

Policy Review - Travel Demand Management

Summary Report

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Prepared by:
Stantec New Zealand

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Prepared by:


Signature

Sarah Connolly

Reviewed by:


Signature

Kylie Huard

Approved by:


Signature

Susan Lilley



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Acronyms / Abbreviations

Acronym/Abbreviation	Full Name
DIRT	Decision Issue and Resolution Tracker
FAR	Financial Assistance Rate
MAAS	Mobility As a Service
ORC	Otago Regional Council
PT	Public Transport
QLDC	Queenstown Lakes District Council
NZTA	NZ Transport Agency Waka Kotahi
SOV	Single Occupant Vehicle
TDM	Travel Demand Management
TOD	Transit Oriented Design



1 Introduction and Purpose

This report presents the main findings from the Travel Demand Management (TDM) Policy Review completed for QLDC.

The aim of TDM is to reduce the demand for single occupant vehicle travel (SOV) and make more efficient use of transport assets. By reducing motor vehicle use, the useful life of transport assets such as roads and bridges is extended, and expensive widening or upgrade projects which may not be feasible or affordable, are delayed. Other benefits include transport emissions reduction and positive health and social outcomes.

TDM is also achieved through reducing the need to travel through changes to land use planning.

This is of particular interest for QLDC, as residential and commercial development in the district has been significant over the last ten years, and there is a recognised infrastructure deficit with insufficient funding to meet demands. TDM has the potential to assist QLDC to manage this deficit.

Twenty-three relevant policies and plans were reviewed and a set of recommendations to strengthen TDM elements was produced for each document, to be considered and adopted by QLDC over time as the documents are reviewed or updated, and in line with the priority identified and agreed for TDM by the QLDC leadership.

A broad definition of Travel Demand Management was used, encompassing the full suite of measures, as shown in Table 1-1.

Table 1-1: Travel Demand Management Categories and Measures (adapted from [Victoria Transport Institute - Online TDM Encyclopedia \(vtpi.org\)](http://vtpi.org))

Category	Examples of TDM Measures
Pricing strategies	Congestion pricing, parking pricing, tolls, user fees.
Land use management	Land use and zoning, vehicle restrictions, emission regulations, reducing need to travel (and distance) by SOV, car free planning, strong centres, connectivity, land use density, new urbanism, streetscape, Transit Oriented Development (TOD), subdivision design.
Parking management	Restrict or reduce supply, parking restrictions by user or time, permit schemes.
Incentives	Subsidies for public transport (PT), carpooling and rideshare programmes, working from home incentives.
Information/awareness	Travel information systems, marketing and education.
Improved travel options	Walking, cycling and PT networks/facilities, mobility as a service (e.g. car share, micromobility), speed management, traffic calming, modal filters, High Occupancy Vehicle lanes, freight management, personal security, universal design.



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1 Introduction and Purpose

The QLDC preference is for a hierarchy of mode choice as illustrated in Figure 1-1, with walking and wheeling as the preferred mode of transport, followed by cycling, then public transport for longer trips, and private car as least preferred, as this is the least cost effective or efficient mode of transport. This aligns with the concept of the self-sufficient 10-minute neighbourhood, where local services (schools, shops, jobs) are locally provided, reducing the need to leave the local area. Beyond the neighbourhood, the preference is for trips by shared or public transport.

