



Frankton Parking Investigation

Queenstown Lakes District Council



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EXECUTIVE SUMMARY

The purpose of this report is as follows:

- To investigate the current parking behaviours in the Frankton area
- To compare the current parking behaviour to that previously observed
- To provide recommendations for potential parking changes, or actions going forward

An investigation into the parking density on all roads in the Frankton area was completed. This allowed comparison to a similar investigation performed by Opus in February 2017.

The changes to available parking in the Frankton area since February 2017 include:

- Removal of parking from SH6 Kawarau Road from Shotover Bridge to Kawarau Falls Bridge
- Opening of the Queenstown Airport park and ride facility
- 48 hr limit applied to parking on residential streets on the west side of SH6 Kawarau Road

In general it was observed that the density of parking in the Frankton area has not been altered significantly as a result of these changes. There were only two small areas where an increase in parking density was observed; Bridge Street and Copper Beech Avenue. It is suspected the increase in parking on Bridge Street is a result of the current construction on the Kawarau Falls Bridge, though it is uncertain what has caused the increase in parking demand on Copper Beech Avenue.

As the parking is generally satisfactory, the recommendations for further action are minimal. It is however recommended that:

1. Undertake a more in-depth study of the lines and markings to identify where there is potential to flout the rules, and implement improvements in markings and signage, as well as the level of enforcement in these areas.
2. Continue to monitor the effects and use all available sources of information. The airport, QLDC Regulatory team and ORC all gather data which could be analysed to build a picture of the changing behaviours for people travelling to and from Frankton, where they are parking and what for. This information can then be used to determine the most effective controls or relaxations of the parking rules.

Note: Following the initial release of this report, additional data has been provided by the QLDC enforcement team. Analysis of this additional information is appended to this report.

1. Background

Queenstown Lakes District Council (QLDC) have contracted Opus to investigate the vehicle parking behaviours currently present in the Frankton area. Following several recent parking limitation changes, such as the removal of all parking from SH6, QLDC wishes to investigate the resulting changes in parking behaviours through comparison to a previous investigation performed by Opus in February 2017.

2. Investigation Methodology

The investigations were completed over three days between 12th and 20th of September 2017. The investigations involved driving over all of the streets in the Frankton area with a video camera. At a later date the footage was reviewed, with the number of available and occupied parks for each segment of road recorded.

This is similar methodology to a study performed in February 2017 by Opus. By maintaining the same methodology it is possible to compare the results, and make comment on the observed changes in parking behaviour between February and September. This was performed in order to try and quantify any effects of increased parking restrictions that have been put in place, namely the removal of all parking from State Highway 6, the addition of a 48hr parking limit to on-road parking in the residential area to the west of SH6 Kawarau Road., and the construction of a park and ride facility for the Queenstown Airport.

3. Assumptions and Limitations

It is unclear due to limited observations and data available whether the investigation is truly indicative of the underlying parking situation. The investigations were performed between 10am and 12pm on weekdays, so do not capture parking behaviours on the weekend, or on weekdays outside of standard business hours. It should also be noted that the Frankton area is likely to be subject to seasonal based changes to user patterns. As the previous studies were completed at different times of year, the comparisons drawn may not be entirely accurate.

The investigations were conducted between 10am and noon each day in an attempt to minimise any effects of short term parking during school and work drop-off times, or overnight residential parking.

The investigation did not look at the private car parking facilities available e.g. Airport Park and Ride, Remarkables Park, 5 Mile etc.

Furthermore the investigation did not involve licence plate surveys, or any other investigative method of differentiating residential, commercial and industrial parking use.

4. Previous Investigations

The Frankton area has previously been the subject of multiple parking investigations. QLDC completed an extensive number plate survey in October 2012 in an attempt to quantify the density of parked vehicles, and the length of times vehicles were parked in each area.

Opus performed an investigation into Frankton parking from September to November 2014. This investigation detailed the availability of parking spaces in the area.

In February 2017 Opus also completed a parking investigation, simply looking at the number of available parks in the area based on several drive-overs. In general the parking demand did not exceed 60% of capacity. Areas with high parking demand are shown below.

