



# QUEENSTOWN TOWN CENTRE TRANSPORT STRATEGY

Consultation Document  
April 2015



---

This is a summary of the Draft Strategy, which is on the Council's website at [www.qldc.govt.nz](http://www.qldc.govt.nz)

The summary is designed as an introduction to the issues that the Council is addressing through the strategy. Once you have read it, you are invited to tell the Council your views by making a submission. Consultation will close on Friday 22 May.

# INTRODUCTION

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. This draft transport strategy deals principally with the journey to work and visitor trips.

Three agencies lead the planning of our transport networks.

- **QLDC** is responsible for managing the roads that aren't state highways. We provide and maintain 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 central Queenstown. 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 transport activities.
- **The Otago Regional Council (ORC)** is responsible for regional transport planning and planning public transport services. ORC funds public transport planning by collecting rates from Queenstown ratepayers and by seeking co-investment from the NZTA.

Later this year and in 2016 we'll be working closely with ORC and public transport operators to review the public transport network. We intend to see how we can make the network more efficient and better meet the needs of Queenstown passengers in the future.

## INNER LINKS

The Inner Links project is a concept for a new arterial road around the periphery of the Queenstown town centre, which has been under investigation since 2005. Last year the first two stages of the planned route were reviewed.

The Council resolved to

**Agree in principle, subject to further work, that planning for Inner Links roading proposals is progressed alongside travel demand management measures for improving town centre access while deferring the need for road construction beyond 2018.**

