development specialists within the QLDC team, while it is the objective of this Plan Change to realise the full potential of this part of the Central Area, the practical reality is that it will take more than the 12 years between now and 2026 to have the Lakeview site and adjoining sub-zones redeveloped and operational. In my opinion therefore, the modelling and resulting LOS plots conservatively overestimate the additional traffic and the related effects associated with the Plan Change. The rate of vehicle-based trip production arising from the activities likely to develop in the Lakeview site will be comparatively less compared to similar activities that may develop at more distant or fringe locations outside the central Queenstown, due in large part to the proximity of complementary activities which would generate walking trips rather than vehicle trips.
- 8.9 On this basis I have concluded that the additional traffic that will potentially be generated as a result of the Plan Change can be readily accommodated on the Queenstown road network.

¹ Level of Service (LOS) is a generalised measure of traffic network performance at both intersection and mid blocks based largely on intersection delay for intersections and travel speed for mid-block lengths.

9. PARKING

- 9.1 The parking provision strategy that I have assisted the Council in developing for the Plan Change draws in part on the current operation of the HDR zoning applying to the site (plus surrounding areas of Queenstown) as well as on the provisions currently applying to the existing parts of the Town Centre zone. I have discussed with Mr Mander the Council's aims under its proposed town centre transport strategy.
- 9.2 The Plan Change development philosophy is not to fully satisfy the unrestricted parking demand but to promote the effective and efficient shared use of existing transport and parking facilities with complementary strategies to promote other travel modes, so as to reduce the overall demand for travel and parking through, for example, co-location of complementary activities.
- 9.3 This approach specifically anticipates an integration of parking provision and management between the Lakeview site and the wider Queenstown Town Centre. This is a matter that has the potential to give effect to Council's current and planned Town Centre transport strategies to reduce the effects currently generated by large numbers of commuter traffic and growing kerbside parking numbers especially close to the Lakeview site.
- 9.4 I have given specific consideration within my analysis of the Plan Change to the wider street and transport network context of Queenstown in recognition of the pattern and scale of traffic and parking activity within the Town Centre area that I have observed and assessed in a number of ways over the past 10-15 years. This includes a much wider assessment of the pattern and scale of both on-site and kerbside parking activity, and not simply within the confines of Lakeview site. Such a whole-of-network approach is consistent with Council's wider transport strategies that look beyond a simple 'predict and provide' approach to transport infrastructure to a demand-managed transport system that promotes multiple travel modes and seeks to provide visitors to and residents of Queenstown with travel and parking choices.
- 9.5 With these factors in mind as well as identifying the excellent opportunity that the Plan Change provides for extension of a carefully managed Town Centre traffic and parking strategy into the Lakeview and adjoining sub-zones, the Plan Change will require residential activities occurring within the sub-zones to provide parking at a rate of one space per unit.
- 9.6 In the Lakeview sub-zone, for unit-type visitor accommodation no minimum car parking is to be required. Instead, a maximum is proposed of 1 space per unit up to 15 units and 1 space per 2 units thereafter for guests, plus a maximum of 1 space per 10 units for staff. In order to maximise the potential for sustainable travel modes especially the passenger transport modes, it is recommended that a minimum of 1 on-site coach park is provided

per 30 units. This will ensure that larger facilities, where tour groups would be expected to stay, will be able to adequately accommodate the buses on which those groups rely.

- 9.7 For commercial activities in the Lakeview subzone it is proposed to remove the minimum parking requirement, in line with the existing rules of the Town Centre zone. This approach within the Plan Change along with Council's developing and evolving transport strategy approach discussed by Mr Mander will in my opinion support a strong shared parking strategy whereby primary activity parking is able to be shared with the complementary activities within the sub-zone.
- 9.8 For a potential convention centre I have reviewed the requirements of the current QLDC District Plan as well as those from major urban centres around New Zealand. The QLDC requirement is for 1 visitor parking space for every 1 per 10m² of public floor area, or 1 space per 10 seats, whichever is greater. In major urban areas such as Christchurch, Wellington and Auckland, with much larger local catchments, much higher visitor car parking needs are generated with rates of 1 space per 3.5 – 4 people.
- 9.9 I note, however, that the trend of the past several years (if not longer) is that for the vast majority of conventions and conferences visitor numbers from the local catchment (within driving distance) are minimal. I anticipate that a convention centre within the Lakeview sub-zone would continue this trend, and I consider the adoption of 1 space per 10 persons or 1 space per 10m² of public floor area to be appropriate.
- 9.10 I have also recommended that there be a specific provision for a dedicated coach parking and pick up / drop off area associated with a convention centre activity, equivalent to the visitor accommodation coach parking requirements of the District Plan for room-type accommodation (hotels). I have assessed that a requirement for one coach parking space per 50 people the site is designed to accommodate would be appropriate.
- 9.11 For a hot pools development, which is defined as a commercial recreational activity in the District Plan, I have taken into account the higher levels of complementary, multi-use activity within the Lakeview sub-zone and the wider Town Centre parking facilities (both public kerbside and private, off-street facilities). It also reflects the highly integrated nature of the proposed sub-zone, and the range of anticipated visitor attracting activities.
- 9.12 I anticipate that a significant proportion of hot pools custom could be generated from the immediate vicinity of the site, both within the Lakeview sub-zone and the wider local residential and visitor accommodation catchment. With reference to the site location and good pedestrian access, there is potential for a significant proportion of hot pools customers to arrive on foot. On this basis, I have recommended a parking supply rate of 1 space per 5 people be applied, and this will be applied as a rule for all Commercial Recreational activities within the Lakeview sub-zone.