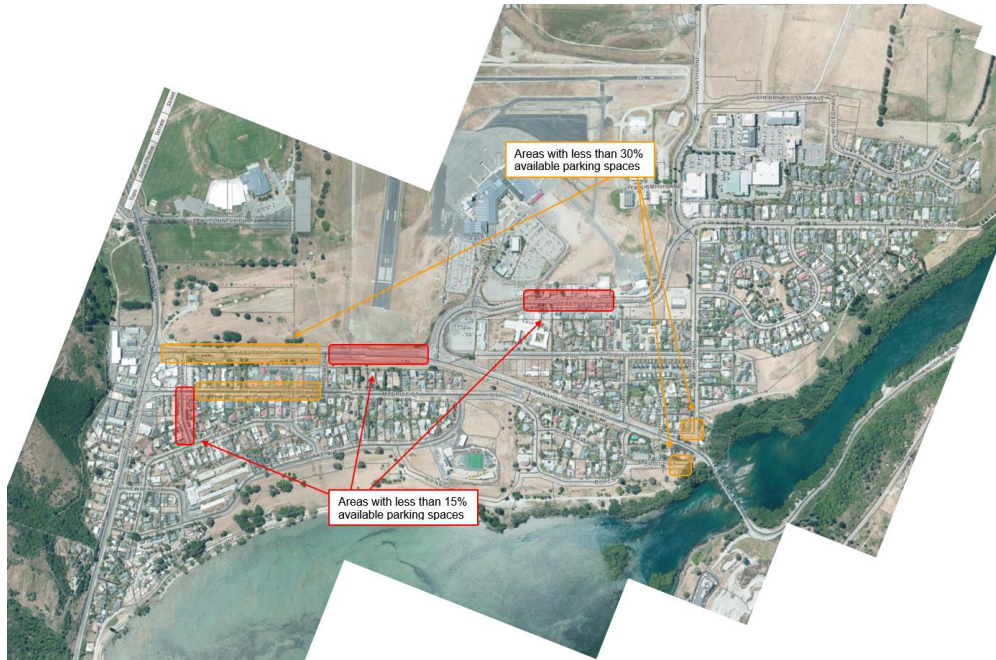


Image 1: Areas of high density parking identified in February 2017 investigation

Since the most recent investigation in February of 2017, there have been several changes to the on-street parking available in the area;

- 48hr Parking limitation for on-road parking in Old Frankton (West side of SH6)
- Removal of all parking from SH6 from the Shotover Bridge to Kawareau Falls Bridge.

5. Observations

5.1. General Trends

In general the on-road parking utilisation throughout Frankton was at less than 40% of capacity. Those areas at higher occupancy rates are shown in the image below.



Image 2: Areas of high density parking identified in September 2017 Investigation

It was observed that Bridge Street and Robertson Street both had significant amounts of commercial vehicles parked on them. The effects were heavily isolated and were centred at the SH6 Kawarau Rd end of both streets. It is assumed this was due to the current works on the new Kawarau Bridge, and therefore the heavy parking density will be a temporary effect only. It is also possible that the vehicles parked here are related to the Hilton complex.

5.2. Observed Changes since February Investigation

In general the observed parking patterns were very similar to those seen in the February investigation. Only two areas appear to have changed significantly;

- Copper Beach Avenue
- Bridge Street.

5.2.1. Bridge Street

Bridge Street has displayed an increase in parking utilisation. Where previously the parked vehicles were limited to one end of the street in the cul-de-sac area, there are now vehicles parked along the roadside as shown below. It is unclear what the cause of the increased parking demand is, however it is suspected to be related to the Kawarau Falls Bridge construction works, as it is unlikely that the parking demands from residents in the area would increase significantly over just 5 months.



Image 3: Bridge Street in February 2017 Investigation



Image 4: Bridge Street in September 2017 Investigation (Note sign on right hand side: "No parking on grass")

5.2.2. *Cooper Beach Avenue*

The density of parking along the North-East end of Copper Beach Avenue has increased significantly. The Frankton Community Association revealed that the increase in parking is perceived to be from airport users, as vehicles were observed to be parking for several days to weeks at a time.