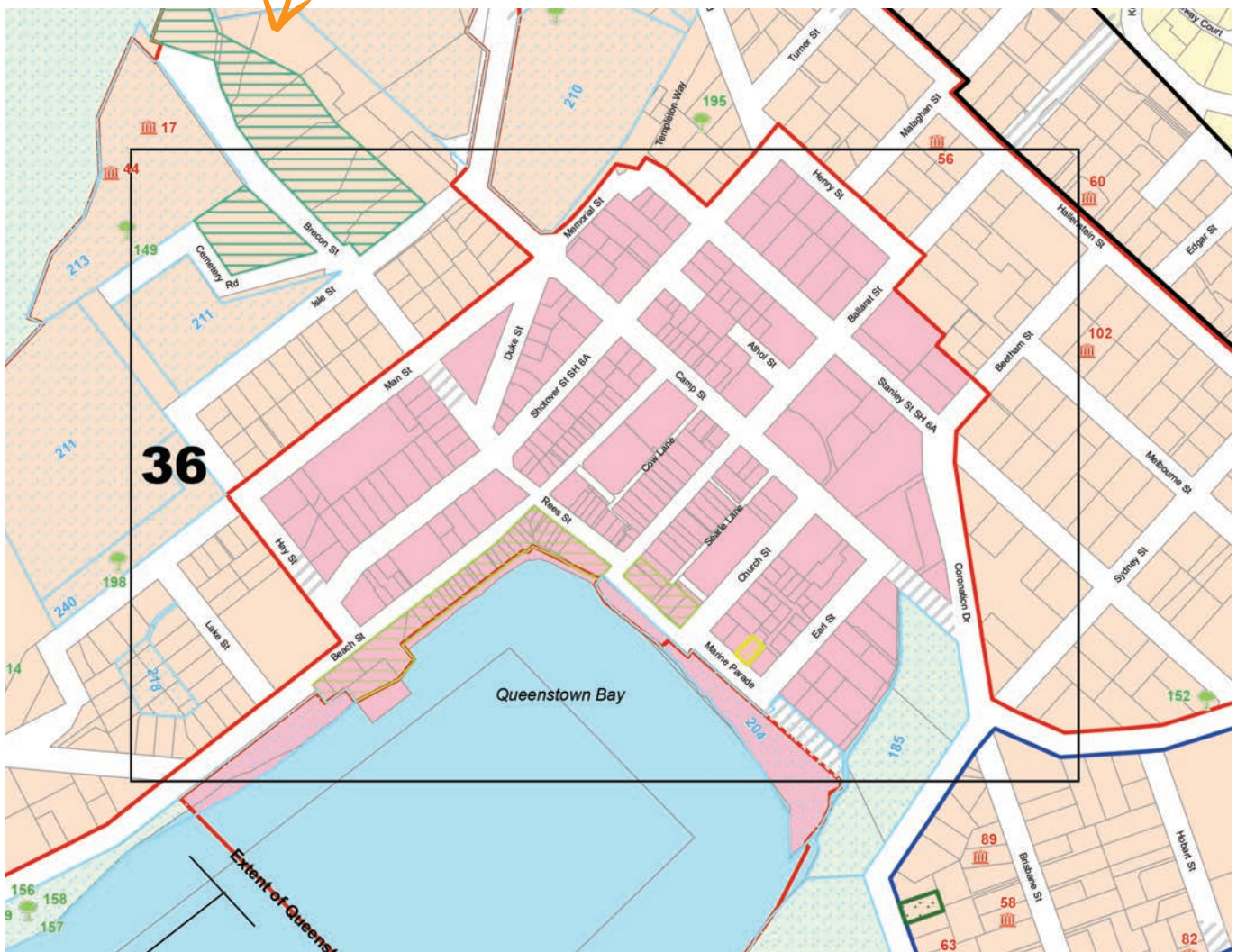
# BACKGROUND

The Queenstown town centre is the main tourist centre and administrative centre of the Queenstown Lakes District.

The map below is taken from the Queenstown Lakes District Plan and shows the extent of the Queenstown town centre.

The town centre is growing: Plan Change 50 is presently proposing an expansion on the north western edge of the current town centre. This growth will influence the demands on its transport network. Other factors that will influence this demand include:

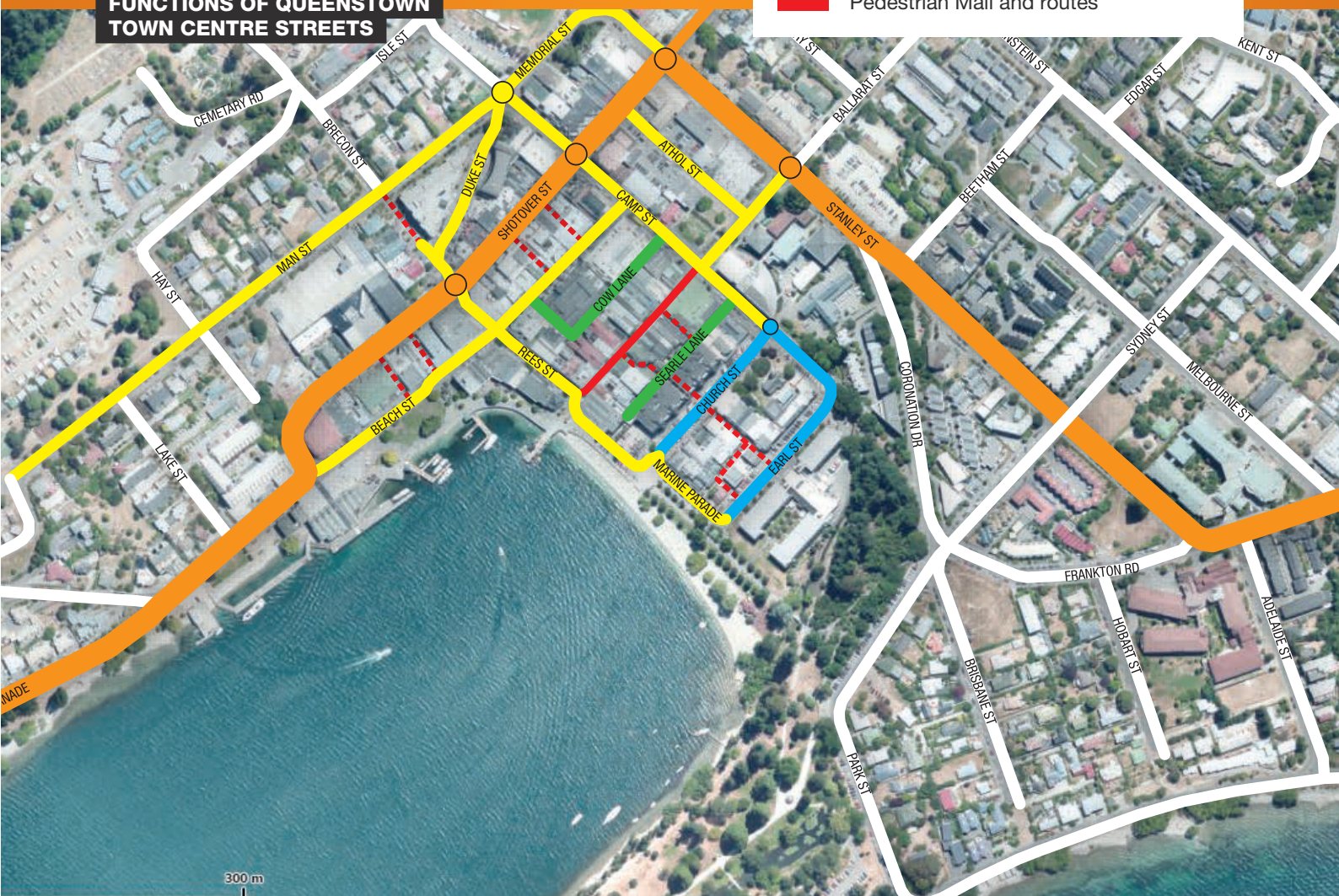
- Uncertainty over the future use of the site to the north of the town centre presently occupied by Wakatipu High School. This site is due to be vacated by the school from 2017.
- Development and re-development of sites, particularly those that are presently vacant (i.e. the Boundary Street Ballarat Street and Athol Street carparks)
- District wide growth, particularly that of the Frankton Flats



