

# Queenstown Town Centre Transport Strategy

## Executive Summary

In February this year the Council approved consultation taking place on a draft transport strategy for the Queenstown town centre. After public submissions and a hearing, deliberations on the draft strategy were deferred while the newly-formed DowntownQT completed its commercial strategy for the downtown.

This report summarises the strategy and the main amendments recommended by the hearing panel. It recognises that the current transport arrangements within the CBD are unsatisfactory for all users, be they motorists; cyclist; pedestrians; or users of public transport.

The goals of the strategy include proportionate reduction in the use of private motor vehicles as a means of transport into the CBD, and a corresponding increase in the use of public transport; cycling; and walking. A mixture of disincentives for the former (e.g. increased parking charges) and incentives for the latter (more frequent and competitively priced bus fares, and improved cycleways) will help change current transport modes. Coupled with the incentives/disincentives for changing behaviour are enhancements to the roading infrastructure within the CBD, particularly the need for a bypass around the inner town centre with fewer disruptions to the traffic flow.

The strategy identifies a variety of short and long term projects that will help achieve these goals. Amongst those that could be considered for particular short-term priority in order to establish momentum for change, are:

- Development of the business case for construction of the first stage of an inner CBD bypass (from Melbourne St through Henry St) which may point to construction earlier than currently scheduled (2031)
- Identification and designation of a better-located public transport terminal within the CBD is scheduled for the medium term
- Progressive increase of Council owned off-street carparks charges so that they are comparable to private carpark rates, thus removing the (effective) subsidy and improving the economic viability of an enhanced bus service
- Encouraging cycling through more cycleways; potentially sealing of the Frankton Track; and greater availability of public showers
- Various improvements to the pedestrian flows within the CBD, including:
  - Removal of some on-street parking (with the residual parking designated for short-term use);
  - Widening footpaths;
  - Designated shared space between vehicles and pedestrian;

# 1. Background

In common with other parts of the country, transport is a big issue for Queenstown Lakes. It affects how our visitors experience the district and the ease with which we can carry out our day to day activities. The town centre's transport system is one part of a larger system that gets us and our visitors to the places we work, live and play. Therefore, although the focus for this strategy is on the Queenstown town centre, our approach is couched in the context of land use and transport changes that will be happening elsewhere. For this reason it will be important that this strategy is reviewed regularly and responds to external factors such as outcomes of the district plan review and transport initiatives for the Frankton Flats.

Keeping an eye to the future is what transport strategies are about - predications about where people will live and work in the future will guide transport programmes. Equally important is the need to be aware of changing technologies and the impacts that they can have in helping us get around. Growth will continue to be a factor, with the result that the transport systems will for many years continue to be a work in progress as roading and trails networks are extended in response to demand.

Three public agencies lead the planning of our transport networks.

- **QLDC** is responsible for managing the roads that aren't state highways. It also provides and maintains the footpaths and the on-street parking and most of the off-street carparking. The QLDC district plan influences things like privately provided parking and facilities for cyclists and pedestrians.
- The **NZ Transport Agency (NZTA)** operates the state highways. State highway 6A runs through the town centre providing town centre access. It also links to the Queenstown-Glenorchy Road - as a key visitor route NZTA presently funds 100% of the Council's roading activities relating to this road. NZTA also part-funds Council's other transport activities.<sup>1</sup>
- The **Otago Regional Council (ORC)** is responsible for regional transport planning and the planning of our public transport services. ORC funds public transport planning by collecting rates from Queenstown ratepayers and by seeking co-investment from the NZTA.

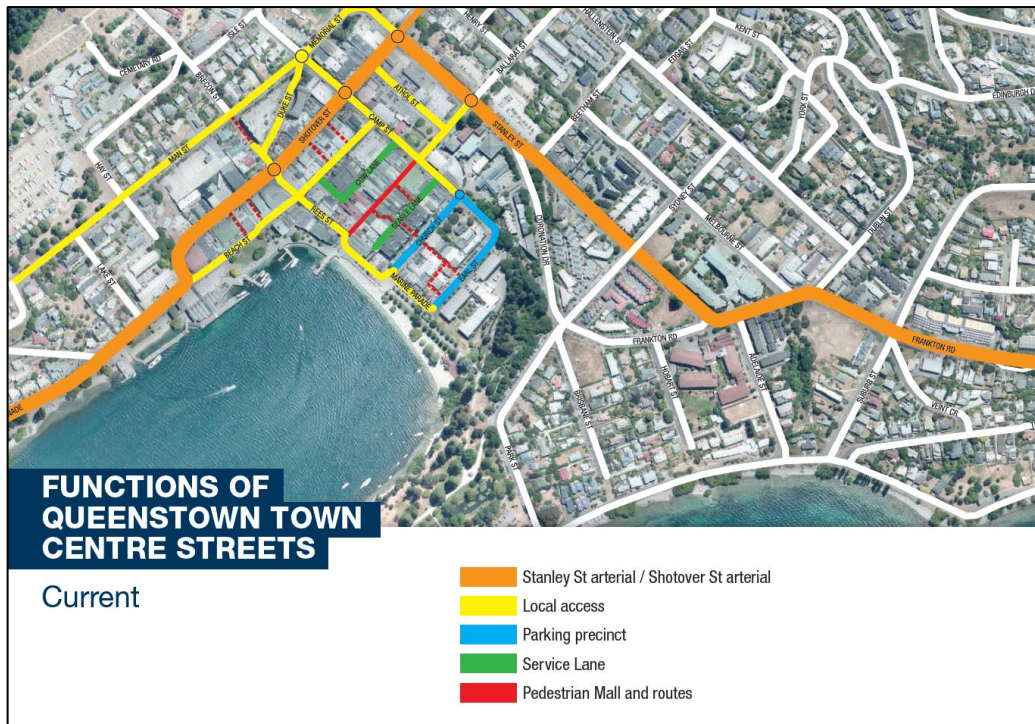
Both the ORC and QLDC have strategies to guide how we see our transport systems changing. These are reviewed periodically. The ORC's Regional Transport Committee administers the Regional Land Transport Plan. The ORC is presently reviewing the Wakatipu Basin's public transport services. At the same time the Ministry of Education is reviewing its school bus services.

Alongside the public agencies is the private sector which delivers services and carries out its own business planning.

The town centre is served by a road network part of which is operated by NZ Transport Agency and part by QLDC. The following street typology reflects the current functions of the roads.

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<sup>1</sup> Projects and programmes that have been pre-approved by NZTA are part funded in line with the Council's "funding assistance rate". NZTA generally does not approve funding in some areas such as parking and footpath maintenance. NZTA recently completed a review of its funding rates. By 2018 most Council town centre transport projects that NZTA has approved will receive 51% funding from NZTA.



## 2. Principles

The high priority we've given to getting the town centre strategy done is based on our judgement of how significant the town centre's transport problems really are and – recognising that we can't address every issue at once - where the lead for changes should come from.