The Table below summarises the findings of the investigations conducted in February and September of 2017.

Table 1: Summary of observations during February and September 2017 investigations.

Note: Green = >60% available parking spaces
Yellow = 60 - 15% available parking spaces
Red = <15% available parking spaces

Street	Segment	% of Parking Spaces Available	
		Feb-17	Sep-17
McBride Street	Frankton Rd - Grey Rd	37%	53%
	Grey Rd - Ross St	23%	31%
	Ross St - Kwarau Rd	>60%	>60%
Wilmot Ave		>60%	>60%
Boyes Crescent	McBride - Bridge St	>60%	>60%
	Bridge St - end	>60%	42%
Bridge Street		>60%	26%
Lake Avenue	McBride St - Allan Cres	51%	38%
	McBride St - Allan Cres	57%	>60%
	Allan Cres - Birse St	>60%	>60%
	Birse St - Yewlett Cr	>60%	>60%
Lower Stewart Street		>60%	>60%
Stewart Street		>60%	>60%
Birse Street		>60%	>60%
Ross Street		58%	58%
Gray Street	Kwarau Rd - McBride St	47%	51%
	McBride St - Stewart Street	6%	12%
Douglas Street	Hospital - Humphrey St	43%	46%
	Humphrey St - Robertson St	48%	45%
Robertson Street	Kwarau Rd - Douglas St	>60%	>60%
	Douglas St - Lucas Place	48%	38%
CopperBeech Avenue	CBA to ETA	>60%	26%
	ETA to End	>60%	>60%
Elm Tree Avenue		>60%	>60%
Juniper Place		>60%	>60%
Alder Avenue		>60%	>60%
Riverside Rd	Turn Area - Kwarau Tce	>60%	>60%
	Kwarau Tce - Remarkables Cres	>60%	>60%
	Remarkables Cres - Robertson st	>60%	>60%
Kwarau Place		>60%	>60%
Remarkables Crescent	Robertson St - Alta Pl	28%	31%
	Alta Pl - Riverside Rd	>60%	>60%
Alta Place		51%	59%
Lucas Place		12%	34%
SH6 Kwarau Rd	Southberg Ave - Humphrey St	>60%	No Parking
	Humphrey St - McBride St	39%	No Parking
	McBride St - Lucas Pl Roundabout	>60%	No Parking
	McBride St - Lucas Pl Roundabout	30%	No Parking
	Lucas Pl - Ross St	5%	No Parking
	Ross St - BP Roundabout	18%	No Parking
Peninsula Road		Not Investigated	32%
Hansen Rd		Not Investigated	>60%

5.3. Areas of Concern

Although the parking density was generally low, there were some areas where potentially unsafe trends were observed.

5.3.1. Robertson Street

The section of Robertson Street between Riverside Road and Douglas Street often had vehicles parked on the grass verge on the north side of the road. This may cause safety problems due to the manoeuvres required to mount/leave the shoulder, reduced visibility due to the vehicles parked on the shoulder, and may also be considered a maintenance/amenity issue as the vehicles are likely to damage the grassed area.



Image 5: Parking on grass verge along Robertson Street

5.3.2. *Peninsula Road*

Along Peninsula Road, near the intersection with the Hilton/ Kwarau Village Road, there was a relatively high level of parking density. In this area parking on yellow lines was observed multiple times, as well as a mix of parallel and angled parking in the wide shoulder on the Northern side of the road. Angled parking may present a safety hazard as it is often difficult to see if the road is clear of vehicles before reversing into the live lane. While occasionally parking near the yellow lined areas was observed to be legal (i.e. more than one meter outside the yellow lines), in general there is not enough shoulder width to park safely, especially with the vertical and horizontal alignment of the road reducing the visibility for oncoming cars to identify people leaving/entering the parked vehicles.

If parking on the northern side of the road continues to encroach on the Hilton intersection, it may present visibility issue for vehicles exiting the Hilton complex, however there currently did not appear to be an issue, particularly given the low volume of vehicles expected to be performing right turn manoeuvres out of the Hilton complex.