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.

### FUNCTIONS OF QUEENSTOWN TOWN CENTRE STREETS

- Stanley St arterial / Shotover St arterial
- Local access
- Parking precinct
- Service Lane
- Pedestrian Mall and routes





CAMP ST



# TRANSPORT DEMAND

## LOCAL COMMUTERS

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.

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 our 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)

# CHALLENGES

The big issues for the Queenstown town centre are

1

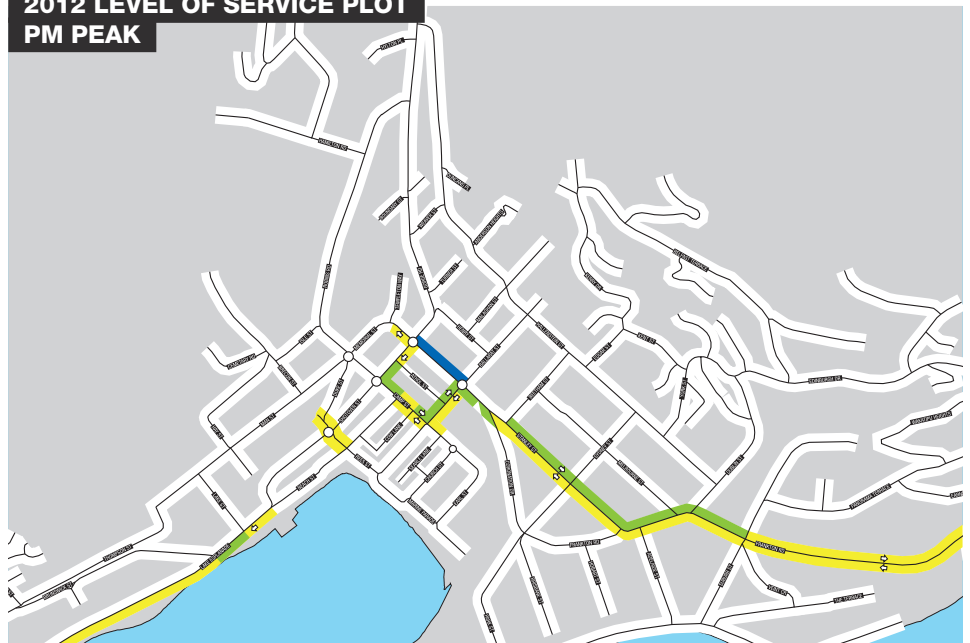
## TRAFFIC CONGESTION

Traditionally, Queenstown roads are at their busiest during the winter ski-season (July-August), followed by the summer peak (January-February). That's when the most visitors are in town. Peak congestion, while it can be severe, is usually over in a short time each day.