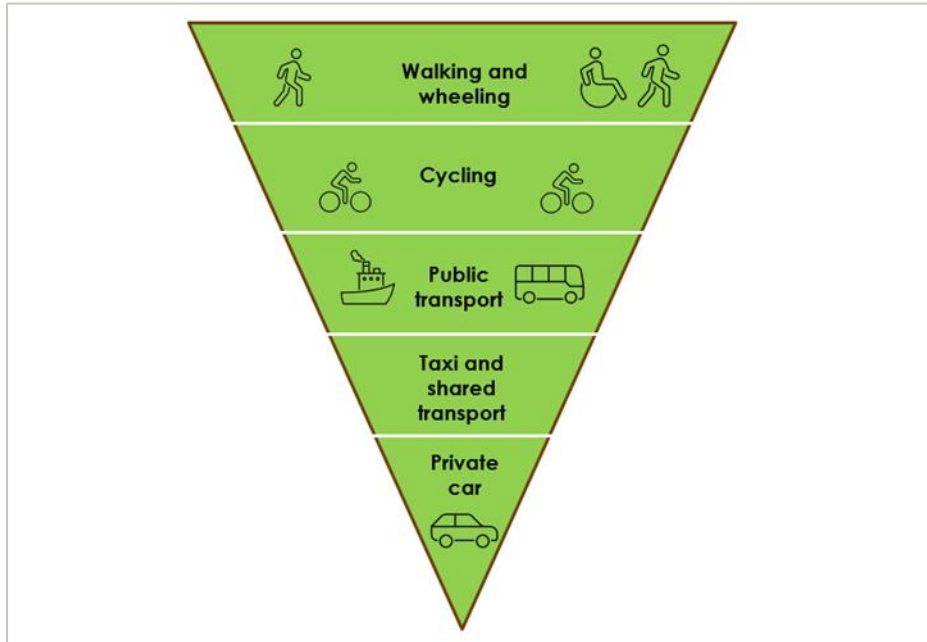


Figure 1-1: User Hierarchy

To achieve the outcomes indicated in the hierarchy, TDM measures need to be considered and included in the very early stages of planning for new developments. For example, this would include prioritising people walking and cycling in subdivision design, rather than people driving, by providing wider footpaths, improved safety for these modes (for example through improved sight lines at driveways), and better first and last mile provisions.

Travel planning is a simple TDM tool which can be used to facilitate access by all modes. Travel plans can be developed for a single destination (eg a school or tourist attraction), or for within a new or existing local neighbourhood/community.



2 Methodology

A four-stage methodology was used:

Stage 1 – Screening of 23 policies and plans (listed in Appendix A) to review the scope of TDM initiatives within each of the documents and identify potential gaps and opportunities to strengthen TDM measures. A common assessment framework was used to provide consistent reviews. The framework also ensured the broad range of TDM initiatives were considered.

Stage 2 – Interviews with 32 QLDC staff representing 18 teams and three Way2Go representatives, focused on the documents relevant to their respective disciplines and project delivery. The full list of teams interviewed is presented in Appendix A. The purpose of the interviews was to share outcomes from the screening stage and understand their applied experience using the strategies and plans (relevant to TDM) including barriers or limitations, opportunities for improvement and any potential areas of contention or ambiguity. Potential TDM measures and opportunities were discussed.

Stage 3 – Recommendations were developed and prioritised by Subject Matter Experts (SMEs), building on the findings of the initial screening. The recommendations captured new or strengthened existing TDM measures to align with best practice and were recorded in the Decision Issues and Resolution Tracker (DIRT) spreadsheet (Appendix B). Each recommendation was prioritised using the impact/difficulty matrix shown below:

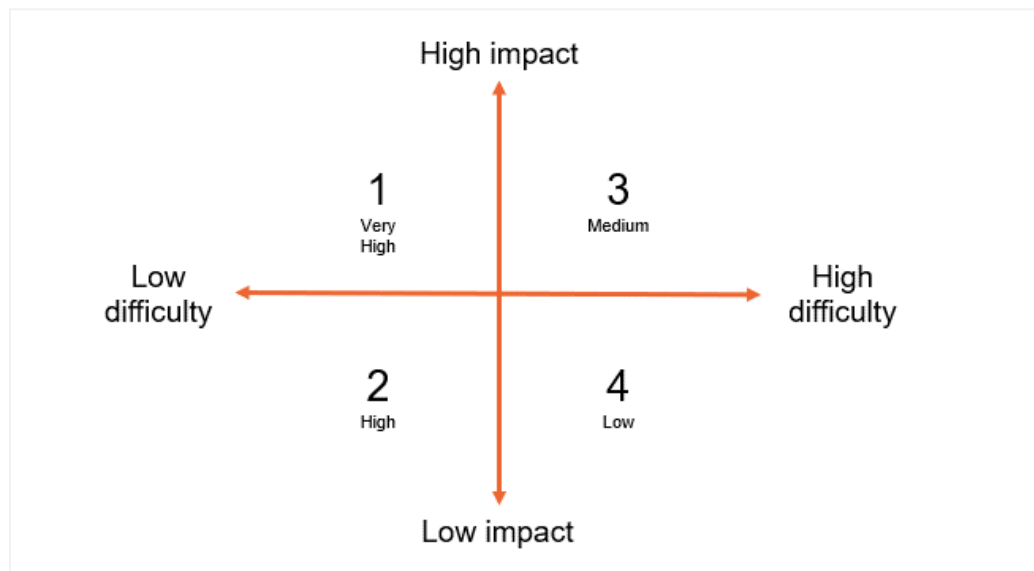


Figure 2-1: Impact/Difficulty Matrix

Following the matrix shown above in Figure 2-1, difficulty was assessed against potential constraints and interdependencies of the recommendation. Impact was estimated by considering how well the recommendation contributed to the delivery of the TDM outcomes.