It is proposed that the way in which we go about addressing the problems be guided by the following 6 principles.

### 2.1. Make the most of existing network capacity

This principle provides policy direction for better use of existing infrastructure. This might happen through measures to make greater use of modes that are more effective at moving large numbers of people, rather than pursuing increases in road capacity in the first instance. An example of this approach is the Queenstown Lakes District Council's decision in June 2014 to explore opportunities for making greater use of cycling, walking and public transport as a means to delaying construction of the inner links routes.

### 2.2. Facilitate freight movement

The movement of freight is critical to the operation of the district's economy. Because it is not directly servicing an export industry the freight industry's importance in servicing the Queenstown economy is underplayed (where movement of visitors and commuters receives greatest attention).

### 2.3. Integrate the management of the transport system components and land use in pursuit of the key performance indicators

Key performance indicators have been developed to assist the monitoring of the effectiveness of the strategy. These are outlined in Appendix One.

Led by the desire to achieve a significant mode shift towards cycling, walking and the use of public transport, the key performance indicators are ambitious. To achieve this, all key interventions (including those affecting land use) need to complement each other. Although

this strategy focuses on the Queenstown town centre, it is acknowledged that the efficiency of the whole network needs to be considered when proposing changes for the town centre.

#### **2.4. Provide attractive town centres for people and businesses with good transport connections for all modes**

Transport is a means to an end rather than an end in itself. The impact of transport on the operation and attractiveness of the Queenstown town centre will influence decisions on the form of the transport interventions proposed in this strategy.

#### **2.5. Provide safe, reliable and pleasant access to visitor activities areas by multiple modes**

Because of the importance of visitor experience and the potential for the transport system to impact on this experience, provision for access must be a driver in Queenstown Lakes District transport strategies. This principle ensures that issues such as route reliability and the amenity of the road environments are addressed.

#### **2.6. Acknowledge the role of transport in promoting the health and well-being of the community**

This principle acknowledges the influence that the transport system has on the liveability of communities. The quality of our transport choices, including travel by car, affects community wellbeing.

### **3. Our options**

Options for addressing the town centre's transport problems are wide ranging. At one end of the spectrum, a high level of investment could be made in each transport mode, resulting in an unaffordable and inefficient transport system. At the other extreme, a do-nothing option would be ineffective in addressing the transport problems and would probably be unaffordable in terms of the impact on the district's economy.

Between the extremes there are different measures of 'carrot' and 'stick' that can be wielded to bring about the transport changes sought. This strategy takes a middle course, utilising both 'carrot' and 'stick' measures.

This strategy deals principally with the journey to work and visitor trips – the Ministry of Education will be leading a review of its school bus services this year. The Council, the Otago Regional Council and the community will be involved in the process. The review of school buses will be a major consideration within the ORC's review of the public transport detailed elsewhere in this strategy because of the potential for school bus services to be withdrawn where they duplicate public transport services.

This strategy also recognises that change needs to be managed carefully. The district is heavily reliant on the car for transport of locals and visitors. The effectiveness of measures to reduce growth in traffic demand depends on good alternatives being provided as well as measures that make car travel less attractive. Just focusing on discouraging car travel will simply make the town centre less accessible.

#### **Commuters**

Commuters are generally local residents who make the same trip day after day. For many, travel by car is the only travel choice they have; – others may take up other transport modes if these options were improved. The latter group – while having a high dependency on travel by car now – is not static. The forecast growth and the natural turnover in residential population (including large numbers of seasonal workers) provide opportunities to increase the proportion of people who will consider using 'alternative modes'.

The council's management of the parking resource, coupled with potential improvements in bus services provide opportunities to change how commuters get to work. There is also potential that is recognised by the Queenstown Trails Trust for the trails network to

increasingly provide for commuter and school travel if better integration between the roading and trails network can be achieved for the benefit of cyclists and pedestrians.

#### Visitor travel

Influencing visitors' transport decisions is difficult because most transport decisions are made before arrival in the district and are heavily influenced by the packages that are on offer. Visitors are, within reason, less likely than locals to be influenced by pricing. Increasingly, visitors are taking self-drive holidays, with a consequent increase in the number of rental cars in the district.<sup>2</sup> This is closely linked to the marketing of New Zealand as a touring destination and is a trend that could be influenced by a shift in marketing approach.

Acknowledging the importance of using transport to improve visitors' trips into Queenstown, the strategy proposes using the carrot approach to develop better quality transport options without yet significantly constraining car use. Key routes – particularly between the airport and town centre and between the town centre and ski fields are identified as opportunities to grow public transport use amongst visitors. The intended outcome is the retention of very good visitor experiences while reducing car use.

The initial focus will be on developing positive measures to encourage visitors to use public transport on targeted routes (airport to town centre, town centre to ski fields).

## **4. What is proposed, and when will it happen**

The actions proposed fall into four interconnected areas: Parking and other end-of-trip facilities; roads, roadsides and pathways; transport information; and, public transport services. The strategy proposes actions in the short, medium and long terms.

- Short term is taken to mean the next three years (2015/16 to 2017/18)
- Medium Term is the following seven years (2018/19 through to 2024/25), and
- Long term is the following period out to 2044/45

In developing actions, regard must be given to the functions of the town centre road network as mapped earlier. The following priorities between uses are proposed.

Priority	Street typology				
	Stanley St /	Local access	Parking Precinct	Service Lane	Pedestrian Mall

<sup>2</sup> The NZ Transport Agency in its Visiting Drivers Strategic Case – Safer Journeys (2015) signals that rental car use is likely to grow. The business case states:

*“The number of visitors to New Zealand is increasing. In 2014, approximately 2.86 million visitors came to New Zealand. This is an increase of 5.1% from 2013. The number of visitors from emerging tourism markets such as China, India, Singapore, Malaysia and Hong Kong has increased significantly. This is reflective of the success of the Government’s tourism campaigns in these markets.*

*“Within this there has been an increase in the number of Free Independent Travellers (FITs) touring New Zealand. Traditionally domestic tourists made up the bulk of FITs, however there has been a marked increase in the amount of international FITs who hire campervans and rental cars and self-drive around the region. FITs are those visitors that like to travel in small groups or as couples, avoiding mass tourism and the holiday package of traditional travel operators, and favour a more individualistic approach to travel.*

*“The NZ Government through Tourism NZ has marketed New Zealand as a touring destination in tourist markets and plans to continue doing so. As such, the number of FITs is likely to increase as visitor number coming to New Zealand increase. As alternative travel options between towns, cities and destination are limited, it is likely that more visitors will choose to self-drive. Self-drive holidays have been encouraged because self-driving visitors stay longer and therefore spend more throughout the trip.”*