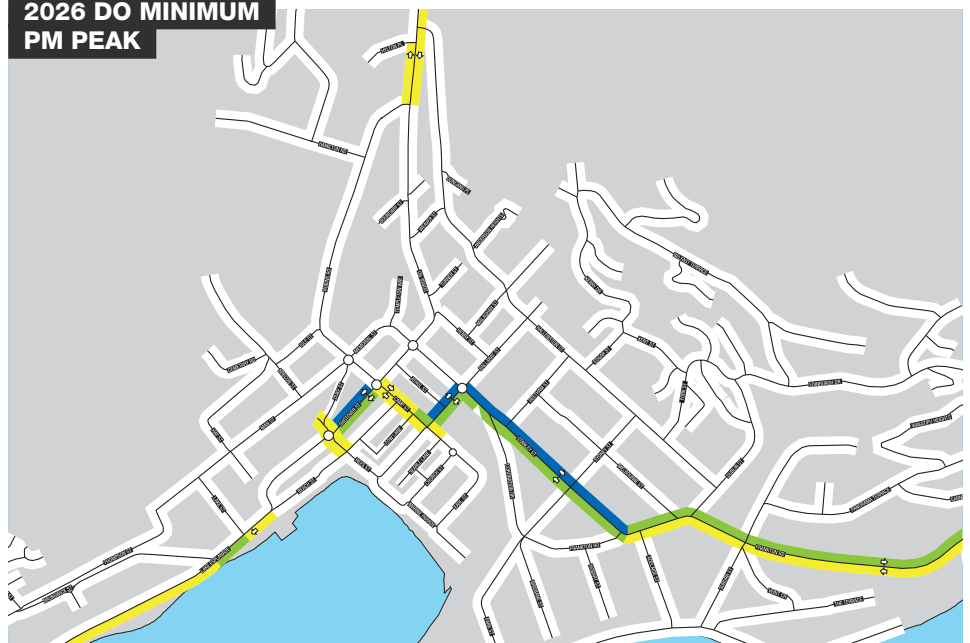
Over the past couple of years traffic volumes in the district have started to grow after the being relatively constant for the previous 3-4 years. Congestion has become more pronounced.

The two diagrams below illustrate how we envisage congestion levels changing over the next couple of decades. These show severity of congestion increasing in the town centre and town centre approaches – particularly Stanley Street.

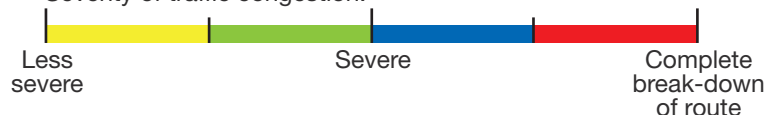
2012 LEVEL OF SERVICE PLOT  
PM PEAK



2026 DO MINIMUM  
PM PEAK



Severity of traffic congestion:



➔  
Traffic direction



## 2

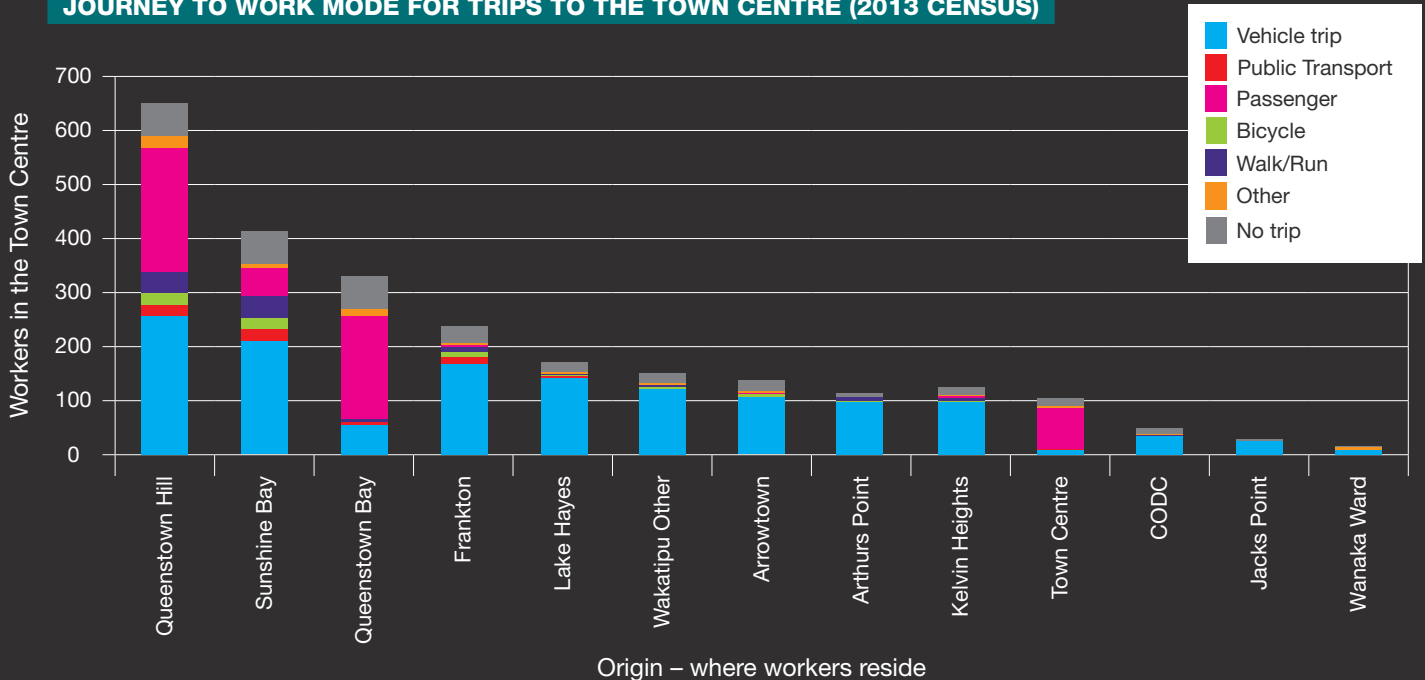
### OUR RELIANCE ON THE CAR FOR GETTING AROUND