Stage 4 – Follow up interviews with QLDC staff and Way2Go representatives allowed testing and refinement of the DIRT recommendations, which were then finalised.

3 Key Findings

3.1 Document Screening

The following themes emerged from the document screening:

- QLDC has unique geographical and growth challenges, which means that providing additional road capacity is challenging. Only some staff recognised that travel demand management can offer a solution by making best use of assets and delaying upgrades.
- Messaging to the community about TDM or mode shift, and proactive behaviour change programmes to enable people to change mode or provide incentives for doing so was generally weak across all strategies and plans. QLDC rely on Lightfoot and WAO to do Workplace and School Travel Planning, however there are currently no general advertising or campaigns.
- The Spatial Plan and the District Plan contain relatively strong TDM objectives and policies, however the connection to the District Plan rules, assessment matters and consent conditions, and the Code of Practice is weak. Elements that would support TDM are often missed in subdivision design.
- One of the Spatial Plan outcomes is that PT, walking and cycling are the preferred modes of travel. This is the overarching plan for the district, but this outcome is not translated into action/objectives/goals in delivery documents which sit underneath.

3.2 Initial Interviews

The following themes were identified through the initial round of interviews with QLDC staff:

- QLDC has unique geographical and growth challenges, which means that providing additional road capacity is not easy. Only some staff recognised that travel demand management can offer a solution by making best use of existing assets and delaying upgrades.
- Earlier and more engagement with developers could help achieve better TDM outcomes, along with greater incentives to 'enable' development that prioritises sustainable transport.
- QLDC staff are aiming to use Structure Plans to achieve more consistent outcomes across areas that are likely to be developed by a number of different developers, to ensure an appropriate integrated movement network is identified and delivered.
- The persistent and longstanding funding shortfall for active modes and public transport means new housing developments are built but no alternative mode connections provided.
- There are additional challenges as NZTA is responsible for SH6 and SH6A, where some of the main problems are, and ORC is responsible for public transport. NZTA and ORC often work to longer planning horizons making short term responses to rapidly emerging issues challenging. Way2Go, the joint transport forum, is helping with alignment, but there are still issues.
- The 'Regional Deals' currently being developed by Government may apply to QLDC, and could include TDM measures, such as time of use charging. This may be politically challenging to implement without alternative mode networks, however this gap could be addressed if revenue from these measures were ringfenced to provide the public transport and active mode networks identified in the Spatial Plan, particularly if combined with Development Contributions.
- There is an issue with wheelie bins blocking footpath or cycleway in some parts of the district eg Frankton Road. Staff are concerned this is a barrier to walking/cycling.
- There was a general reluctance amongst staff to include TDM 'sticks' without having good quality alternative mode infrastructure in place. There was a lack of a consistent vision across teams as to how TDM could be used to assist in addressing the existing infrastructure deficit, which will continue to increase with future anticipated growth.



3.3 Follow Up Interviews

The aim of the Follow Up Interviews was to discuss the initial set of recommendations in the DIRT tracker. The draft recommendations were provided in the DIRT tracker to the same staff that were involved in the Initial Interviews. People either provided email responses or attended a meeting with the team to discuss their comments and feedback.

Many staff also commented more generally, rather than limiting their comments to the DIRT tracker. In general, there was a mixed response from staff regarding the overall exercise as well as the recommendations. Some staff were aligned and supportive of the recommendations, and keen to start implementing the changes straightaway. Others raised concerns, which are summarised in Table 3-1 below.

Table 3-1: Themes from Follow Up Interviews

Theme	Comment
Purpose and implementation of findings, including: • How will the work be taken forward? • What is the end purpose of the document? • How should their team respond?	The next step is a QLDC internal process to answer these questions.
Need for direction from QLDC leadership regarding the priority which staff should give TDM in policies and plans.	Agree.
Need for trade-off discussions by decision makers, as TDM is not the only consideration or issue decision makers must balance.	Agree.
Some actions might not have owners and may need to be driven by organisations external to QLDC, such as ORC.	Agree.
Some of the recommendations were flagged as being potentially politically fraught and difficult to deliver.	The intention was to provide visionary thinking which QLDC could use to map out a way forward. Recommendations which were expected to be challenging to deliver were prioritised as a 3 or 4.
Staff were more opposed to TDM 'sticks' (e.g. measures to discourage driving), and again raised that these would be hard to implement due to the lack of effective public transport across the district.	This was reflected in the DIRT by prioritising 'sticks' as a 3 or 4.