- 9.13 Due to the highly integrated nature of the proposed sub-zone, and its range of anticipated activities, I anticipate a strong shared parking strategy. Primary activity parking (say associated with the convention centre) should be able to be shared with the complementary activities within the sub-zone, e.g. tourism operators, cafés and restaurants, but will need to be managed in such a way as to ensure that sufficient parking is provided to balance on-site and off-site parking demands, as well as to provide an attractive destination for this important part of the Town Centre activity.
- 9.14 In this regard, and reflecting on the desire for the sub-zone to complement and reflect the activity of the Town Centre zone, a similar approach to parking has been adopted for these supporting retail and commercial activities as is adopted in the Town Centre zone. For these other retail and commercial activities that could develop at the Lakeview sub-zone, no minimum parking provision is required.
- 9.15 The parking preferences and patterns that I have observed within and surrounding the Town Centre include the adoption of the cheapest (free) parking option for commuter and long-stay parking, before paid parking options are sought by drivers. This is demonstrated by the high utilisation of free all-day kerbside parking along the current periphery of the Town Centre zone, for example Man Street, Gorge Road, Lake Esplanade and Hallenstein Street, while at the same time there remains available parking capacity within facilities such as the Earle Street and Man Street parking buildings.
- 9.16 I have assessed that the expansion of the Town Centre zone to include the Lakeview site has the potential to push this behaviour out beyond current locations further along Man Street and Robins Road/Gorge Road.
- 9.17 The Plan Change therefore looks not only to the parking responses that can be made within the proposed rules for activities within the sub-zones themselves, but also to give effect to other parking strategies and methods that Council will be advancing in parallel across the wider Queenstown area. Such an integrated approach to parking demand management is consistent with other central urban parking strategies where either no minimum or maximum parking levels are set as part of a wider package of transport strategy and travel demand management measures. In my opinion this is entirely appropriate for the Queenstown context, which combines both increased public transport and promotion of walking from more peripheral park areas to the central Queenstown attractions. The approach to parking adopted within the Plan Change will in my professional opinion ensure that parking is not managed in isolation at the site, or even just in the current Town Centre, but is addressed as the Council is currently doing, in a wider integrated transport system context. Mr Mander discusses and confirms this in his statement.

9.18 The Council's existing Wakatipu Transportation Strategy lists the following priorities:

- (a) Put in place information to tell people where parking is available;
- (b) Better management of short-stay parking; and
- (c) Long stay or commuter parking.

9.19 The Plan Change will in my opinion allow the development of a consolidated town centre and the efficient use of land resource and infrastructure, including parking resources.

9.20 I am therefore able to conclude that the emphasis on integrating sustainable transport modes is appropriate and with a policy of parking provision and management being developed across the wider Queenstown area, the parking demands of the proposed sub zones can be successfully and effectively managed.

10. LAKEVIEW SUB-ZONE SITE LAYOUT AND DESIGN

- 10.1 A concept layout within the Lakeview site has been prepared by Fearon Hay Architects and is included in the evidence of other witnesses appearing on behalf of the Council. The precise location and amount of parking to be provided, including on-street parking, can be monitored and regulated through the District Plan provisions and the resource consent process for certain activities to ensure that an adequate and coherent supply is provided and managed efficiently. I am satisfied that the site is fully capable of supporting an appropriate amount of parking for the intended activities.
- 10.2 A key part of the site layout is a new public road reserve extending Thompson Street into the site from the western end of Man Street (aligned at right angles to the Man Street carriageway) into the subject land; and an extension of Isle Street westwards into the site to connect with the above extension of Thompson Street. These additions to the road network will allow:
- (a) An interconnected network that provides alternative routes for emergency service access when required;
 - (b) Ability to manage specific parts of the network for specific movements or specific modes (e.g. pedestrian friendly areas);
 - (c) Efficient dispersal of traffic demands so that any one single access link is not over-loaded; and
 - (d) Effective layout of land development blocks each providing opportunity for activated road frontages and efficient access connections.
- 10.3 The combination of the Isle Street and Man Street extensions into the site will in my opinion also enable a better utilisation and efficiency of the limited number of road transport links within this part of Queenstown. In my opinion the Isle Street extension will enhance the effectiveness of the current network links as well as enabling enhanced walking and vehicular interconnectivity between the Lakeview site and surrounding areas.
- 10.4 A further roading proposal for which provision has been made in the Plan Change is the widening of the Thompson Street road reserve between Glasgow Street and Man Street, and the associated provision of a corner splay at the right-angle bend at the eastern end of Thompson Street. This feature and its associated wider “Man Street Bypass” concept has been the subject of discussion and debate and investigation for some 20 years, as has the possibility of linking the western end of Thompson Street to Lake Esplanade via the One Mile Roundabout.
- 10.5 Although the widening and corner splay are not in my professional opinion required in order to mitigate any transportation effects resulting from development as a result of the Plan Change, the opportunity has been taken to include these relatively minor boundary

changes in order to future-proof this part of the network and retain options for future network development including further provision for expansion of the Queenstown walking and cycling network.