The 2013 Census data shows about two-thirds of those people travelling to or through the town centre get to work by car. On Frankton Road, however, where congestion is predicted to get much worse, about 80% of journeys to work are by car.

Interestingly, as shown in the following graph, some areas already have relatively high numbers of pedestrians and bus users. The potential to achieve changes will vary from area

to area. Amongst school children travelling to the three schools on the town centre periphery over a third take the Ministry of Education buses.

**JOURNEY TO WORK MODE FOR TRIPS TO THE TOWN CENTRE (2013 CENSUS)**



## 3

### ATTRACTIVENESS OF THE TOWN CENTRE

Queenstown is becoming less pleasant as a result of growing conflicts between cars, pedestrians and, to a lesser extent, cyclists.

Increasing traffic volumes and congestion affect the way we and our visitors perceive Queenstown. We hear this anecdotally, but we

are presently not surveying this regularly. A 2008 study undertaken for Council, however, translated this potential impact into a material impact – using results of surveys of visitors to indicate that a vehicle dominated and congested town centre will affect visitor perceptions in Queenstown. This will affect Queenstown’s reputation, resulting in fewer return visits and translate into reduced growth in visitors, and reduced growth in earnings from visitors.

The value of resolving the key transport problems can be measured, and therefore monitored, in three areas:

- Improved access to the town centre – this can be measured in terms of increased use of alternatives to the single occupant car
- Improved functionality of the transport system – as measured by the traffic flows and the reliability/predictability of access

- Improved town centre liveability and visitor experience - as measured by future surveys of visitors, businesses and residents.

Targets will be set to test the effectiveness of the strategy in dealing with the transport problems facing the town centre.

# 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. More information on each principle is in the Draft Strategy.

- [5.1] Make the most of existing network capacity**
- [5.2] Facilitate freight movement**
- [5.3] Integrate the management of the transport system components and land use in pursuit of the key performance indicators**
- [5.4] Provide attractive town centres for people and businesses with good transport connections for all modes**
- [5.5] Provide safe, reliable and pleasant access to visitor activities areas by multiple modes**
- [5.6] Acknowledge the role of transport in promoting the health and well-being of the community**



# 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 visitor economy.

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

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.

## COMMUTERS

Commuters are generally local residents who make the same trip to and from work day after day. For many, travel by car is the only travel choice they have; yet some may take up other transport modes if these options were improved. The composition of this group is not static. The forecast growth of the resident population 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 and other modes provide opportunities to change how commuters get to work.

## 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.

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 significantly constraining car use. 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 skifields).



# WHAT'S PROPOSED, WHEN?

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 OVERVIEW, THESE ARE THE PRIORITIES BETWEEN USES THE COUNCIL IS PROPOSING:**

PRIORITY	STREET TYPOLOGY				
	Stanley St / Shotover St arterial	Local access	Parking Precinct	Service Lane	Pedestrian Mall and routes
	Principal traffic route, access to businesses	Property access	Parking & commercial access	Service lane, pedestrian access to businesses	Pedestrian access within town centre
	Traffic / cyclist flow	Cyclist / Pedestrian flow	General parking	Traffic / Cyclist/ pedestrian flow	Pedestrian flow
	Pedestrian flow	Traffic flow	Traffic / cyclist/ pedestrian flow	Pedestrian amenity	Pedestrian amenity
	Pedestrian amenity	Pedestrian amenity	Pedestrian amenity		
	General parking	General parking			