	Shotover St arterial Principal traffic route, access to businesses	Property access	Parking & commercial access	Service lane, pedestrian access to businesses	and routes  Pedestrian access within town centre
High ↑ ↓ Low	Traffic/ cyclist flow  Pedestrian flow  Pedestrian amenity  General parking	Cyclist / Pedestrian flow  Traffic flow  Pedestrian amenity  General parking	General parking  Traffic / cyclist/ pedestrian flow  Pedestrian amenity	Traffic / Cyclist/ pedestrian flow  Pedestrian amenity	Pedestrian flow  Pedestrian amenity

There are several features to this proposed priority list worth noting

- On-street parking, while important, generally ranks lower than providing for vehicles, cyclists and pedestrian movement through the town centre. Parking is of highest priority through the Earl Street / Church Street parking precinct
- Provision for cyclists ranks equally with traffic movement within the town centre. The approach taken recognises the dispersed nature of cycle trips and will avoid singling out only a few routes that are good for cyclists.
- Provision for traffic (vehicular and cycle) and pedestrian flow being of highest priority on the Stanley and Shotover Street arterial roads. Provision for general parking and amenity improvements though important rank lower because they are less important to the driving function of the road.
- In the bulk of the other streets, pedestrian amenity will be given more importance, again with provision of parking ranking behind. This approach leaves the way open for a council to engage in street improvements, such as the use of shared spaces to improve the attractiveness of the town centre as a place (Project 2.10).
  - Further development of Camp St for buses and pedestrians (refer project 1.7)
  - Improvement of streets such as Marine Parade and Rees Street for cyclists (refer project 2.8.)

As a priority, over the next ten years council will design and implement streetscape improvements to improve the pedestrian environment in the streets highlighted in the following map.





- This approach does not ignore the importance of parking, and impacts of the proposed projects on on-street parking supply will need to be evaluated.
- Road safety will be paramount in considering the allocation of kerb-space
- Specific uses (bus stops, mobility parks, taxi stands, loading zones) will over-ride these priorities. This is because there is usually little flexibility in where these specific uses can be installed. The location and length of bus stops is likely to be affected by the ORC's review of the public transport network planned for 2016.

#### 4.1. Parking and other end-of-trip facilities

Management of parking will apply the strategy principles outlined in section 2 in the following key ways

- Making improved use of the existing parking resource by establishing priorities for its use and by increasing turnover in the use of spaces.
- Ensuring parking complements efforts to improve cycling, walking and public transport by restricting the availability of parking to commuters, providing a funding source for transport improvements and setting priorities for the use of kerbside space that improve provision for cycling and walking in the town centre. This in turn contributes or enables:
  - development of a more attractive town centre with good transport connections for all modes
  - safe, reliable and pleasant access by multiple modes
  - improved active mode choices, which will in turn contribute to the health and well-being of the community.

##### 4.1.1. Scope

This includes carparking, bus stops and bike parking; and may include facilities on private properties (e.g. it is common for council's to use their district plans to encourage property owners to provide showering and locker facilities for people walking or cycling to work).

##### 4.1.2. Parking Guidelines

A programme for parking and other end-of-trip facilities is based on the following guidelines:

- Parking management (on and off-street) will favour the availability of parking for visitor (short stay) parking with the promotion of highest parking space turnover being promoted within the town centre core and the lowest level of turnover in the town centre fringe areas. Where possible long stay parking for visitors will take priority over long stay parking for commuters. This will be promoted through use of parking zones (refer map on following page).
- Parking management will support efforts to improve the attractiveness of public transport, cycling and walking. Destination facilities will be provided for cyclists and public transport users, and parking revenue used to support town centre transport improvements.
- The allocation of kerbside space will be consistent with the town centre street functions (mapped in section **Error! Reference source not found.**).
- The implementation of parking measures that impact negatively on the convenience and affordability of car travel to the town centre for commuters will be linked to the introduction of improvements to alternative modes.
- Council will seek to maintain the supply of publicly available parking spaces at 2015 levels.

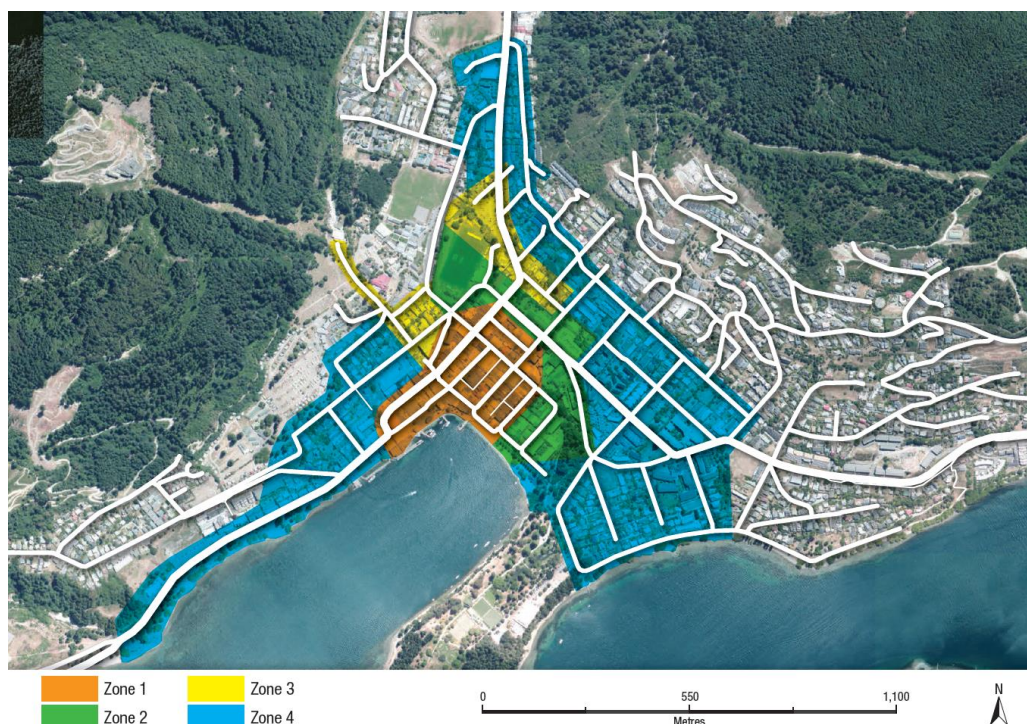
These guidelines encourage greater use of alternatives to the single occupant car; provided these are implemented either at the same time or after actions are taken to make those alternatives more attractive to users.

A key change from past practise will be recognition that parking revenue is a source of funding for transport improvements

The last guideline – maintaining parking supply at 2015 levels – will also be important as initiatives for the development of council parking assets (such as the Athol Street carpark) are considered. Council has retained landholdings on the town centre fringe that are presently used as parking areas and are capable of being further developed to increase parking supply. These include the Boundary St and Ballarat St carparks. Alternative options exist for acquiring other peripheral land either through outright acquisition or land swap. A project will be undertaken to narrow down the preferred option so that funding for implementation can be secured in the next review of the council's long term plan.