- 10.6 I consider that the use of tour coaches and other passenger transport vehicles will be important in the strategy of minimising both vehicle movements and parking demand associated with the Lakeview sub-zone. As with the parking provision, no details to coach access and parking have yet been developed, however the provisions and rules proposed within the sub-zone in respect of activity and development standards are in my opinion sufficient to ensure that there are appropriate controls and physical provisions for tour coaches. The site is sufficiently large to accommodate the necessary access, manoeuvring and parking needed in support of the proposed activities, and I am satisfied that suitable designs can be developed which will accommodate the movement and parking of tour coaches to serve the site and the specific activities that may develop within the site in the future.

11. SUBMISSIONS AND FURTHER SUBMISSIONS

- 11.1 I have reviewed the submissions and further submissions received on the Plan Change which include concerns relating to the following particular matters within my field of expertise. They raise the following issues:
- (a) Capacity of the transport network to accommodate an increase in traffic movements;
 - (b) Road safety;
 - (c) The potential increase in on-road parking;
 - (d) The appropriateness of the proposed parking rates; and
 - (e) The adequacy of the transportation assessment submitted with the proposals.
- 11.2 I will deal with each issue individually as follows, noting that none of the further submissions have raised any additional matters not otherwise presented in the original submissions which I discuss here.

Capacity of the Road Network

- 11.3 There were a total of 53 submissions received by Council on the Plan Change, including six submissions (Cassells, Mace / Queenstown Trust, Brown, J.M. Veint, D Veint, Remarkables Jet Ltd) that raised concerns regarding the additional vehicle trip generation of the expanded Town Centre zone and the ability of the surrounding road network to accommodate the expected increase in vehicle trips. The common theme of the submitters is that traffic congestion is already an issue in this area and that the Plan Change will exacerbate traffic congestion.
- 11.4 As outlined previously in my evidence, I have assessed the potential increase in traffic volumes which can be expected from the activities within the sub-zones. These increases have then been used in the Inner Links model which has been developed on behalf of Council. It covers the whole of the wider Queenstown area and does not just focus on the area around the CBD.
- 11.5 I have reviewed the model outputs and have concluded that the effects of the increased traffic volumes on the surrounding road network will be minimal, and that any changes in the overall network-wide or specific location Levels of Service are broadly consistent with what would otherwise be expected as a result of the activities arising from the current High Density Residential zoning applying to the Lakeview site and adjoining sub-zones. The levels of service experienced at various points around the network will remain largely unchanged.

Road Safety

- 11.6 The submission of J. M. Vient included general concern about a potential for road safety effects as a result of the Plan Change.
- 11.7 I have undertaken a review of the road safety records on the roads surrounding the plan change area, based on crashes recorded in the last five years. The search covered Isle, Man, Thompson and Brunswick, Hay and Lake Streets, plus Brecon Street adjacent to the site.
- 11.8 My search identified a total of 65 recorded crashes. Of these, one resulted in serious injuries, five resulted in minor injuries, and the remaining 59 crashes did not result in injury. A total of 33 crashes involved either a vehicle colliding with a parked vehicle, or a vehicle undertaking a parking manoeuvre hitting another vehicle. This was a common cause of crashes on all of the roads listed.
- 11.9 Apart from this common crash type, I did not identify any particular trend in cause or type of crash.
- 11.10 I was able to identify one specific location which had a cluster of recorded crashes; this occurred at the eastern end of Brunswick Street. At this location there were ten crashes, seven of which were related to vehicles parked or parking. Within this cluster, however, there was no clear trend in contributing factors.
- 11.11 Overall, aside from a slightly higher than usual proportion of crashes involving parked vehicles, the crash record on the roads in the vicinity of the site appears to be consistent with that which would be expected for urban roads of this general form and function
- 11.12 In my professional opinion and on the basis of the assessment of generated traffic and the surrounding transport system potentially affected by the Plan Change together with this review of reported road safety records for the past five years, I am satisfied that there are no particular safety issues within this area that would be exacerbated by the transport activity likely to be generated by the Plan Change.
- 11.13 The form and function of each of the surrounding roads is in my opinion appropriate to accommodate the expected Plan Change transport activity.

Car Parking

- 11.14 Five submitters (Odell, Cassells, Mace / Queenstown Trust, Walker, Brown) raised general concerns about car parking. These submissions did not specify the nature of the concern, other than that the proposal will cause parking problems.
- 11.15 In my assessment I have given consideration to the appropriateness of parking rates for each of the activity types that will be permitted within the new zones. In my assessment I have recommended that consent applications associated with the convention centre be

subject to the preparation of an Integrated Transport Assessment (ITA) report. The ITA would set out the expected range of visitor transport demands and the ability for the wider transport network (inclusive of non-private transport especially) to accommodate these demands. This will necessarily include parking. It is expected that in accommodating these demands the developer of the facility would look to an integrated, multi-modal and demand-managed transport outcome utilising walking, cycling and passenger transport options as alternatives to providing for car parking and vehicle movements into and out of the sub-zone. Also, on-site car parking is required for residential activities and commercial recreational activities. This process will allow for the need for parking provision to be managed as the subzone develops. As I have previously described, Council's Town Centre Transport Strategy will provide a framework and guidance for sub-zone parking management in the context of the wider parking landscape.

- 11.16 Overall I consider that the proposed parking management strategy to be an appropriate method for developing the parking infrastructure within the site, as well as managing demand through the provision of viable transport alternatives.