- On-street parking, while important, generally ranks lower than providing for vehicles, cyclists and pedestrian movement through the town centre. Parking takes highest priority through the Earl Street / Church Street parking precinct
- Provision for cyclists ranks equally with traffic movement within the town centre. In short, we won't just single out a few routes that are good for cyclists.
- Traffic (vehicles and cycles) and pedestrian flow take highest priority on the Stanley and Shotover Street arterial roads. General parking and amenity improvements rank lower on those roads.
- In most other streets, pedestrian amenity will be given more importance, with provision of parking ranking behind. This leaves the way open for a future council to engage in street improvements, such as the use of shared spaces to improve the attractiveness of the town centre. It will also enable further consideration of
  - Further development of Camp St for buses and pedestrians
  - Improvement of streets such as Marine Parade and Rees Street for cyclists
- 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 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.

## [7.1]

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

- Make 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 to 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.

#### 7.1.1. SCOPE

This includes carparking, bus stops and bike parking; and may include facilities on private properties (some councils use district plans to encourage property owners to provide showering and locker facilities for staff who walk or cycle to work).

### 7.1.2. PARKING GUIDELINES

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

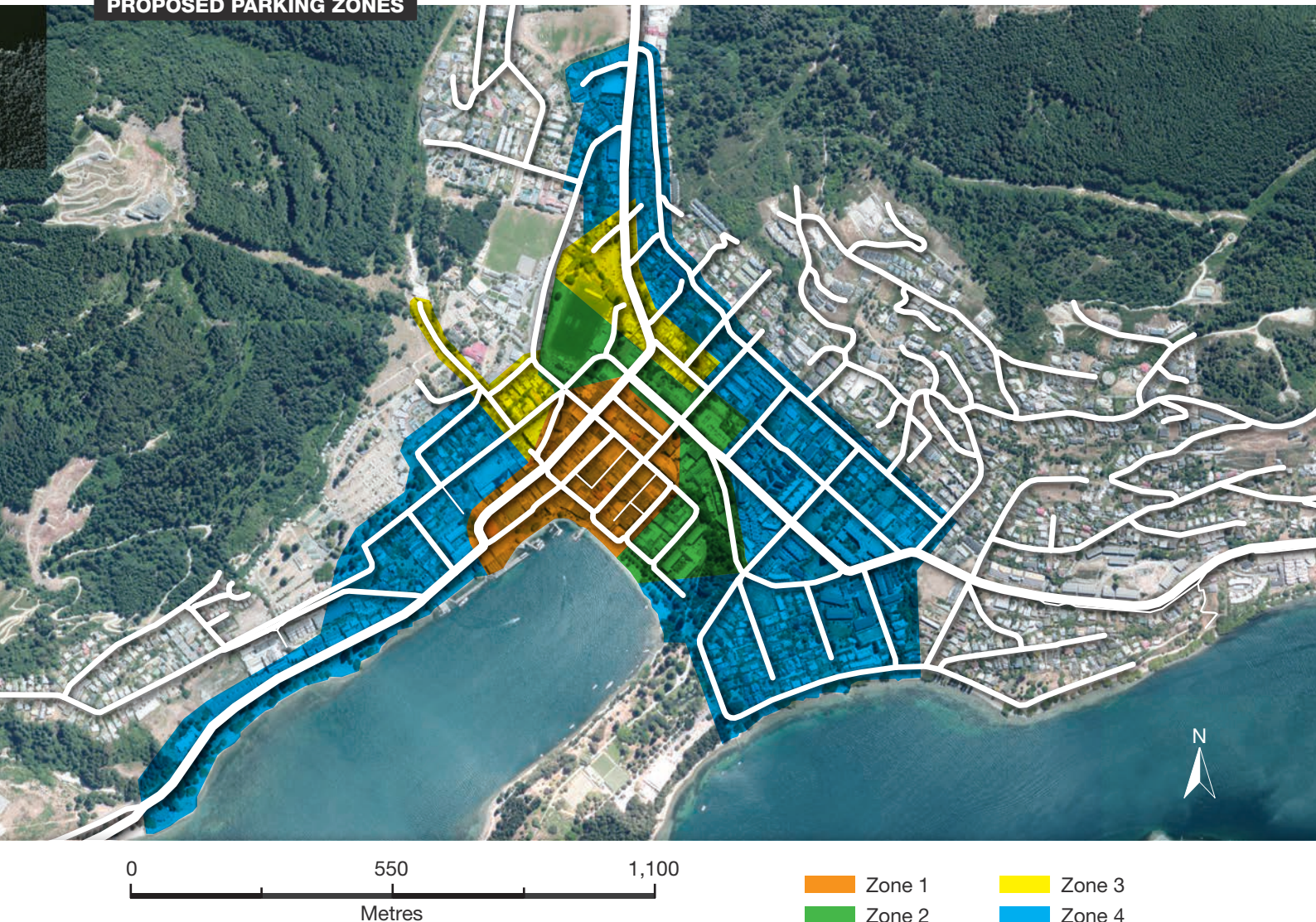
- Parking management (on and off-street) will favour the availability of short-stay parking for visitors within the town centre core and the lowest level of turnover in the town centre fringe areas. Where possible, long stay parking for visitors will take priority over long stay parking for commuters. This will be promoted through the creation of parking zones (refer map on the next 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 2).
- 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 of transport.