A structure for the management of parking is provided by the hierarchy of tiers set out in the following map:





Four tiers of parking management will be applied to public on and off-street parking. The following table explains the broad approach. The approach does not propose controls over the Man Street carpark as this is privately owned and operated. The following table explains the broad approach proposed.

Precise changes to parking charges will be determined through the operational reviews. This will be guided by

1. the desired outcomes in terms of parking turnover
2. recognition of the value of the off-street parking assets, and the need to achieve a realistic return on this investment for benefit of ratepayers

Zone	On-street parking	Off-street parking
1	<p>This zone covers the core of the town centre, where intensity of land-use (and consequent demand for parking) is at its highest. In this area access to these activities is achieved by maintaining relatively high rates of turnover in the use of parking spaces.</p> <p>The boundaries of the zone reflect the current extent of the P30 parking (although there are examples of shorter stay parking based around access to particular activities).</p> <p>Both the on and off-street carparks within this zone already have very high occupancy rates, signalling the need for additional measures to increase turnover.</p> <p>To increase turnover, the parking review that is scheduled in the programme will consider introduction of parking charges, possibly with the extension of the maximum parking time to 1 hour.</p> <p>An alternative that will be considered in the introduction of greater areas of P15 parking. However, a likely effect is less compliance.</p>	<p>The off-street carparks that are within Zone 1 are the Church St (Underground) and Athol Street Carparks. These carparks will provide visitor (&lt;4hrs) parking. The proposed parking review would consider</p> <ul style="list-style-type: none"> <li>• Removal of leased parking</li> <li>• Removal of all-day parking charges</li> <li>• Introduction of time restrictions aligned to the carpark role</li> </ul> <p>This would mean no changes for Athol Street carparks but would affect the Church St (Underground) carpark.</p>

2	Zone 2 covers streets immediately adjacent to Zone 1. The controls provide for longer stays for visitors with parking charges to encourage turnover.	
	The zone includes Earl, Memorial and Stanley Streets which presently have pay & display parking with a P120mins time restriction. Coronation Drive will be included within this zone – reflecting its proximity to the town centre, and the demand for parking in this area.	<p>The zone includes the Ballarat Street and Recreation Ground carparks. In keeping with the management of on-street parking, the role of these carparks will be focused on providing for visitors ahead of commuters. This is based on the carparks' close proximity to the town centre and the opportunity for improved visitor access to parking to reduce cars circulating through town</p> <p>Measures to be considered through the operational parking review will include:</p> <ul style="list-style-type: none"> <li>• Removing all leased parking from both carparks</li> <li>• Pricing Recreation Ground parking at the same level as Ballarat St</li> </ul>
3	<p>This zone represents a transition area between the town centre and the town centre fringe. It is still within very close proximity to the town centre and, judging by the use of Henry Street, is attractive to people wanting to park for relatively short periods. The zone includes upper Brecon Street, where parking is based around visits to the nearby tourist activities (the Gondola, Kiwi Birdlife, etc.).</p> <p>The Boundary St carpark is within this zone.</p>	
	<p>Gorge Rd – between Boundary St and Henry St will be included in this area and the application of time restrictions will be tested in the review.</p> <p>For the remainder of the streets covered by this zone, no changes are currently proposed.</p>	<p>The role of Boundary Street carpark is to provide for a mix of commuters and visitors. In particular, remarking of the carpark will take place to better provide for campervan parking.</p> <p>Carpooling will be retaining in this carpark.</p> <p>Changes to Boundary Street carpark would not affect time restrictions for the small carpark adjacent to the Library.</p>
4	<p>This zone covers the town centre fringe. Around 500 commuter cars park on street in this area. The role of this area is to provide for a mix of parking ranging from residents and their visitors, through to commuters.</p> <p>One carpark – the Brecon Street off street carpark - is included in this area. Any changes to this carpark will not affect the two adjacent parking areas that are leased to early childhood organisations.</p>	
	<p>A P180 (3 hour) time restriction (applicable from 8am to 6pm Mondays to Fridays) will be applied to streets and Council off-street carparks in this area.</p> <p>Exemptions to the time restriction would be given to residents (maximum 2 coupons per dwelling), and to others who have purchased a coupon.</p>	

#### Strategy Implementation Projects - Parking and other end-of-trip facilities

The following table outlines the timing of the proposed strategy implementation projects. These are set out where

- The reference number against each project can be used to go to further information about the project in Appendix Two.
- I denotes "implementation"
- S denotes "study"
- D denotes "design"

Ref	Proposed Business Cases & Projects Town Centre and Fringe	Short term	Med. Term	Long Term
1.1	On and Off-street parking - Operational review of charges and time restrictions	I	I	I
1.2	Installation of bike parking facilities – Athol Street, Ballarat Street carparks			
1.3	Public showers / lockers for cyclists • Provide facility		S	DI
1.4	Ballarat St off-street carparks • Upgrade main and upper carparks (entrance improvements / pay & display machines	I		
1.5	Queenstown Gardens parking • Introduce 3 hour time restriction (no commuter parking), with dispensation for events	I		
1.6	District plan review • Retain no parking requirement • Encourage of end-of-trip facilities for cyclists and pedestrians • Require integrated traffic assessments	I		
1.7	Camp St bus stops facility/ amenity improvements	D	I	
1.8	Tourist services stops	SDI		
1.9	Long term town centre terminal		SD	I
1.10	Transport Improvements Fund	SI		
1.11	Park Street ferry stop	S	I	
1.12	New Parking Provision	S	I	I

## 4.2. Roads, roadsides and pathways

The management of roads, roadsides and pathways will contribute to the strategy principles (section 2).

The need for investment in new roading infrastructure will be deferred by making more efficient use of our existing network. To this end, the management of roads, roadsides and pathways will look for low cost ways of improving traffic flows, particularly on underutilised segments of the road network – and of encouraging those modes that move goods and people more efficiently. The latter will include providing priority measures to improve the convenience of using these alternative modes.

The Council will, however, work to protect the inner links route between Frankton Road and Man Street with the intention of be able to respond should a future strategy review support the construction of the roading links.

This will complement work proposed to improve cycling, walking, public transport services and parking management described in section 4.1.

### 4.2.1. Scope of the proposed changes

This is the infrastructure that Council and NZTA provide for us to drive, walk, bike and take the bus. It includes the footpaths, roads, and tracks, as well as facilities such as bus shelters, and street lights.

The strategic directions proposed using roads, roadsides and pathways to reduce the number of commuter vehicles travelling into the town centre and to encourage a shift in the mode split, away from private vehicle use for visitor, school trips and commuters.

Recent uptake of electric cars and e-bikes, and predictions for the use of driver-less cars points to the need for design of roading, roadsides and pathways to be aware of the demands of new technologies, such as the provision of charging facilities.