Parking Rates

- 11.17 Seven submissions (Reid Investment Trust, Bunting, Brown, Thompson, McDonald, Ngai Tahu Tourism Ltd, Memorial Property Ltd) related to the appropriateness of the proposed parking rates for the various activities, however there was no clear consensus. Some submitters requested the removal of minimum parking rates for all activities, some requested changes to rates for specific activities, while others requested the retaining of the rates from the current High Density Residential zone.
- 11.18 In my analysis of the parking needs for the plan change I have considered each activity both individually and also collectively as part of an integrated town centre. The rates I have recommended are drawn from surveyed demand data for specific activities and current best practice in terms of parking management.
- 11.19 I have also recommended the need to develop a comprehensive parking strategy that will cover all aspects of parking within the expanded Town Centre zone and the surrounding area. This will need to include both public and private parking provisions. Mr Mander has explained that the Council is working on just such a strategy at present. The parking rates that are proposed for individual activities have been developed in the context of this wider parking strategy.
- 11.20 In response to the submissions on the plan change I have reviewed the proposed parking requirements and I am satisfied that the rates are appropriate.

Appropriateness of the Integrated Transport Assessment

- 11.21 Two submitters (Memorial Property Ltd, D Veint) commented on the adequacy of the ITA prepared in support of the Plan Change application. In response I am able to state that the traffic modelling undertaken has considered both the likely traffic flows that can be expected under the continued development of the area under existing zoning, and compared this against that which can be expected under the proposed plan change zoning.
- 11.22 My parking analysis has considered the existing parking rates for the current zoning, as well as parking demand data sourced from national databases. In arriving at the proposed parking rates I have considered these rates both individually and collectively.
- 11.23 I have prepared the transport assessment in line with the recommendations of the 'Integrated Transport Assessment Guidelines' issued by the NZ transport Agency in 2010, and I am satisfied that my assessment of the traffic and transport issues surrounding the plan change is appropriate in both scope and detail.

12. SECTION 42A REPORT

- 12.1 I have reviewed the Council's Section 42A Report for the Plan Change prepared by Mr Nigel Bryce. At Section 6.12 of his report Mr Bryce focusses on the transportation, traffic effects, walking and cycling and connectivity issues, as well as addressing the transportation matters raised in the submissions and further submissions received on the Plan Change. I consider that the conclusions reached by Mr Bryce that are based largely on the TDG Integrated Transportation Assessment (ITA) undertaken at my direction have properly considered and addressed the expected transportation effects arising from the Proposed Plan Change 50.
- 12.2 Most particularly, I reinforce the conclusions reached in the ITA accompanying the Plan Change application and confirmed as appropriate by Mr Bryce that the holistic approach to Town Centre parking provision is one requiring a balanced and integrated approach; not simply to provide unfettered parking provision to serve the needs of every individual activity. I reiterate what I have already said earlier in this statement that the approach taken by Council in its Transportation Strategy recognises a wider transport solution for questions adopting a combination of transport modes and seeks to promote walking, cycling and public transport as a means of reducing the impact of private car travel. The Plan Change provisions in my professional opinion are consistent with the QLDC objective of an appropriate and effective transport systems not rigidly focussed on private car movement and parking.
- 12.3 I agree with the amendments proposed by Mr Bruce on pages 61 and 62 of his report, noting that these are generally in accordance with the conclusions reached within the ITA

especially in regard to the appropriateness of the ITA approach at the time of resource consent and the promotion of relevant walking connections between the Lakeview sub-zone and the existing parts of the Queenstown Town Centre.

13. CONCLUSION

- 13.1 I have reviewed the proposed Plan Change and assessed the integration of the Plan Change area with surrounding transport networks, and found the proposals to be consistent with established best practice and guiding policy.
- 13.2 This Plan Change supports established QLDC policy objectives by providing for a complimentary mix of high-density residential dwellings, visitor accommodation and commercial activity within easy walking distance of existing bus routes and making use of established pedestrian and cycling infrastructure to encourage travel by non-car modes.
- 13.3 I have assessed that the proposed parking management strategy is appropriate, and that by considering development within the Plan Change in the context of the overall town centre, parking demands can successfully be satisfied.
- 13.4 Through my analysis of the traffic modelling undertaken by the Council's Inner Links traffic modelling consultants, I have concluded that the increased traffic which can be expected due to the Plan Change can be accommodated on the road network without significant effects.
- 13.5 For the reasons outlined in my evidence I support the proposed Plan Change.