Image 6: Parking on yellow lines, and mixed angled/parallel parking near the Hilton Hotel on Peninsula Road

5.3.3. *Copper Beach Avenue*

Along Copper Beech Avenue, a large vehicle was observed to be parked on the roadside in the same location as a median island/ pedestrian refuge island. The vehicle parking here reduced the trafficable lane width significantly, while also blocking pedestrian access to the median island for safe crossing.



Image 7: Heavy Vehicle parked on Copper Beech Avenue

Dangerous parking on Lucas Place, with vehicles double parked and hanging out into the live lane was observed in the February investigation, but was not seen during the most recent investigation. It is unclear if this behaviour is still intermittently present.

6. Consultation

6.1. *Frankton Community Association*

Discussion with representatives of the Frankton Community Association (FCA) indicated that the observed changes in parking have been constrained to small areas.

The FCA had observed an increase in on-road vehicle parking along Copper Beach Avenue, particularly at the north end near Zig-Zag Zoo and the Southern Institute of Technology accommodation. These observations are consistent with those observed during the field investigations. The feedback received indicated that the increased parking in this area was long term, often spanning multiple weeks, and was therefore suspected to be related to Queenstown Airport.

The representative for FCA indicated that after alerting QLDC to the issue of particular vehicles parking on Copper Beach Avenue for multiple weeks, there was unsatisfactory action from the enforcement personnel.

The FCA held a strong preference for parking permits to be implemented for the Frankton area, in order to help ensure residents have parks available to them when required.

The FCA also indicated that the parking changes in Old Frankton had been well received by the community.

6.2. *QLDC (Parks Management, Events Centre Management, Enforcement)*

6.2.1. *Parks and Reserves*

The most notable issue the QLDC Parks and Reserves team have identified is the use of the reserve area by the Kawarau Bridge. However, it is not certain that this can be attributed to

the parking changes in Frankton and as identified earlier, this could be a temporary issue caused by the construction of the new bridge.

The Parks and Reserves team also noted parking issues at the Events Centre, this is discussed below.

6.2.2. *Events Centre*

The Events Centre have not noticed any obvious changes in parking behaviour since the changes came in to force. However, they did note that they continue to experience increasing pressure on their existing parking facilities, particularly during peak periods and during events - this can lead to some dangerous parking practices. Such practices noted include vehicles parking on the verges of SH6 in and around the entrance to Joe O'Connell Drive, blocking the views of vehicles exiting on to SH6.

The Events Centre have an agreement with Five Mile for overspill parking, whereby the Events Centre can be accessed via the playing fields between the two locations. This has had a moderate uptake and the Events Centre continue to communicate this alternative.

6.2.3. *Legal and Regulatory*

The QLDC Legal and Regulatory team have been monitoring the effects of the parking changes since they came into force with the allocation of a full-time enforcement officer for the Frankton area. However, the information has not yet been analysed to determine if and where any issues lie. This could be a useful source of information to identify changing patterns and behaviours.

The QLDC Legal and Regulatory also noted there had been a decrease in the number of complaints, which would suggest that the parking changes have been effective at resolving some of the issues experienced by the Frankton Residents. Of the complaints received, however, they were initially related to some resident not liking the changes, this could reduce over time as the residents get used to and accept the changes.

6.2.4. *Enforcement*

After the 1st issue of this report, the QLDC regulatory team released to Opus information relating to the enforcement team observations in the Frankton area. Information and discussion on the additional supplied data is appended to this report

6.3. *New Zealand Transport Agency*

The NZTA have not noted any operational impacts thus far. They noted that it may be easier to maintain the grass verges but any impacts will likely be realised over an extended period of time, as maintenance requirements such as on the verges or edge break decrease due the vehicles no longer causing such issue.

6.4. *Otago Regional Council*

Several attempts have been made to contact the Otago Regional Council by phone and email, with no response to date.

6.5. *Queenstown Airport Corporation*

Feedback from the airport has shown a good uptake in the use of the new park and ride scheme operating from Brookes Road in Frankton, with peak usage at 98% capacity (147 parks out of 150). There were some concerns raised from the community in regards to the size and frequency of the bus operation; however, the usage has closely matched the modelling and at this stage this operation is deemed to be successful.