4 General Recommendations

This section presents recommendations which relate to the overall QLDC approach to TDM rather than any specific document.

The recommendations aim to achieve TDM through a full system change at every level from the top down, so that the focus is broad, and is not only on changing the behaviour of individuals in the community.

Feedback gathered from interviews provided valuable insights and practical experiences regarding how existing strategies and plans function in the real world. This feedback also highlighted the constraints of the current environment — whether natural, built, or social — and the varying levels of willingness for change. These insights have been acknowledged and, where appropriate, have influenced the adjustments made to the recommendations. However, in some cases, the recommendations may appear to overlook this feedback. This is intentional, as these bold recommendations include methods and tools that could facilitate the necessary regulatory and behavioural changes needed to achieve TDM goals.

4.1 Clear Framework and Expectations

It is recommended that funding and implementing active mode and public transport networks is clearly articulated in QLDC documents, based on the following approach.

Network Improvements:

- Ensure the Spatial Plan identifies existing and future housing and employment areas and includes maps to show how these areas are (or will be) serviced by existing or planned active mode and public transport networks, including visitor and tourist needs. Refer to section 4.5 below for further discussion regarding implementation using technology instead of traditional tools.
- Based on the Spatial Plan, cost all gaps in the public transport and active mode networks and include in the relevant ORC, QLDC LTP or NZTA SHIP programmes. Update the Development Contribution (DC) Policy so that development contributions can be collected to complete these networks. If there is a shortfall (likely if less than 100% of the need for the improvement can be attributed to the development), fund through:
 - Negotiating a higher Funding Assistance Rate subsidy from NZTA.
 - Ringfence QLDC parking revenue and potentially parking levies on staff parking.
 - Advocate for Regional Fuel Tax (ORC) or increased fuel excise (NZTA).
 - Advocate for Time of Use charging and light vehicle RUC, and for revenue to be provided to QLDC for TDM. Introduce as part of an overall strategy, when these tools become available.
 - Note: some staff expressed concern about introducing Time of Use Charging or increasing parking pricing when the public transport and active mode links are not fully in place. However, revenue from a scheme would quickly become available, and if the transport planning work has been completed in preparation, links can be completed.
- Recognise that the DC Policy is essential in making sure developers cover the costs, or a percentage of costs, of new public infrastructure required on the transport networks as a result of the development. This approach will also incentivise development in the locations identified in the Spatial Plan, and at the required density. The development contributions need to accurately reflect the actual cost of development on the wider network, as all developments, even one additional unit, has an impact on the transport network which should be recognised.
- For public transport operational costs, ORC could consider differential rating for housing and commercial developments in new development areas without public transport services, where a higher rate is charged to cover additional public transport costs, whilst a new service becomes established.



Private developments:

- Ensure District Plan zoning allows for provision of local services within neighbourhoods, such as schools, jobs and shops, which can be accessed by walking and cycling, reducing the need to leave the neighbourhood. Refer to section 4.5 below for further discussion regarding implementation using technology instead of traditional tools.
- Update District Plan rules and assessment matters, and Code of Practice to prioritise walking and cycling as a first choice for travel within the neighbourhood and to public transport stops, by ensuring developers provide high-quality active mode infrastructure.
- Update District Plan rules and assessment matters, and Code of Practice to enable use of public transport – by locating all residential development within a 10 minute walk of a high frequency bus stop or within a 10 minute walk of a centre that provides local amenities, or CBD. Allow for connection to planned (not just existing) transport networks as identified in the Spatial Plan. Ensure retail/service amenities are consented or zoned for on suitable sites.
- Update District Plan rules and assessment matters, and Code of Practice to minimise the need to travel by single occupant vehicle through the planned layout of development and transport networks, by minimising the provision of parking, supporting car free development and through a clear requirement for travel planning.
- Update District Plan objectives, policies, rules and assessment matters (where Council have discretion or control) to provide a clear link to the Spatial Plan and/or information regarding the future or 'planned' transport network (not just existing). Framework needs to be strengthened to provide for development to be connected with future planned transport networks.