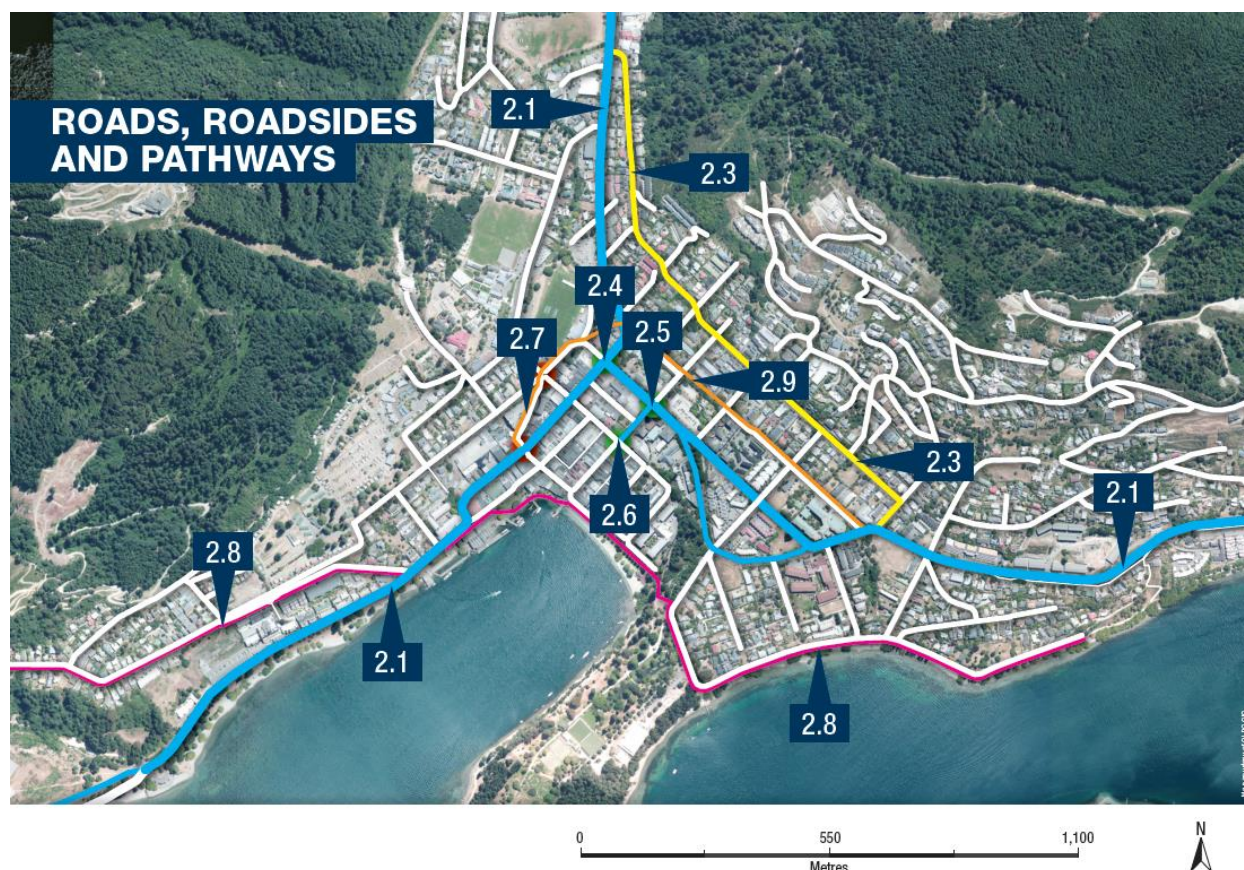
### 4.2.2. Roads, roadsides and pathways guidelines



A programme for roading, roadsides and pathways has been developed, having regard to the mode development principles described in section 2. This programme is based on the following guidelines.

- Roading, roadside and pathways projects will complement and promote the town centre street functions
- Roads, roadsides and pathways projects will seek to provide safe, convenient, and continuous links between trip origins and destinations
- The impacts of roading projects on the operation of all transport modes will be assessed as part of all project design.
- Design must acknowledge the impact that changing technologies have on the ways that roading, roadsides and pathways are used in the future

#### 4.2.3. Strategy implementation projects – roads, roadsides and pathways



The following table sets out the roads, roadsides and pathways projects. The map above indicates the locations of the projects.

Ref	Projects	Short	Med	Long
2.1	Arterial route study: Bus / cycle / pedestrian facilities on major arterials.	SI	I	I
2.2	Walking & cycling audit of roads & pathways	SI	I	I
2.3	Hallenstein Street traffic flow improvements	DI		
2.4	Shotover St/ Stanley Sts Intersection improvements	DI		
2.5	Stanley/ Ballarat Sts Intersection improvements	DI		
2.6	Ballarat/Camp Sts Intersection improvements	DI		
2.7	Duke Street two laning / shared space (Brecon Street)		S	
2.8	Park St / Thompson Street to town centre cycling connections	SI	I	
2.9	Inner Links <sup>3</sup>	I	I	I
2.10	Shared space improvements (refer map in section 7)	SDI	DI	

<sup>3</sup> Implementation of Inner Links in the short and medium terms would amount to route protection and land acquisition.

### 4.3. Transport Information

Transport information will contribute to the strategy principles by a) raising awareness of transport choices and 2) improving the functionality of the system through provision of accurate, easily accessible information for all modes.

#### 4.3.1. Scope of the changes proposed

Transport information covers information that assists people make choices about how to travel. It also includes the information to help people use the system.

#### 4.3.2. Transport Information Guidelines

A programme for transport and has been developed on the basis of the following guidelines:

- Transport information will support the efficient use of the transport network and the transport choices it provides.
- The agencies (including transport providers) providing transport information will be encouraged to take a consistent approach to the provision of accessible and accurate information on transport options.
- The agencies should develop and maintain a transport communications plan as a means of ensuring the public receive consistent, accurate and accessible information.

#### 4.3.3. Strategy Implementation Projects – transport information

The following table sets out the transport information projects.

Ref	Proposed Business Cases & Projects	Short	Med	Long
3.1	Bus stop information panels and service signage	DI		
3.2	On-street wayfinding signage system	DI		
3.3	Transport communications plan	SDI	I	I

### 4.4. Public transport services

The development of a highly effective public transport system is critical to ensuring that the accessibility of the town centre is maintained. A well-used public transport system offers more efficient use of the existing road network than a car based system. The key role of public transport in contributing to the strategy principles will be its contribution to the changes in mode use that are sought.

#### 4.4.1. Scope of the changes proposed

Commercial passenger transport services not provided by a regional council can include ferries, buses, intercity coaches and taxis. However, regional councils have oversight of the planning of urban public transport services, which typically will focus on the provision of urban scheduled bus and ferry services.

The ORC has commenced the business cases for the review of Wakatipu public transport services. This will encompass visitors' and residents' transport needs and the full diversity of public transport modes, including ferry services. It is anticipated that new services from the review exercise will start operating in January 2017.