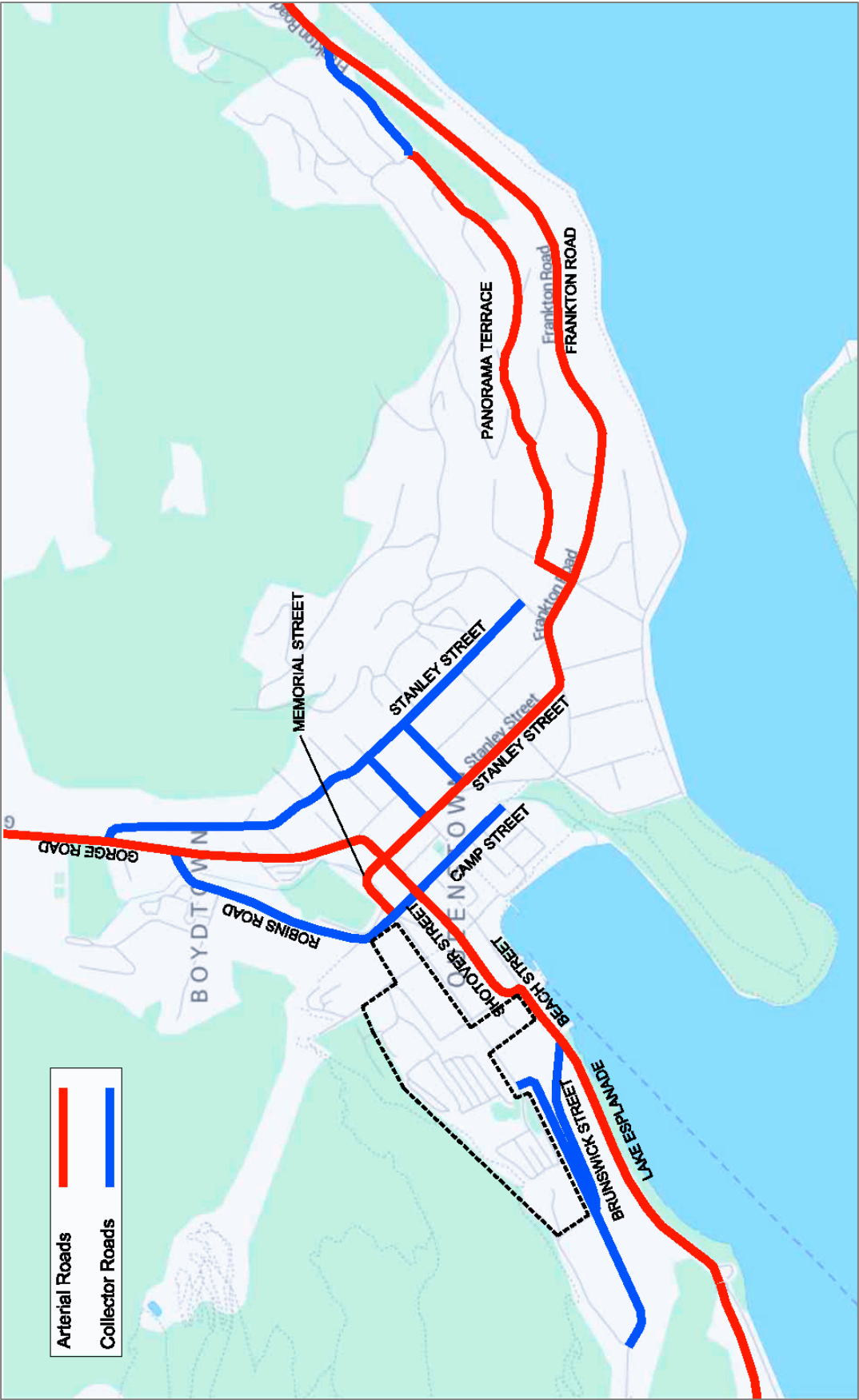
DATED the 10th day of November 2014

Don McKenzie

Technical Director / Auckland Branch Manager

TDG

Appendix A – Site Location and District Plan Road Hierarchy



Appendix B – Walking and Cycling Isochrones

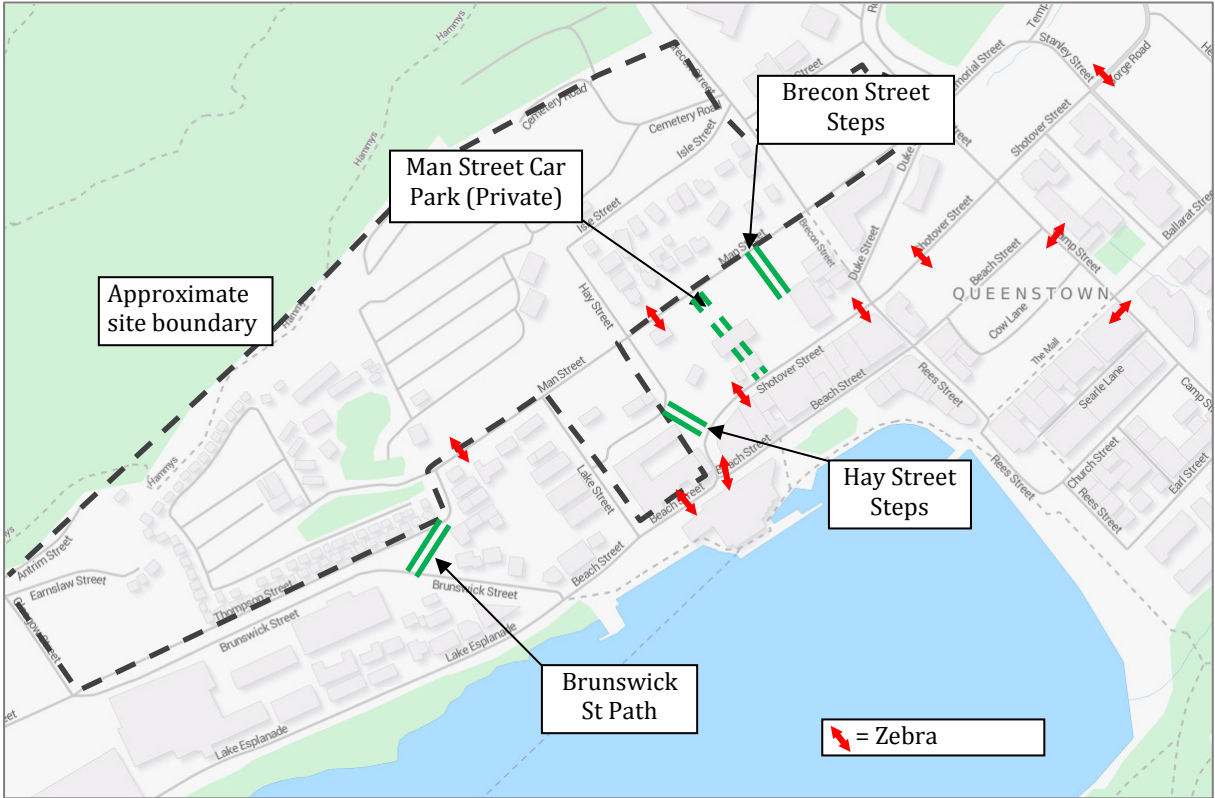
Walking isochrones from the centre of the PC50 area