The airport has worked with the Frankton community and sought feedback on these new measures. The feedback thus far received by the airport, albeit anecdotal, has been positive with the residents implying that the combination of the various improvements in Frankton (BP roundabout improvements, the linking of Hawthorn Drive with Glenda Drive and parking restrictions) have all contributed to improving traffic and parking issues in Frankton.

With the success of stage 1 of the park and ride, the airport has a planned expansion by doubling the current capacity of the car park from 150 to 300 spaces. They are hopeful this

will continue to improve the parking situation in and around Frankton as airport numbers continue to grow.

7. Summary

The feedback and the observed parking behaviours would suggest that the impacts from the recent changes in the parking restrictions have been generally positive, with a few noted exceptions. There appears to be no migration of parking from the recently restricted areas to new areas, this could be because of one or a mix of:

- a) Uptake in the recently implemented park and ride at the airport
- b) Availability of overspill parking at Five Mile for the Events Centre
- c) Vehicles seeking free parking that previously would have parked on in areas such as SH6 (Kawarau Road), being spread amongst remaining streets without parking restriction, essentially diluting the issue.
- d) The changes being implemented relatively recently (June 2017) no alternative areas have yet been established.
- e) Remaining free parking areas sufficiently far away from the desired destination to no longer be attractive.

The exception to the above would be Copper Beach Avenue, where the residents have noted that vehicles appear to be parking long term. This would suggest that this area may be forming as an alternative free parking area for the airport, however, a more in-depth study would need to be undertaken to confirm the reason for this parking.

Therefore, it is recommended to continue to monitor the situation to determine if new free parking areas become established. The continued monitoring could be via feedback from the community and parking surveys, as undertaken in this study, that determine the occupancy rates on the various streets.

In respect of the dangerous parking behaviours identified through this study, these could be dealt with in two main ways.

1. Increase the level of enforcement – it was noted by the Frankton Community Association that there appeared to be low levels of enforcement. Increasing enforcement will help to deter the unsafe practices. However, there needs to remain a base level of enforcement that continues to deter the unsafe practices. If the enforcement reduces over time, it is likely that the same issues will return.
2. Improvements to marking and signage – improving the signage and marking will assist the enforcement and further prevent unsafe parking behaviours. Similarly, it helps prevent a flouting of the rules such as on Peninsula Road (image 6) where the vehicles are parked behind the no parking lines, which is sometimes performed legally, but it is assumed that no parking is desirable in this location.

Also, as the QLDC Regulatory team now have an enforcement officer patrolling the Frankton area and are monitoring the effects of the parking changes, this information should be used to further understand the parking patterns and behaviours.

It should also be noted that the parking survey undertaken in this study was over a relatively short period of time and at a different time of year to the previous studies. Conducting a longer-term study and at a similar time of year to the previous studies will help identify any change in parking behaviours and patterns. This will help to back up any feedback from the community.

8. Recommendations

Recommendations as a result of the Frankton parking monitoring and consultation are to:

1. Undertake a more in-depth study of the lines and markings to identify where there is potential to flout the rules, and implement improvements in markings and signage, as well as the level of enforcement in these areas.
2. Continue to monitor the effects and use all available sources of information. The airport and the QLDC Regulatory team gather data which could be analysed to build a picture of the changing behaviours for people travelling to and from Frankton, where they are parking and what for. This information can then be used to determine the most effective controls or relaxations of the parking rules.



Appendix A

Additional QLDC Regulatory Team Data Analysis

Frankton Parking Investigation

Addendum – Frankton Parking Investigation

This addendum should be read in conjunction with the Opus September 2017 report, Frankton Parking Investigation.

Introduction

Opus were engaged by QLDC to look at the effects of recent parking changes in the Frankton area of Queenstown and produced a report in September 2017 detailing the findings and presenting recommendations. Through the process several stakeholders were consulted to canvas their opinions on the effectiveness of the changes. Since the report was produced more information has been obtained from the QLDC regulatory team relating to complaints and occupancy rates of parking in Frankton. The image below shows the streets that were monitored by the QLDC regulatory team.