Feedback from the public to the draft strategy has highlighted fares, frequencies and journey times as key obstacles to increased use of public transport. The wide range of work times (i.e. in the hospitality sector) coupled with a relatively small population provide challenges for efforts to improve services.

The structure of the public transport services will strongly influence the public transport infrastructure that QLDC and NZ Transport Agency will need to provide. For example whether services terminate or through-route within the town centre and the roads they use will influence the size and location of passenger stop facilities and the location of on-road measures to assist bus movements.

#### 4.4.2. Public transport guidelines



The following principles will be adopted in seeking to improve the performance of public transport services

- Public transport services will be developed in line with the Otago regional public transport plan.
- QLDC will lead and work with NZTA and ORC to use revenue from town centre parking facilities to fund targeted improvements to public transport services and infrastructure.

#### 4.4.3. Strategy Implementation Projects – public transport

The following table sets out the public transport service projects.

Ref	Business Cases & Projects	Short	Med	Long
4.1	Install bike racks on buses	I		
4.2	Bus & ferry service review / improvements	SDI	I	I
4.3	Airport to town centre journey	SDI		
4.4	Skifields to town centre journey	SDI		

## Appendix One: Some Facts about Transport Demand

- Between 7-11am (March 2014), over 5000 cars enter the town centre.
- About 1000 cars park all day in the town centre and periphery. In addition, about 80% of the 458 on-street short stay parks (within the town centre) are occupied during the day.
- With the exception of the Man Street carpark, most on and off-street parking is 80% occupied during the day
- Local commuters
  - Around 2500 people travel to work in the town centre, and 1600 people travel through the town centre to work.
  - People's proximity to the town centre and the size of the resident population influence the numbers of people traveling from different parts of the district to work in the town centre.
  - Central Queenstown has high proportions of people arriving by bike, and on foot, while car travel accounts for most almost all work trips from other areas.
- Visitors
  - Traffic volumes are seasonal - they are highest in the winter pm peak, coinciding with the ski season and lowest in the visitor shoulder seasons (April & May and October & November).
  - Visitor surveys indicate 40-50% of visitors arrive in Queenstown Lakes District by air.
- School travel
  - Around 1300 students travel to schools on the town centre periphery.
  - The schools do not have residential areas within close walking and cycling distance. Most children travel to school by car or bus (St Joseph's surveys indicate 34% travelling by bus and 63% by car).

## Appendix Two: Targets for change, and how we'll monitor the changes.

In order to measure the effectiveness of the strategy, a monitoring programme needs to be in place that measures the benefits of resolving the key problems facing the town centre. These benefits (referred to in section **Error! Reference source not found.**) were

- Improved access to the town centre
- Improved functionality of the transport system
- Improved town centre liveability and visitor experience

The monitoring programme will enable Council to amend its approach if it finds that the strategy is ineffective in addressing these problems. The programme will address the following factors.

### Improved access to the town centre

This will be measured in terms of

- *Improved use of alternative modes.* It is planned that 20% of vehicle driver trips to and from the Queenstown Town Centre will switch to other more-sustainable modes of transport such as public transport, walking and cycling. Similarly 20% of trips within the town centre (that is whose origin and destination are within central Queenstown) are proposed to likewise switch to sustainable modes
- *Decreased unnecessary circulating of vehicles in the town centre.* This is presently not measured. It is proposed that this be measured through qualitative surveys that establish people's perceptions on the ease of finding parking.

### Improved functionality of the transport system

It is proposed that two measures be used to establish whether the functionality of the transport system is improving

- *Improved traffic flows (vehicles and people) into the town centre.* This will focus on the three main arterials leading into the town centre. The forecasts below are based on the outputs of the Council's transport model, and assuming the continued average occupancy of 1.53 people per vehicle. They relate to traffic travelling towards the town centre between 7-9am (March).
- *Increased journey time reliability.* Journey time reliability is referring to the predictability of journey times - although journey times will vary from time to time during the day and from season to season, the objective is that travel times should be predictable.

Obtaining travel time and reliability data is becoming easier with vehicles that have Bluetooth or GPS equipment being able to be detected along points of a network. Baseline data on the three main arterials will be collected over the coming year to enable changes in journey time reliability to be reported.

### Improved town centre liveability and visitor experience

Perceptions of liveability and visitor experience are subjective, and accordingly qualitative surveys of people within the town centre are required to measure changes in these factors. It is proposed that surveys of visitors, businesses and local residents be undertaken, potentially as an extension to existing surveys.

## Appendix Three: Brief descriptions of each proposed project

Ref	Proposed Business Cases & Projects
1.1	<p>On and off-street parking - operational review of charges and time restrictions</p> <ul style="list-style-type: none"> <li>Development of detailed proposals for parking controls based around the parking zones and street typologies. Review would also consider <ul style="list-style-type: none"> <li>Regulation to provide exclusive use of particular bus stops by particular routes</li> <li>Changes to parking enforcement to increase compliance in evenings</li> <li>Locations of bus stops, taxi stands, loading zones, etc.</li> </ul> </li> <li>Project would propose changes that would be enacted through resolutions under the Traffic and Parking Bylaw. This would require consultation on detailed proposals.</li> <li>Reviews would be undertaken using in-house resources. First review to be undertaken in 2015/16, with a repeat review every three years (The last review of parking controls for the town centre was undertaken in 2010-11).</li> <li>Infrastructure costs would include <ul style="list-style-type: none"> <li>Additional signage – applicable particularly to the town centre fringe area where few controls are presently in place.</li> <li>Additional pay and display machines <ul style="list-style-type: none"> <li>one Upper Ballarat St Carpark (short term project)</li> <li>two Coronation Drive (short term project)</li> <li>approximately 10 town centre streets (medium term project)</li> </ul> </li> </ul> </li> <li>Budget would be sourced largely from the existing parking operations and maintenance budget.</li> </ul>
1.2	<p>Installation of bike parking facilities</p> <ul style="list-style-type: none"> <li>Installation of bike lockers in Athol and Ballarat Street carparks in the short term. These parks chosen because of their close proximity to the town centre core</li> <li>Each bike park to occupy 1-2 car parking spaces, and to be capable of 'expansion' to provide additional bike parking and facilities such as charging for e-bikes.</li> </ul>
1.3	<p>Public showers / lockers for cyclists</p> <ul style="list-style-type: none"> <li>The concept of public showers / lockers was raised through public consultation</li> <li>Options exist for working with private businesses (i.e. gyms) to provide secure facilities versus purpose built facility in public space.</li> <li>To be investigated in medium term – signalled for construction in long term.</li> </ul>
1.4	<p>Ballarat St off-street carparks improvement</p> <ul style="list-style-type: none"> <li>Improvement (principally widening) of the entrances to the upper and main off-street carparks</li> <li>To be undertaken in the short term.</li> </ul>
1.5	<p>Queenstown Gardens– removal of commuter parking</p> <ul style="list-style-type: none"> <li>Extension of existing parking restrictions within the Gardens to cover all parking. This gives priority to Gardens' users over commuters and is in line with the Gardens Reserve Management Plan</li> <li>The tennis and bowling clubs presently have the options for exemptions to time restrictions during weekday events, and this would continue.</li> <li>Implementation of this change would take place in the short term but be linked to improvements to alternative modes</li> </ul>