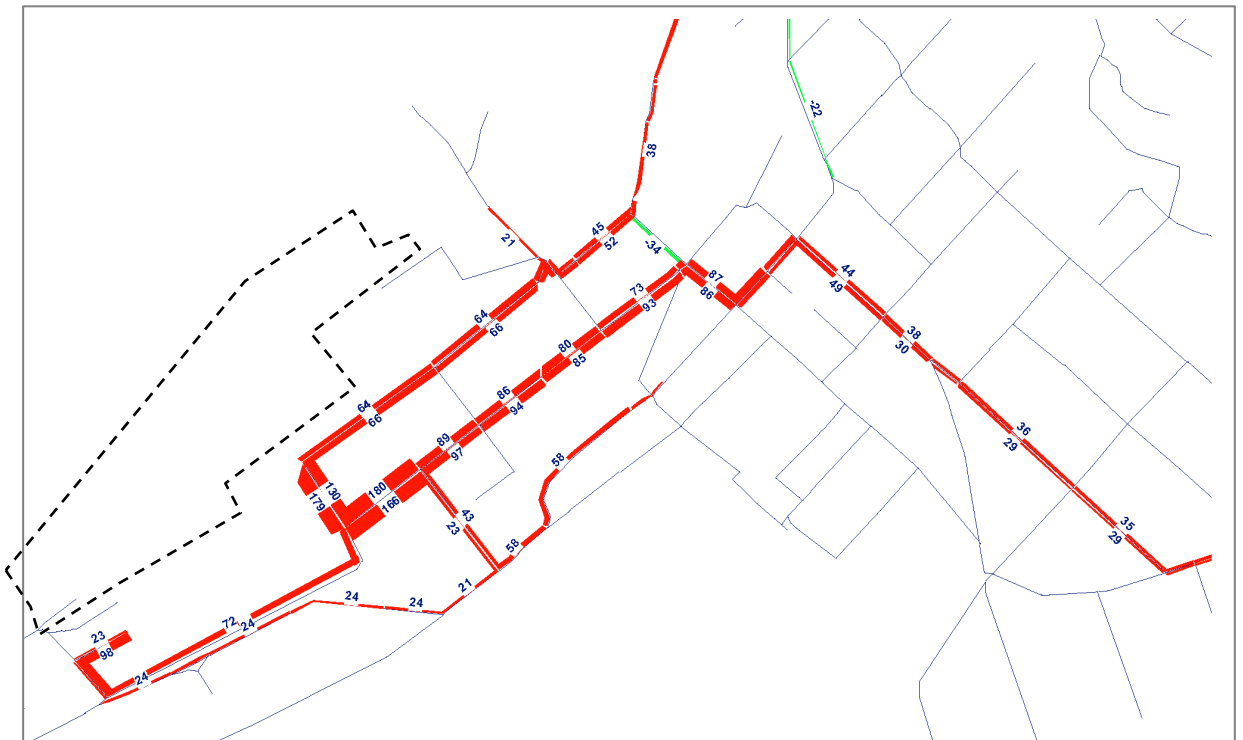
Cycling isochrones from the centre of the plan change area