4.2 Funding Shortfall

As mentioned above, the funding shortfall is perhaps the most significant factor making it difficult to achieve TDM in the district. Significant planning has been completed for public and active transport networks, and overall the alignment between transport and land use planning is reasonably well developed at the strategic level, although there are some areas noted for improvement in the DIRT tracker. However, one of the primary issues raised at most interviews was the lack of funding for public transport and active modes. This lack of funding is a result of government policy settings and activity class allocations. In this environment where NLTP funding is constrained, QLDC, NZTA and ORC should advocate for changes to the policy settings and, for example, advocate for additional fuel tax with revenue ringfenced for travel demand management.

Parking pricing is the only TDM pricing strategy mentioned in the documents reviewed, however even the application of this measure is limited to a small area of Queenstown CBD. The lack of discussion or identification of other pricing strategies is a significant weakness of the current TDM approach. Pricing would not only help manage travel demand, but it would also provide a much needed revenue source for alternative transport infrastructure and services.

In addition to further roll out of parking pricing, the following pricing strategies offer the most potential for QLDC to deliver and fund TDM measures that reduce the attractiveness of car use and incentivise other modes. It is recommended that these options be further investigated, in parallel with engagement with elected members, stakeholders and the community, about the benefits of these approaches.

Development Contributions: The DC Policy enables QLDC to collect funding from private developers for identified projects in the Long Term Plan. Often this funding is received in a piecemeal manner as development happens sporadically. This often means significant delays before QLDC has sufficient funding to complete the relevant infrastructure. As it is rare that the need for infrastructure can be wholly attributed to a new development, DCs may only cover a percentage of the cost of providing the new infrastructure, with the remainder sought through rates/NLTP funding. A possibility raised at interview was that it may be possible for QLDC to advocate for a higher FAR from NZTA, where DC funding has been provided. The DC Policy should be reviewed to ensure the settings are providing sufficient and fair contributions to wider network improvements, and that all projects are included in the LTP.

Time of Use Charging: The government is introducing legislation that will enable road controlling authorities to implement 'time-of-use' charges to manage congestion. This is a form of congestion



charging which makes it more expensive to drive during the busiest times. This can encourage people to change their time of travel, use a different mode, or not travel at all. The Ministry of Transport is drafting a bill to be introduced to the House before the end of 2024. The draft bill will be referred to a select committee for public submissions. Time of use charging may form part of the government's Regional Deals package, which is expected to include Queenstown. The primary goal for QLDC should be to advocate for any revenue collected through such a scheme in the district to be ringfenced for QLDC to deliver TDM measures, rather than become part of overall government revenue. The other focus for QLDC will be to design a scheme that integrates with the overall objectives as well as the development and transport maps presented in the Spatial Plan.

Regional Fuel Tax: This is already available through the Land Transport Management Act. Only one scheme has been operative in NZ, that of Auckland Council, which was set at 10 cents per litre (plus GST), and collected between July 2018–June 2024. Revenue was used to fund transport projects that would otherwise be delayed or not funded. In March 2024 the Coalition Government passed legislation to end the scheme, citing concerns about financial pressure facing households. In light of this, it would be challenging to introduce a scheme for Otago in the current political climate, however, given the infrastructure deficit and lack of funding, it is recommended that this option be discussed with QLDC elected members and other relevant officials, including the RLTP committee, and a position confirmed.

4.3 Travel Management Associations

Travel Management Associations (TMAs) are non-profit, member-controlled organisations that provide transport services in a local area, such as a business district, mall or industrial park. They are normally public-private partnerships, consisting primarily of businesses located in the area with local government support. They may employ a coordinator to develop and deliver the work programme.

TMAs offer benefits in that they are usually more cost effective and efficient than TDM programmes managed by individual businesses. They can provide a variety of services to encourage more efficient use of transport and parking, such as commuter trip reduction, commuter financial incentives, freight transport management, guaranteed ride home services, and parking management (including shared parking).

It is recommended that QLDC work with the Chamber of Commerce to identify a suitable area where there are multiple employers or businesses clustered together for the establishment of a TMA (such as Frankton or Queenstown CBD). QLDC would provide seed funding and support for the creation of the TMA to mitigate local congestion and parking problems. TMAs can also communally agree how locally generated revenue, such as that from paid parking, is spent.

4.4 Priority Documents

A number of documents stood out as priorities for review. These are documents which have the potential to significantly reduce travel demand by single occupant motor vehicle. These are shown in Table 4-1 below along with a priority. The highest priority reviews would have a significant impact and could be completed relatively quickly. It is important that the same TDM language is used for all the documents. This shared and consistent language should be developed through the update of the Mode Shift Plan (or rebranded TDM strategy – see below).