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

The Council proposes that parking revenue would be a source of funding for transport improvements.

### PROPOSED PARKING ZONES



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.

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>The off-street carparks within Zone 1 are the Church St (Underground) and Athol Street Carparks. These 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>
	<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, this may lead to less compliance.</p>	
2	<p>Zone 2 covers streets immediately adjacent to Zone 1. The controls provide for longer stays for visitors with parking charges to encourage turnover.</p>	<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>
	<p>The zone includes Earl, Memorial and Stanley Streets which presently have pay &amp; display parking with a P120mins time restriction. Coronation Drive will be included in this zone – reflecting its proximity to the town centre, and the demand for parking in this area.</p>	
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>The Boundary Street carpark provides for a mix of commuters and visitors. The carpark will be remarked to better provide for campervan parking.</p> <p>Carpooling will be retained in this carpark.</p> <p>Changes to Boundary Street carpark would not affect time restrictions for the small carpark beside the Library.</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>	
4	<p>This zone covers the town centre fringe. Around 500 commuter cars park on streets 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 with no provision for apartments), and to others who have purchased a coupon.</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 with no provision for apartments), and to others who have purchased a coupon.</p>	

# 7.2

## Roads, roadsides and pathways

Making more efficient use of our existing network of roads, roadsides and pathways will defer the need to invest in new roading infrastructure. QLDC will look for low cost ways of improving traffic flows, particularly on underutilised segments of the road network – and of encouraging transport modes that move goods and people more efficiently.