Appendix C – Plan of pedestrian routes & connections



Appendix D – Traffic volume change plots



Change in traffic volume (two-hour flow) due to Plan Change, AM Peak, 2026



Change in traffic volume (two-hour flow) due to Plan Change, PM Peak, 2026

Appendix E – Level of Service plots

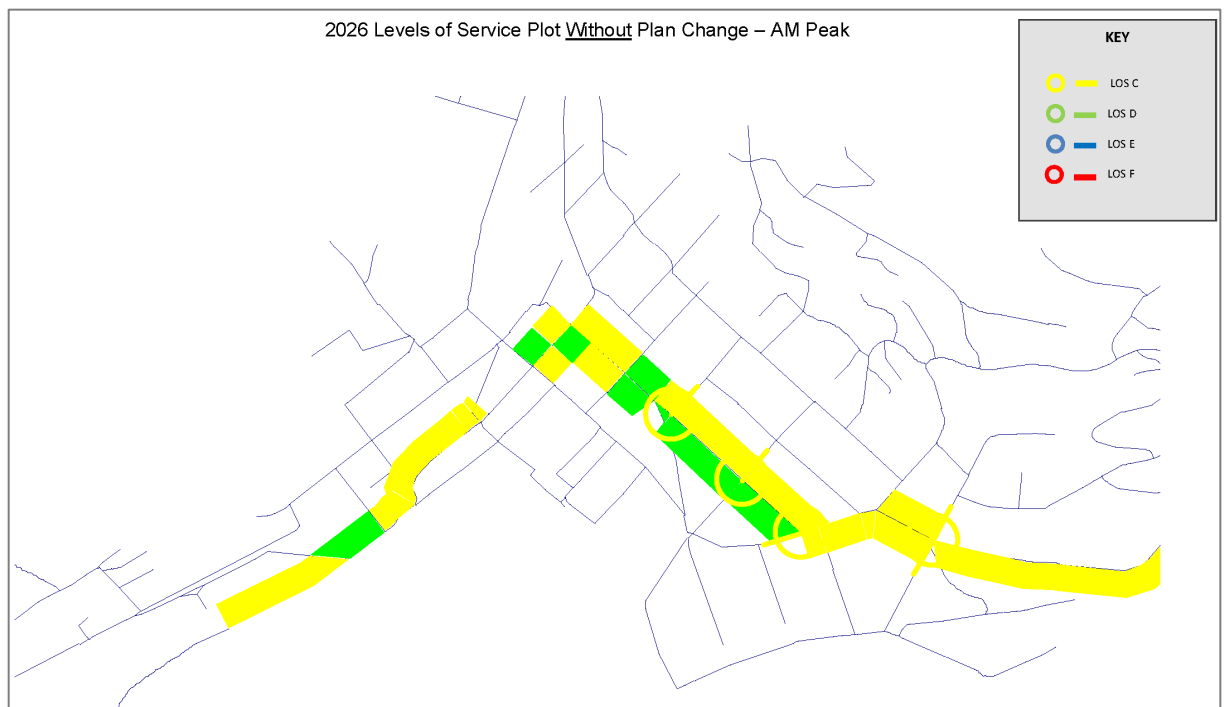


Figure E1: Expected Level of Service - baseline scenario, AM Peak, 2026