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4 General Recommendations

Table 4-1: High-level Recommendations for Priority Documents

Document	Review Summary	Overarching recommendation(s)	Priority
Spatial Plan	Includes many TDM tools such as integrated land use and transport planning, and maps showing planned and proposed active mode and public transport networks. Does not recognise that building up/higher density is more cost effective for the community than building out (urban sprawl).	Take a stronger line on low density residential development and urban sprawl, and more proactively seek higher density as the preferred solution. Recognise TDM is essential due to the unique geographical and funding constraints coupled with the strong growth environment, which means 'predict and provide' roading and parking provision is not achievable. Provide stocktake on population vs existing community/ commercial facilities such as primary schools, shops, doctors etc. Assess catchment needs (similar to as completed for Future Parks and Reserves Plan – refer to pages 14-15). Move away from 'static' PDF documents (which need updating and re-issuing) and make use of new systems and innovation to collect data and have live functionality.	Priority 1 Incorporate changes as part of current review and FDS work.
District Plan	Objectives and policies are aiming for TDM, but this does not translate into the rules or assessment matters, or in consent requirements. Focusses on site infrastructure rather than wider effects or connections to existing or planned active and public transport networks.	Prepare a plan change to facilitate mode shift across the district including (but not limited to): • Strengthening objectives and policies and ensure hierarchy is followed through into zoning rules and assessment criteria. • Provide framework for future Structure Plans and Outline Development Plans that integrate with high-level Spatial Plan ideas and on-the-ground development principles. • Strengthen matters of discretion and control to include aspects like accessibility to transport services (e.g., bus routes, walkability), proximity to community amenities, and mandatory Travel Plans to manage demand with a TDM approach embedded from the start of the planning process (including plans for waste, freight and active	Priority 3 PDP has only just been adopted. A TDM Plan Change will be some time away but would have a significant positive impact.



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4 General Recommendations

Document	Review Summary	Overarching recommendation(s)	Priority
		travel). Require use of communal areas e.g. for bins, parking and servicing. District Plan framework to clearly link to the Spatial plan which provides up to date framework for 'planned' transport networks not just existing.	
Code of Practice	Generally, car focused and light on active mode/PT infrastructure. Currently includes on-street parking requirements which has led to challenges where it has been implemented. The road typologies have been noted by staff as ready for review and consolidation.	Ensure that the Code of Practice (for infrastructure, utilities, and design) is integrated into the broader planning framework and used consistently and from the outset of the planning process. Ensure it is related to the District Plan and Structure Plans so that developers know the requirements early in the process. Embed requirements in the development planning process so developers and planners are working from the same standards. Include wider footpaths and sight line requirements at driveways / vehicle crossings.	Priority 1 Full transport update. Start now to inform scheduled update in 2025.
Mode Shift Plan	Includes some TDM measures and pulls together actions from other plans, but some key measures are missing, and it is difficult to track the links to other documents. Lacks a funded implementation plan to achieve change.	Rebrand as a Travel Demand Management Strategy which includes all TDM tools and incorporates freight. Elevate its status and awareness. Use analysis to show the opportunities for shifting travel behaviour and identify where active mode infrastructure or bus services can have the greatest impact. Develop clear mode share targets, necessary infrastructure and a funded, phased implementation plan with timelines, budgets, and milestones. Emphasise importance of Travel Plans and introduce action to establish TMAs.	Priority 1 Review now and rebrand as a Travel Demand Management Strategy.
Parking Strategy	Includes TDM measures such as parking pricing and parking management rather than increasing parking supply but lacks an overall vision and plan for change regarding provision of on and off-street parking in centres, and there are opportunities to strengthen TDM outcomes.	Align the Parking Strategy with the Spatial Plan and Mode Shift/TDM goals. Include a transition for parking in centres away from providing for single occupant vehicles to parking for cycle, moped, scooter, motorbike, car share parking. Relocate SOV parking to off street areas on peripheries and at Park and Ride sites. Acquire land now for these future parking areas. Link parking charges to PT fares.	Priority 1 Review and include recommendations before document is finalised.
LTP and Development	The DC Policy appears to only scratch the surface in terms of transport infrastructure	Refine the DC Policy to better reflect the costs to ratepayers of infrastructure required to support future	Priority 1



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4 General Recommendations

Document	Review Summary	Overarching recommendation(s)	Priority
Contribution Policy	needed to support development. Opportunities to incentivise more efficient development (higher density) or development in more suitable locations (close to high frequency existing or future PT stops) are not included.	development, and to incentivise more cost-effective types of development for ratepayers, such as building upward over outward, building within 10-minute walk of existing or planned stop on high frequency public transport route as identified in the Spatial Plan. Use the policy to provide funding for alternative mode connections. Ensure projects needed to support new developments, and for which DCs are to be claimed, are in the LTP.	High priority to review DC policy now. LTP to incorporate changes from other documents at next review.
Minor Improvements Policy	The Minor Improvements Policy includes a prioritisation method for improvements which is focused on safety and does not include TDM.	Add Travel Demand Management as a criterion in the evaluation and prioritisation of minor improvements.	Priority 1 Update now.