1.6	<p>District plan review</p> <ul style="list-style-type: none"> <li>The Council is presently reviewing its district plan. The transport provisions are part of stage 2 of the review, and are due to be notified in mid-2016.</li> <li>In line with the strategic directions of this strategy the district plan review is expected to propose <ul style="list-style-type: none"> <li>Retention of no minimum levels of parking in private developments</li> <li>Encouragement of private provision of end-of-trip facilities for cyclists and pedestrians</li> </ul> </li> <li>Requirement for integrated traffic assessments of traffic generating activities</li> <li>These measures would apply to new activities (i.e. would not affect existing activities that do not change).</li> <li>The policy work required for this review would be funded from the town centre transport strategy implementation budget.</li> </ul>
1.7	<p>Camp St bus stops facility/ amenity improvements</p> <ul style="list-style-type: none"> <li>Until the ORC has completed its review of public transport services it is intended to leave the main town centre bus stop in its present location on Camp Street near the Beach St intersection.</li> <li>With the potential increase in bus services and potential changes in the way Camp Street is used as a result of the ORC review of the Wakatipu public transport network, it may be necessary to make changes to the bus stop, including location.</li> </ul>
1.8	<p>Tourist services stops</p> <ul style="list-style-type: none"> <li>Tourist service bus stops are presently located along sections of Camp St and in Duke Street.</li> <li>As demand for these services increases there will be a need for use of available space to become more efficient and/or enlarged.</li> <li>It is proposed that a medium term project be to work with service providers to put in place plans to cater for changing demands.</li> </ul>
1.9	<p>Long term town centre terminal</p> <ul style="list-style-type: none"> <li>The planned implementation of the Inner Links project will change the nature of the road network, particularly on Stanley Street, which is expected to have significantly reduced volumes.</li> <li>This does bring into question whether the main urban bus stop should remain in Camp Street, or whether a relocated stop supported with good pedestrian access would be consistent with Council's efforts to increase patronage through improved services.</li> <li>A project is proposed in the medium term to address this issue.</li> </ul>
1.10	<p>Transport Improvements Fund</p> <ul style="list-style-type: none"> <li>Development of a transparent transport improvements fund, based on using parking revenue earned from extending paid parking.</li> <li>Intention is that fund be used on projects and programmes that have a town centre focus (i.e. are improving town centre accessibility)</li> <li>Revenue estimates <ul style="list-style-type: none"> <li>Assume no net change in revenue for town centre car parks</li> <li>For peripheral area, at \$1 per day<sup>4</sup>, 500 all day parkers would earn \$100k per annum. Assume 50% net earnings due to administration of scheme and shift of parkers to other areas/modes</li> <li>Net earnings \$50k, able to be supplemented by NZTA funding for approved transport projects.</li> </ul> </li> </ul>
1.11	<p>Park Street ferry stop</p> <ul style="list-style-type: none"> <li>The Council is presently preparing a resource consent application that if successful would enable the operation of a ferry service across the Frankton Arm.</li> <li>If the consent application is successful, an improved wharf, with passenger waiting facilities would need to be implemented in the medium term.</li> </ul>
1.12	<p>New parking provision</p> <p>Changes to streets – particularly as a consequence of shared space proposals – is likely to reduce the parking supply within the town centre. This strategy seeks to maintain</p>

<sup>4</sup> The actual cost of coupons would be determined through the review of on-street parking and establishment of clear links to the cost of transport improvement projects & programmes benefitting the town centre.



	publicly available parking supply levels at 2015 levels. This project will establish the appropriate manner for providing new publicly available parking to be supplied on the town centre fringe.
2.1	<p>Arterial route study: bus / cycle / pedestrian facilities on major arterials.</p> <ul style="list-style-type: none"> <li>The town centre is served by three main arterial routes (Fernhill Rd/Lake Esplanade/Shotover Street, Stanley St/Frankton Rd and Gorge Rd). As well as being key traffic routes these roads are also the main bus routes into and out of town, and are of course used by cyclists and pedestrian.</li> <li>A route study is required to develop up measures for implementation in the short, medium and long terms that will improve the people moving capacity of these roads and trip reliability.</li> <li>The route study will be undertaken jointly with NZTA (responsible for State Highway 6A, which includes Shotover Street, Stanley St and Frankton Rd.</li> <li>The project will be undertaken in the short term. It will follow the walking and cycling audit which will identify pedestrian and cycling issues (and potential solutions) on the arterial routes.</li> </ul>
2.2	<p>Walking &amp; cycling audit of roads &amp; pathways</p> <ul style="list-style-type: none"> <li>This project will assess safety risks to pedestrians and cyclists presented by current roading infrastructure.</li> <li>The project will recommend operational improvements</li> <li>The project will be undertaken in the short term.</li> </ul>
2.3	<p>Hallenstein Street traffic flow improvements</p> <ul style="list-style-type: none"> <li>Hallenstein St is classified as a collector road in the District Plan.<sup>5</sup></li> <li>Although parking is prohibited on one side for the length of the road, the function of the road is inhibited by the remaining lane widths. Work is required to establish what low cost measures can be implemented to improve traffic flows while keep speeds at a level appropriate to a residential and school area.</li> <li>This project and any measures would be completed in the short term.</li> <li>If on-street parking is proposed to be removed, this would be subject to consultation prior to Council decision.</li> </ul>
2.4	<p>Shotover/St Stanley Intersection Improvement</p> <ul style="list-style-type: none"> <li>This intersection provides poorly for pedestrians and cyclists. Particular concerns are vehicle speeds through the intersections, poor sightlines (particularly on the Alpine Supermarket corner).</li> <li>The intersection does get very congested at peak times, but this is exacerbated by queue-backs from the Stanley/Ballarat Street intersection.</li> <li>This project and 2.5 will be undertaken together and look at short term improvements to the intersection. Options will include signalising the intersection, although space constraints may prevent this occurring.</li> </ul>
2.5	<p>Stanley/ Ballarat Sts Intersection Improvement</p> <ul style="list-style-type: none"> <li>Improvements are required at this intersection to reduce the conflicts between the Stanley St through traffic, right turning traffic movements out of Ballarat St, and pedestrians using the pedestrian crossing.</li> <li>Although there have been no recorded crashes, it is unusual to have a pedestrian crossing across dual lanes.</li> <li>This short term project will be led by NZTA and will develop a preferred option for short term implementation. The project will consider signalisation options.</li> </ul>
2.6	<p>Ballarat/Camp Sts Intersection Improvement</p> <ul style="list-style-type: none"> <li>This intersection is heavily used by scheduled bus services accessing the O'Connell bus stop in Camp Street.</li> <li>Buses are presently held up by the Give Way control at the intersection.</li> <li>As a trial project, in the short term it is proposed to change the priority at the intersection to have Camp St traffic giving way to traffic turning right from Ballarat St into Camp St.</li> </ul>