Figure 1, Streets monitored by QLDC enforcement officer

Findings

The raw data is attached to this addendum but the findings are summarised below:

Complaints

Figure 2, below shows the number of complaints received through the QLDC request for service (RFS) system in the Frankton area, both in the four months prior to the parking changes coming into force and the four months following.

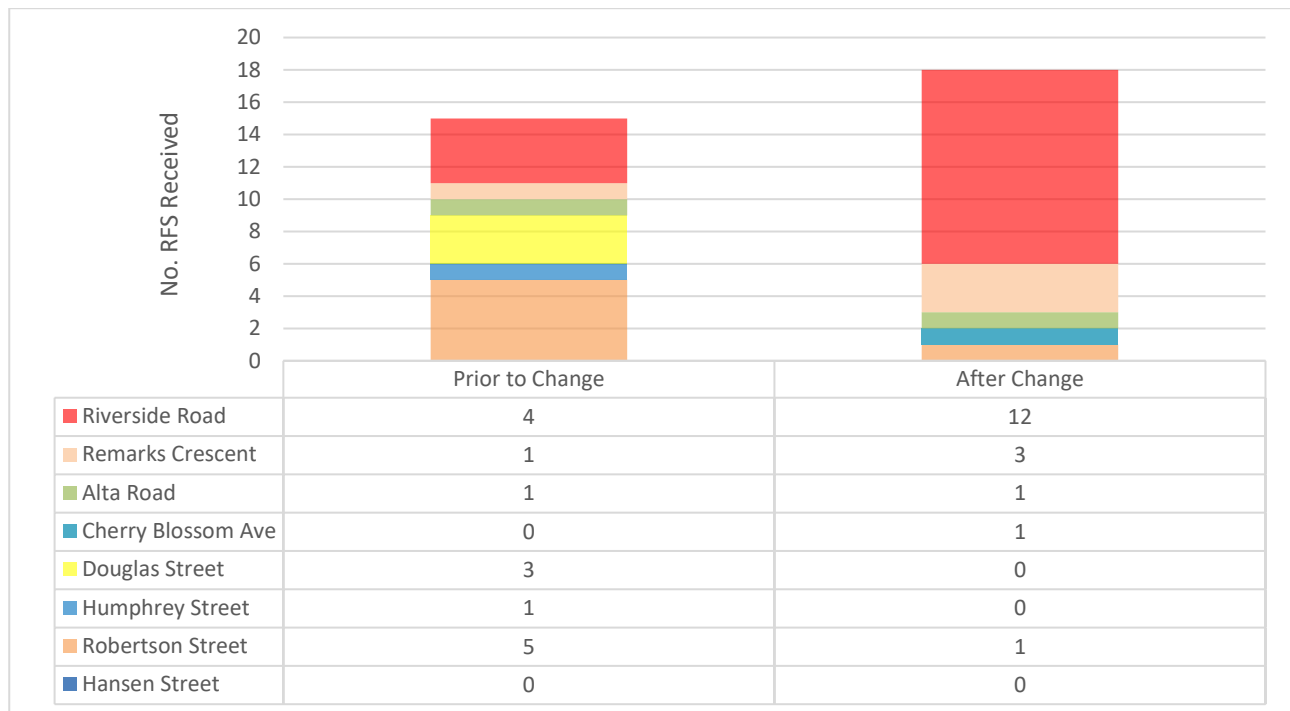


Figure 2, Number of RFS's received before and after the parking changes

From Figure 2, there is a significant increase in complaints on Riverside Road. It should be noted that this correlates with the feedback from the Frankton Community Association. This feedback identified that since the parking changes came into force, there had been an increase in parking along Riverside Road, particularly in the period from 6pm to 7am. This would suggest that this is mainly residential parking but does seem to be causing some concern with residents.

Similarly, close by Remarkables Crescent also saw an increase in the number of complaints albeit much lower. However, when looked at in combination it does show a significant increase overall in this area.

Occupancy

Since the parking changes came into force QLDC have put in place a full-time parking enforcement officer to monitor Frankton. To understand the effectiveness of the changes, the parking officer recorded the number of cars parked along each of the streets as shown in Figure 1. These streets represent the streets not affected by the recently implemented 48hr parking restrictions. Therefore, monitoring these streets presents an opportunity to see if vehicles needing to park for greater than 48hrs have been displaced from the now restricted areas to these streets. The data was collected mid-week from Tuesday to Thursday with the majority collected on a Wednesday.