### 7.2.1. SCOPE OF THE PROPOSED CHANGES

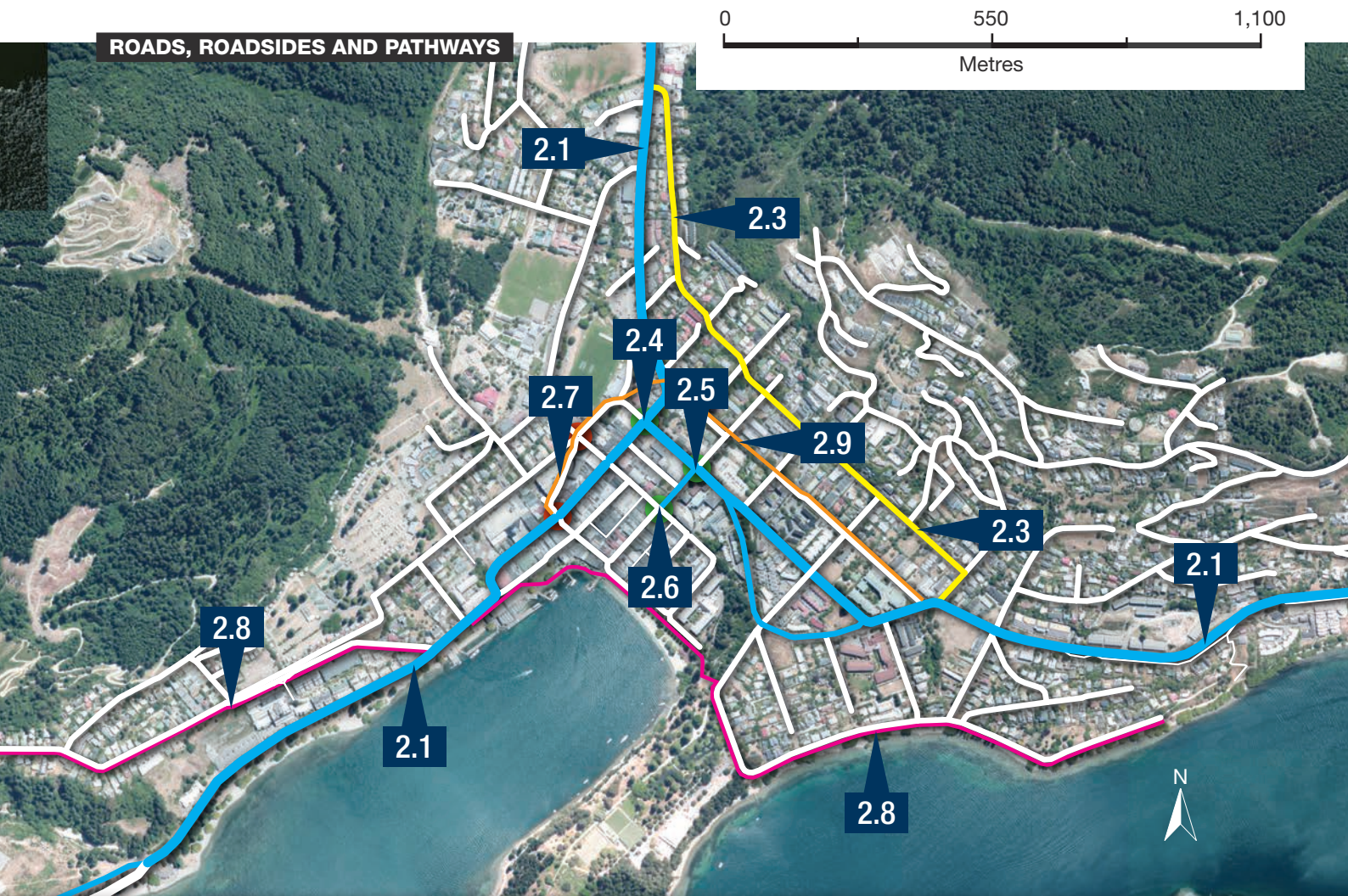
This is the infrastructure that Council and NZTA provide for us to drive, walk, bike and take the bus. It includes the footpaths, roads, and tracks, as well as facilities such as bus shelters, and street lights.

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 away from private vehicle use for visitors, school trips and commuters.

### 7.2.2. ROADS, ROADSIDES AND PATHWAYS GUIDELINES

The Council has developed a programme for roading, roadsides and pathways 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.





### 7.2.3. HERE'S WHAT WE PROPOSE TO DO:

The following table sets out the roads, roadsides and pathways projects. The map indicates the locations of the projects. You'll find more information about timing in the Draft Strategy.

REF	PROJECTS
2.1	Arterial route study: Bus / cycle / pedestrian facilities on major arterials.
2.2	Walking & cycling audit of roads & pathways
2.3	Hallenstein Street traffic flow improvements
2.4	Shotover St/ Stanley Sts Intersection improvements
2.5	Stanley/ Ballarat Sts Intersection improvements
2.6	Ballarat/Camp Sts Intersection improvements
2.7	Duke Street two laning / shared space (Brecon Street)
2.8	Park St / Thompson Street to town centre cycling connections
2.9	Inner Links



## 7.3

### Transport Information

Accurate, consistent and easily accessible information will be available for all types of transport choices. By improving the information and making it more available, we will help people choose how to travel and understand how to use the system.

#### 7.3.1. HERE'S WHAT WE PROPOSE TO DO:

The following table sets out the transport information projects. You'll find more information about the timing of these proposed projects in the Draft Strategy.

REF	PROPOSED BUSINESS CASES & PROJECTS
3.1	Bus stop information panels and service signage
3.2	On-street wayfinding signage system
3.3	Transport communications plan

## 7.4

### Public transport services

The development of a highly effective public transport system is critical to the Council's strategic approach. A well-used public transport system offers more efficient use of the existing road network than a car based system.

#### 7.4.1. SCOPE OF THE CHANGES PROPOSED

Regional councils oversee the planning of urban public transport services, which typically focus on the provision of urban scheduled bus services. Other commercial passenger transport services can include ferries, intercity coaches and taxis.

The ORC proposes to review the Wakatipu public transport services in 2016.

#### 7.4.2. PUBLIC TRANSPORT GUIDELINES

This is the approach that QLDC is proposing to take:

- 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.



Queenstown Lakes District Council  
10 Gorge Road, Queenstown 9300  
P: 03 441 0499  
E: [services@qldc.govt.nz](mailto:services@qldc.govt.nz)