<sup>5</sup> The District Plan refers to the purpose of collector roads as follows: "Collector roads provide for the distribution and circulation of traffic between or within local areas and to and from the arterial road network. Collector roads also provide access to private properties fronting the road; however, the main function is to provide access to local roads. In many instances they provide a direct link between two arterial roads. Through traffic makes up a high proportion of the traffic flow." (Page 14-3)

2.7	<p>Duke Street two laning / shared space (Brecon Street)</p> <ul style="list-style-type: none"> <li>Duke Street is presently a one-lane road. At the lower end of the road it connects with lower Brecon Street.</li> <li>The street is a key terminal for skifield and other visitor coach services as well as providing frontage for the Sofitel Hotel.</li> <li>Investigation of options for improving traffic flow within the town centre has raised the option of two-waying Duke Street. If this investigation goes ahead it would take place in the medium term.</li> </ul>
2.8	<p>Park St / Thompson Street to town centre cycling / Walking connections</p> <ul style="list-style-type: none"> <li>This project is intended to be undertaken in the short term</li> <li>It will seek to improve cycling access between Thompson Street / Park Street and town centre destinations (including the Gorge Rd employment area).</li> <li>It is a response to poor through routes for cyclists within the town centre</li> </ul>
2.09	<p>Inner Links</p> <ul style="list-style-type: none"> <li>The inner links project anticipates the construction of a road between Frankton Rd, Gorge Rd and Man Street.</li> <li>The timing of the project is linked to traffic growth. If the strategy is successful in achieving the mode targets described in Appendix One then construction of the road can be deferred to at least the 2020s. Failure to track along the targets could result in a council/NZTA decision to bring forward the project</li> <li>Route protection is scheduled for the short term. This will require designation of the route, and would be funding from the strategy implementation budget.</li> </ul>
2.10	<p>Shared Space Improvements</p> <ul style="list-style-type: none"> <li>This project will scope design and implement shared space improvements consistent with the Street Typology – Future map within the strategy. There may be instances where full pedestrianisation (i.e. excluding vehicle access) is proposed and these will be considered on a case by case basis.</li> <li>The project will where possible work with property owners to fund improvements jointly</li> <li>The project will seek the implementation of shared space improvements on those streets highlighted for this treatment within the next ten years.</li> </ul>
3.1	<p>Bus stop information panels and service signage</p> <ul style="list-style-type: none"> <li>All bus stops presently have information panels provided by Council. Connectabus and Snowline presently insert their timetables into the panels.</li> <li>Standard practise in many centres is to provide information flags (metal signs) on the bus stop signs that show succinctly the destinations served by buses using the stop. These ‘flags’ would be supplied and installed by QLDC in the short term.</li> </ul>
3.2	<p>On-street wayfinding signage system</p> <ul style="list-style-type: none"> <li>It is proposed that a project to design and implement a wayfinding ‘system’ for pedestrians within the town centre and the wider pedestrian catchment.</li> <li>This would be a low cost project making use of fingerboards and would either replace or extend the incomplete information that is presently on-street</li> <li>The project would be undertaken in the short-term</li> </ul>
3.3	<p>Transport Communications Plan</p> <ul style="list-style-type: none"> <li>The communication of transport information by the network of agencies that visitors and residents go to for transport information is presently inconsistent (in terms of the ease of finding the information, and its accuracy)</li> <li>Information needs are diverse – ranging from availability of parking; bus timetables, routes and fares; through to the routes off-road paths.</li> <li>A myriad of different ways of conveying information before and during trips exist. A coordinated approach to be delivered by an information plan is needed to minimise duplication of effort, and ensure information is easy to get hold of and accurate. The following organisations need to be part of the plan <ul style="list-style-type: none"> <li>QLDC</li> <li>NZTA</li> <li>ORC</li> <li>Transport operators</li> <li>Destination Queenstown</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>○ Queenstown Airport Corporation</li> <li>○ Automobile Association</li> </ul>
4.1	<p>Install bike racks on buses</p> <ul style="list-style-type: none"> <li>• Many bus services in New Zealand centres already provide bike racks on their buses and this is likely to be a requirement of any new Wakatipu urban bus services contracted by the ORC.</li> <li>• Bike racks have the potential to be well used given the Gorge Rd and Fernhill/Lakeview routes provide good gradients for cycling into town but tough cycling for the return journey.</li> <li>• The bike racks would be supplied and fitted in the short term by Connectabus under the contract.</li> </ul>
4.2	<p>Bus &amp; ferry service review / improvements</p> <ul style="list-style-type: none"> <li>• The Ministry of Education will review its school bus services in 2016. This will take place within the context of significant changes to schooling in the Wakatipu, with the recent opening of the Remarkables Primary School (2010) and the Shotover Country School (2015) and the planned relocation of the Wakatipu High School.</li> <li>• In the ORC's Regional Passenger Transport Plan has signalled a review of the Wakatipu public transport services in 2016. The review will be comprehensive covering the routes, fares, timetables and service provider standards.</li> </ul>
4.3	<p>Airport to town centre journey</p> <ul style="list-style-type: none"> <li>• Between 40 and 50% of visitors to Queenstown arrive by plane at Queenstown Airport. With most visitor accommodation being in the town centre or on the town centre periphery, the management of the 'journey' is important if greater use of public transport is to be achieved.</li> <li>• Decisions on how to travel within the district are usually made before arriving and are influenced by information available on-line, and/or previous experience when visiting the district.</li> <li>• The project will review and make recommendations on matters that affect the awareness of transport options and the quality of the transport product being offered.</li> <li>• This project must involve the service providers (including urban bus operators, shuttles, and taxis), Queenstown Airport Corporation, QLDC, accommodation provider associations and others.</li> </ul>
4.4	<p>Skifields to town centre journey</p> <ul style="list-style-type: none"> <li>• Queenstown town centre and Frankton Road experience their worst congestion in the afternoon peak periods in winter. This is when people are coming off the mountains and returning to the town centre to drop off their skis/ return to their accommodation.</li> <li>• NZSki has invested in the provision of bus services to the Remarkables and Coronet Peak Skifields. Cardrona and Treble Cone Skifield are served by operators such as Kiwi Discovery.</li> <li>• The continued investment in bus services that are in full swing for only 2-3 months of the year is problematic. Equally though, expansion of Skifield parking will continue to place pressure on the districts road network.</li> <li>• This project - to be undertaken with the Skifield operators, transport operators and others - will develop more cost efficient options for delivering attractive public transport services.</li> </ul>