4.5 Innovation

To effectively plan for the future, it is essential to assess both development and investment needs. A comprehensive stocktake should be conducted to assess the population in relation to the availability of existing community and commercial facilities, such as primary schools, shops, and healthcare services, similar to the approach used in the Future Parks and Reserves Plan. By integrating new systems and innovations, such as live GIS (Geographic Information Systems) platforms, data can be collected and implemented in real time, eliminating the need for static PDF documents that require frequent updates.

This requires investing in GIS tools that can present relevant information in a dynamic, live, and interactive format. These tools will allow for continuous updates and provide a more efficient means of managing and visualising data compared to traditional documents.

The Spatial Plan plays a key role in identifying both existing and future housing, employment areas, and transport needs. Implementing an interactive system will allow the Council to plan effectively and ensure the system can support the implementation of the policy framework within the district plan.

Technology and innovation can enable TDM on the ground, for example to scale up and deploy more micromobility solutions, trial new travel solutions, and so on. Proactive policies and strategies can enable this.

4.6 Communications

A total of 32 QLDC staff representing 18 different teams, as well as three staff from the Way2GO Management Team, were interviewed as part of this work. The level of engagement was high, and people were generally interested in the project. No elected members or community representatives were interviewed.

There were variations in people's understanding of TDM and the range of tools that could be used, as well as how this approach could assist in resolving challenges around congestion and parking demand.

4.6.1 QLDC Staff

It is recommended that the Transport Strategy team continue the TDM conversation with other QLDC departments, with the aim of confirming a shared understanding of the expectations around managing travel demand. Ideally, TDM will become an underlying principle for QLDC operations. Support and messaging from senior staff is required, and compulsory awareness raising forums required to embed a shared understanding and continue the movement towards TDM.

4.6.2 Political Strategy

It is recommended that staff work closely with elected members to secure political support for a more radical and concerted TDM approach as transport is a significant contributor to emissions and the district's transport issues are negatively impacting on resident and visitors' quality of life. The focus should be on addressing concerns, identifying champions and ensuring there is a coordinated messaging strategy. Political buy-in often hinges on demonstrating how the plans meet local needs (e.g., housing, affordability, job growth) and mitigate local concerns.

4.6.3 Community Engagement

Community support will be needed for a more radical and concerted TDM approach, and would include:

- Early engagement to explain the need for changes, using evidence-based communication such as case studies from other areas to frame the conversation.
- Emphasising co-benefits such as improved public health, reduced congestion, enhanced urban amenity, and climate resilience, to help shift the narrative from "change" to "improvement."



- Phased roll-out to build trust and momentum, with changes introduced incrementally, starting with high-impact areas or projects that show clear benefits (e.g., a new bike lane, improved bus routes).

4.6.4 Jurisdictional Challenges

A known complication for achieving successful TDM outcomes is that responsibility for public transport services sits with ORC, and key arterial routes in the district (SH6A and SH6) are managed by the NZTA, meaning QLDC have less control and decision making is slower. While the partners work together through the Way2Go partnership, opportunities to establish a unitary authority or transfer of powers would streamline decision making, costs and delivery and give more control over planning and infrastructure decisions.

4.7 Monitoring

Ongoing monitoring is essential to understand the effectiveness of interventions and to understand progress towards the desired outcomes. Some measures are identified within the Mode Shift Plan and it is recommended that these are reviewed and a comprehensive set of measures developed. Baseline data can be collected, and annual progress reports completed to track change and communicate this to stakeholders and the community.



5 Conclusion

The key to success in achieving travel demand management for the district will be aligning the objectives and policies across all QLDC and relevant ORC documents into a coherent and actionable framework.