Figure 3 shows the number of cars parked in on-road spaces. The left-hand side of the chart represents the number of cars parked prior to changes coming into force and the right hand side shows the number of cars parked following the changes. It should be noted that on Robertson Street, Douglas Street and Riverside Road that prior to the changes coming into force, data was collected for only half the street. Therefore, any change between before and after may not be representative of an overall change.

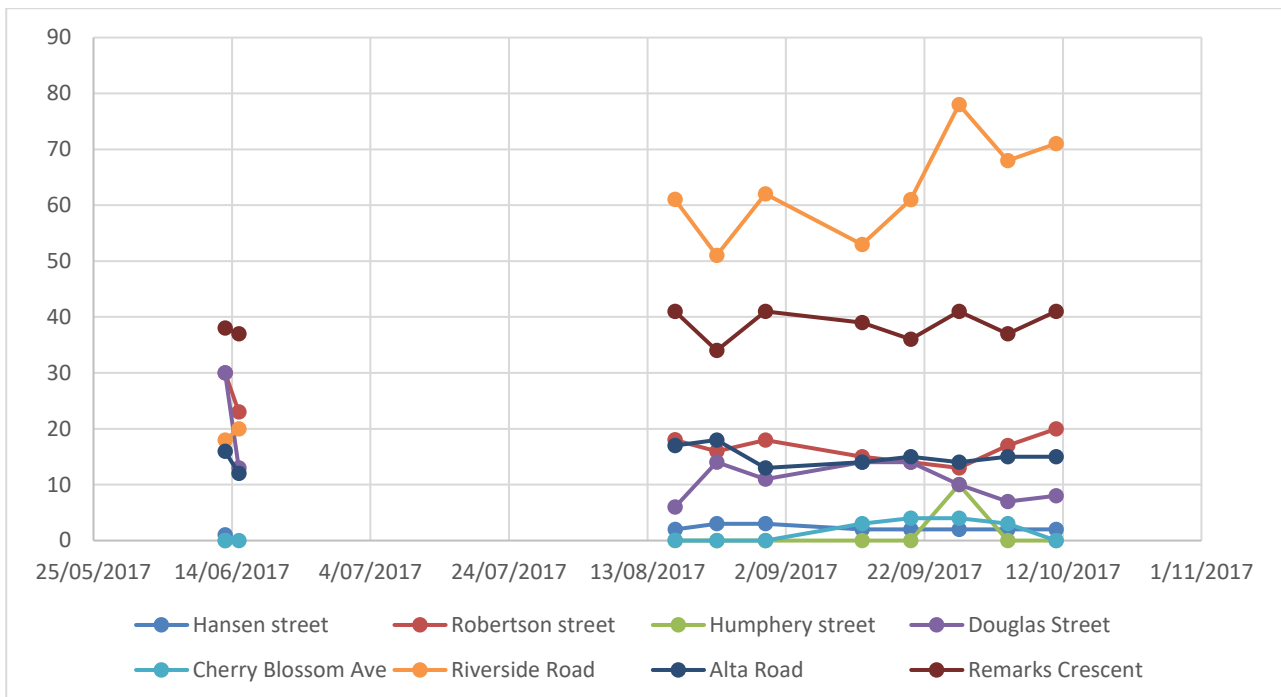


Figure 3, On Road Parking Occupancy

Figure 4 is similar to Figure 3, however, the numbers represent the cars parked off the road i.e. parked on the verge or behind the kerb line.

Most of the streets show little to no change before and after the changes came in to effect except for Riverside Road. Although the jump in occupancy prior to the changes to after the changes may not be representative (due to only half the street being monitored prior to the changes), there is a definite trend showing an increase in occupancy. This correlates with the three-fold increase in RFS's and matches the observations noted by the FCA.