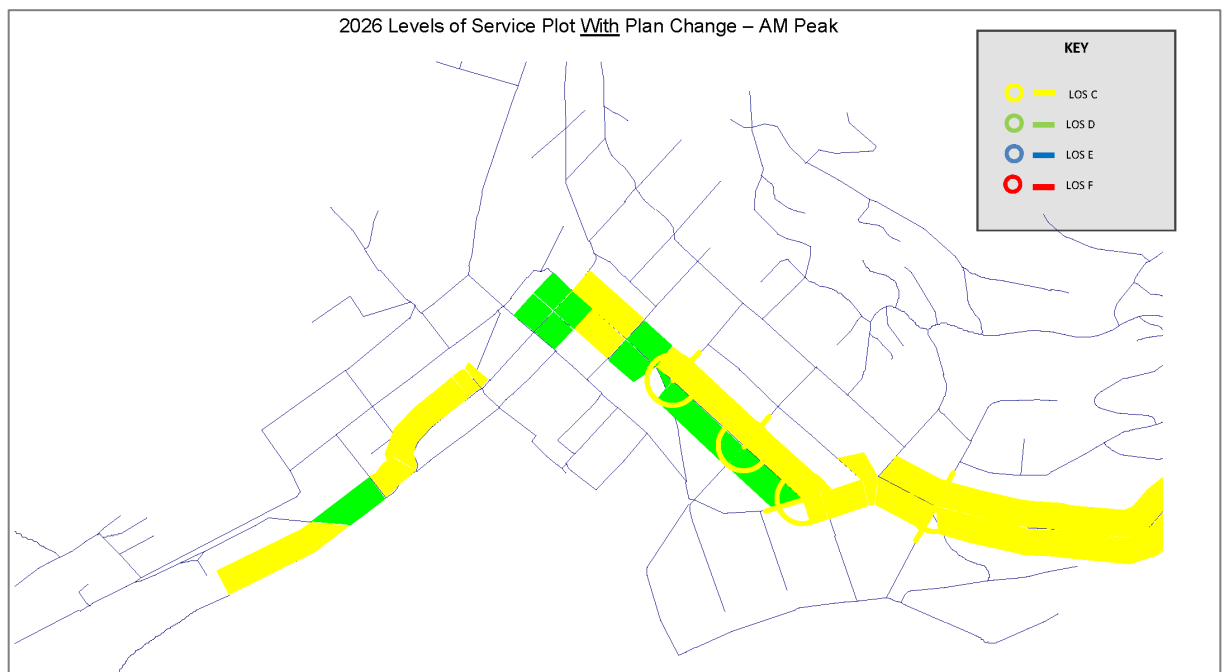


Figure E2: Expected Level of Service with Plan Change, AM Peak, 2026

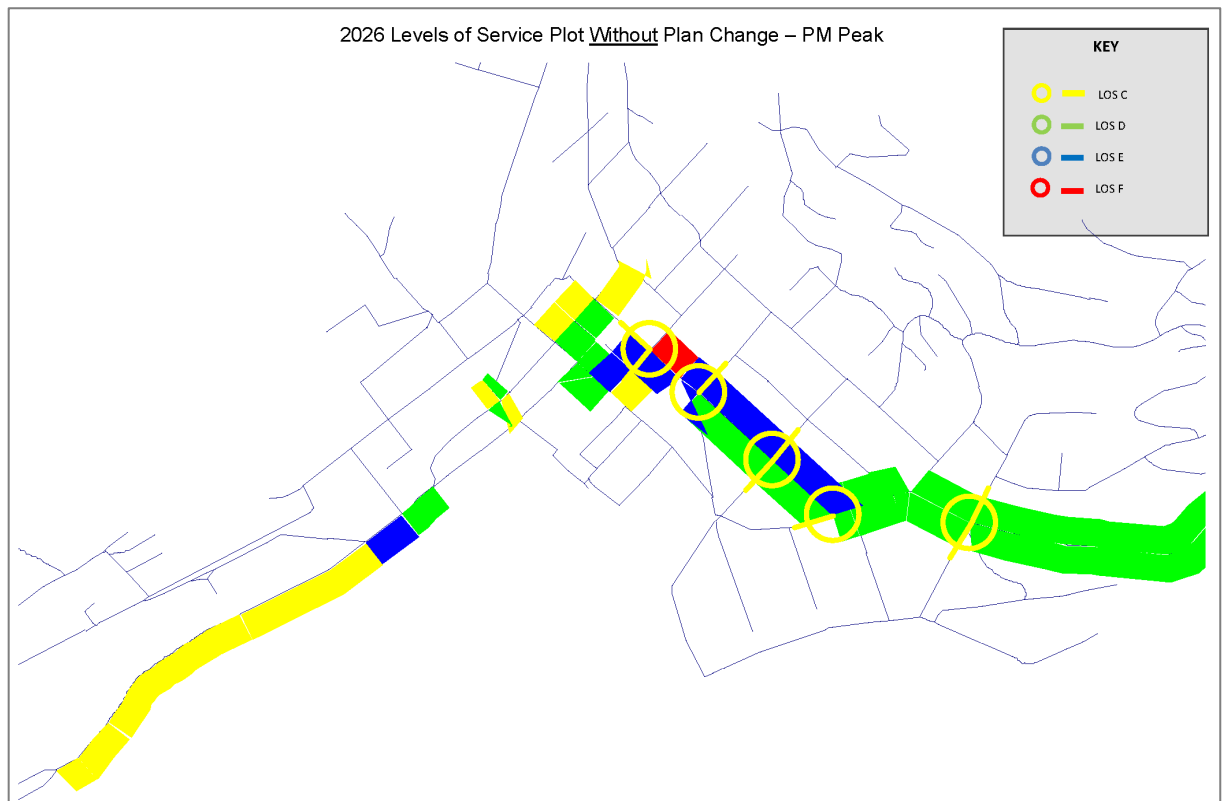


Figure E3: Expected Level of Service - baseline scenario, PM Peak, 2026

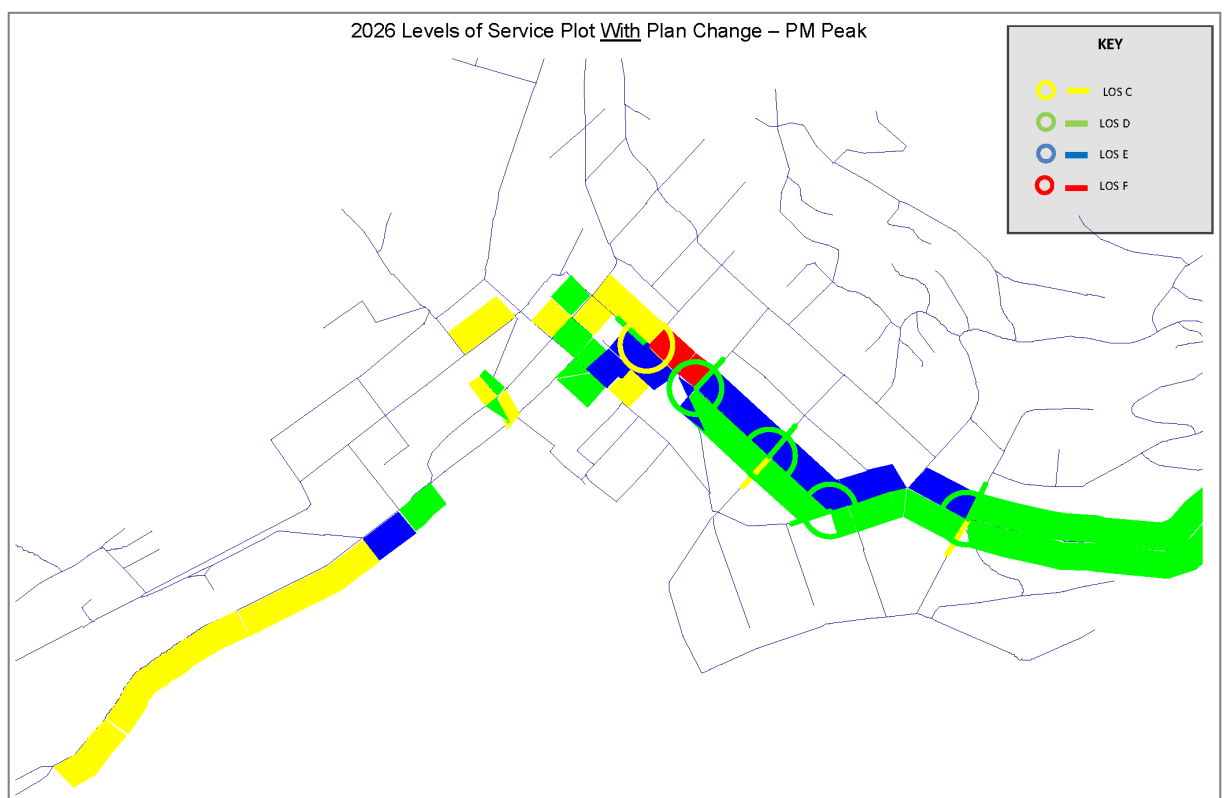


Figure E4: Expected Level of Service with Plan Change, PM Peak, 2026