The Spatial Plan provides a high-level vision, but practical tools like the District Plan, Mode Shift Plan, Parking Strategy, and LTP are necessary to bring that vision to life. To achieve this, it is essential that the profile of the Mode Shift Plan is elevated to raise awareness of the approach and goals, amongst QLDC staff, elected members, stakeholders and the community. Part of this work will be to identify a clear place for the Mode Shift Plan in QLDC's hierarchy of strategies – ideally towards the top of the hierarchy, given the high degree of potential influence the Mode Shift Plan can have on other strategies and plans.

Although the timing is not ideal, the recommended Plan Change to facilitate mode shift across the district would bring about a significant policy and regulatory shift. The exercise itself would be the foundation of a behavioural change as it would signal to developers that mode shift is a priority much the same as the recent round of plan changes across the country communicated the need for a change towards providing more medium density housing. Once the plan change has effect then this will provide a stronger regulatory framework and a plan with more 'teeth' to better enable council and decision makers to implement change.

Travel Planning is a straightforward way in which TDM can be embedded in planning for new developments, key tourist and other destinations, schools, and within communities.

The current shortfall of funding for public and active transport improvements is critical to address and should also be a high priority going forward.

Securing political and community buy-in will require clear, data-driven communication and phased implementation, while overcoming political and jurisdictional barriers will require close collaboration and potentially more control at the local level.



Appendices



Appendix A Document List

Policy	
1	QLDC's Proposed District Plan
2	QLDC's Land Development and Subdivision Code of Practice
3	QLDC's Subdivision Design Guidelines
4	QLDC's Long Term Plan 2024-34 inc. Development Contribution Policy
5	QLDC's Draft 30 Year Infrastructure Strategy 2024-54
6	Land Transport Asset Management Plan 2024-34
7	QLDC's Parking Strategy
8	Queenstown Lakes Spatial Plan
9	Better Ways To Go Mode Shift Plan
10	Queenstown Lakes Climate and Biodiversity Plan 2022-25
11	Otago Southland Regional Land Transport Plans 2021-31 Draft mid-term review
12	Otago Long-Term Plan 2024-34
13	Travel to a thriving future: A Regenerative Tourism Plan
14	Queenstown Lakes Economic Diversification Plan
15	Parks and Open Spaces Strategy
16	QLDC Event Waste and Emissions Reduction Guide
17	Future Parks and Reserves Provisions Plan
18	Blue – Green Network Plan
19	Activities in Public Places Bylaw 2023
20	Traffic and Parking Bylaw 2018
21	Queenstown Trails Strategic Plan 2023-33
22	Minor Improvement Programme Development Policy 2016
23	Disability Strategy



Appendix B Interview Groups

Group	QLDC Team	Position
1	Planning Policy Team	Planning Policy Manager Principal Planner - Resource Management Policy
	Resource Consents Team	Resource Consents Manager
2	Resource Management Engineering Team	Manager Development Engineering & Subdivision Road Corridor Engineer
	Land Development Engineering / Reporting	Engineering Reporting Team Leader
	Project Management Office	Infrastructure Development Engineering Manager
3	Policy Team	Policy Manager
	Policy Team	Principal Policy Advisor
	Economic Development Team	Economic Development Manager
	Reform Programmes Team	Strategy and Reform Manager
4	Resilience & Climate Action Team	Resilience and Climate Action Manager Resilience and Climate Action Advisor x 2
5	Strategic Growth Team	Strategic Growth Manager Spatial Plan Project Manager Strategic Planner, Future Development
6	Transport Strategy Team (SIP Team)	Strategy Planning Manager (Transport) Senior Transport Planner
7	Strategic Infrastructure Planning Team	Strategy & Infrastructure Planning Manager Senior Waste Minimisation Planner
8	Strategy Asset Management Team	Strategic Asset Manager One Rooding Network Technician
9	Rooding Operations & Contracts Team	Rooding Operations & Contracts Manager Rooding Engineer
10	Maintenance and Operations Team - Solid Waste	Operations & Contracts Manager (Solid Waste) Solid Waste Officer Senior Sustainability Advisor
11	Parks Contracts Team	Operations and Contracts Manager
	Parks & Open Spaces Team	Parks & Open Spaces Planning Manager Team Leader, Parks Planning Principal Parks and Reserves Planner
12	Civil Engineering Team	Senior Civil Engineer - Transport Intermediate Civil Engineer
13	Way 2 Go Management	Principal Transport Planner, System Design, NZTA Manager of Transport, ORC



Appendix C Decision Issue and Resolution Tracker (DIRT) (provided electronically)





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Stantec New Zealand

Level 10, Otago House, 477 Moray Place, Dunedin, 9016
Mail to: PO Box 13052, Christchurch 8140
Stantec.com