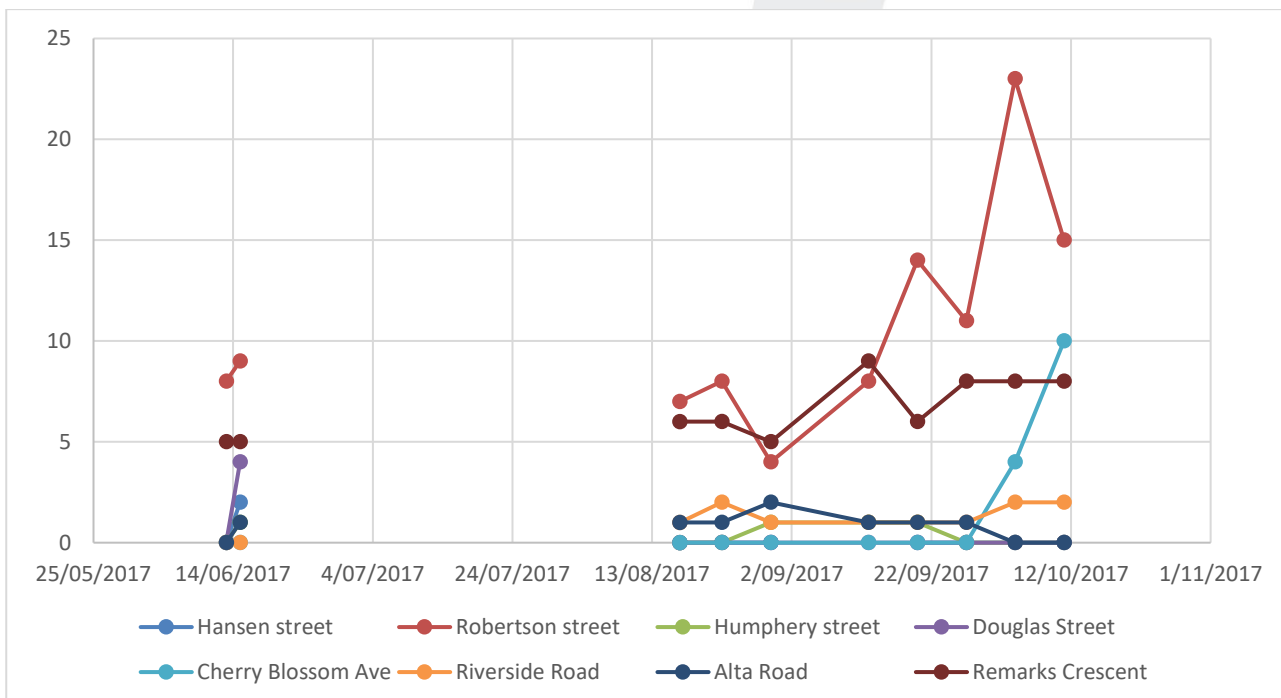


Figure 4, Off Road Parking Occupancy

Robertson St, Cherry Blossom Avenue and Remarkables Crescent all show an increasing trend in cars parked off the road, the other roads show little to no change.

Robertson Street shows the strongest increasing trend of parked vehicles following the restrictions, this is driven by the volume of cars parking off the road. Parking off the road does not seem to be causing any concerns for residents as the number of RFS's received has dropped from five to just one following the changes coming into effect.

Summary and Recommendations

The street that appears to be causing most concern to residents is Riverside Road. This is reflected in all the data:

1. an increasing trend in on road parking,
2. a three-fold increase in the number of RFS's received, and
3. the feedback from the FCA.

According to the FCA the increase in parking appears to be between the hours of 6pm to 7am, suggesting it is resident parking. The survey that Opus completed for the September 2017 report, did not show a marked increase in occupancy on Riverside Road during the day, however the Opus survey was undertaken between the hours of 10am and 12pm

Riverside road is sufficiently wide enough to allow parking on both sides of the road and still maintain the flow of traffic. Therefore, further understanding the root cause of the increase in parking complaints will help determine what the most suitable response should be.

Generally, however, the recommendations made in the September 2017 report still stand as the changes are still relatively recent and any effects have only been observed over the winter period. Whether these effects and consequences are reflected in the other seasons will determine what the most appropriate course of action is. Similarly, these effects could change as Frankton continues to develop.



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