RC 260152 7-9 Mead Avenue, Cromwell

Consent Review

Prepared for	Central Otago District Council
Project number	CODC-J038
Revision	C
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Reviewed by	Dave Smith, Technical Director – Transportation Planning

1. Introduction

Abley Limited (Abley) was engaged by Central Otago District Council (CODC) to provide independent transport planning advice in respect of a resource consent application to allow residential units to operate as Visitor Accommodation for a consented development located at 7-9 Mead Avenue, Cromwell. The previously consented development includes 32 townhouse units and 33 on-site parking spaces. The resource consent application "*seeks to enable traveller's accommodation use of the now consented 32 units*[1]".

The site is zoned Medium Density Residential in the Central Otago District Plan. Its location is shown in Figure 1.1, and the layout is shown in Figure 1.2.



Figure 1.1 Site location (Source: Central Otago District Plan Map)

[1] As specified in AEE page 8



Figure 1.2 Site layout (Source: Application documents)

1.1 Review Scope

Council has requested Ableyto review the following:

- Parking Provision and Demand
  - Assessment of the adequacy of the proposed parking supply relative to the District Plan requirements for visitor accommodation.
  - Review of TPC's assumptions regarding vehicle ownership, visitor behaviour, and likely parking demand.
  - Consideration of on-street parking availability and cumulative effects on the surrounding network, including existing and proposed developments at Mead Avenue, including Fairway Landing, for which consent has not yet been lodged. Townhouses - Fairway Landing
- Parking Design and Layout
  - Review of compliance with relevant dimensional and manoeuvring standards.
  - Assessment of the suitability of the layout for use by transient/unfamiliar users.
- Accessibility and Safety
  - Consideration of accessibility and safety for all users, including mobility-impaired visitors.
- Conclusions and Recommendations
  - Overall professional opinion on the adequacy of the TPC report, including whether the identified shortfalls or layout issues are likely to give rise to adverse effects.
  - Any recommended mitigation or conditions that may be appropriate (in the event consent is granted).

2. Assessment

We have structured our assessment to specifically respond to the points we have been requested to comment on by Council.

It is noted that there are references to 32 units with 33 car parks and 33 units with 35 car parks in the application material and outdated parking layouts. It is understood that 32 units with 33 car parks is what is being applied for however this does indicate that some application material including in the TPC report are out-of-date.

2.1 Compliance with the Central Otago District Plan

Abley has assessed the proposal against the transport related standards of the Medium Density Residential Zone chapter (see Table 2.1).

Table 2.1 Assessment of Medium Density Residential Zone Chapter

Standard	Compliance	Assessment
MRZ-S13 The following minimum carpark spaces shall be provided on the site: 1. One carpark space per residential unit; and 2. Where the activity is a home business, one additional carpark space; and 3. Where the activity is visitor accommodation, one additional carpark space; and 4. Where the activity is a childcare service, one additional carpark space.	Does not comply	As each unit has the potential to operate as visitor accommodation it is understood that 64 carparks are required to meet this standard. Only 33 are supplied.

Abley has assessed the proposal against the District Wide Transport Rules (see Table 2.2).

Table 2.2 Assessment of District Wide Transport Rules

Rule	Compliance	Assessment
12.7.1 (i) Construction and Maintenance	Complies	The proposed accessway will be constructed and maintained appropriately to be used in all weather conditions. The accessway will intersect the property within 15 degrees of a right angle.
12.7.1 (ii) Sight Distances	Complies	An assessment of sight distances confirms that 50m of visibility is available in each direction from the vehicle crossing.
12.7.1 (vii) Access to Urban Local Roads	Complies	The accessway and vehicle crossing will be sealed where it meets the adjacent road (Mead Avenue).
12.7.2 (i) Parking	Does not comply	The visitor accommodation requirements under DP table 12.3 is for 1 space per bedroom or one per 4 occupants – whichever is greater. It is understood that the 32 units cumulatively provide 88 bedrooms. Only 33 spaces are provided. Parking manoeuvring requirements are satisfactory and vehicle tracking provided through RFI responses demonstrates that vehicles (including an 8m rigid truck) would not be required to reverse off the site.

Rule	Compliance	Assessment
12.7.2 (ii) Access Requirements	Complies	The accessway will be sealed and formed. The accessway and parking area has been designed to allow vehicles to exit onto Mead Avenue in a forward direction. Tracking of a B85 vehicle confirms that the parking spaces can be safely accessed and manoeuvred. Appropriate queuing space is provided within access.
12.7.3 (i) Loading and Manoeuvring	Complies	There is sufficient space within the vehicle access for the waste collection vehicle to safely access and manoeuvre the dedicated loading space, and exit in a forward direction onto Mead Avenue.
16.7.6 Access Gradients	Complies	The vehicle accessway will not exceed a gradient of 1 in 5 (20%).

2.2 Parking Provision and Demand

Assessment of the adequacy of the proposed parking supply relative to the District Plan requirements for visitor accommodation

Parking is calculated via two provisions of the district plan. The medium density residential zone requires one parking space per residential unit and one additional parking space for visitor accommodation (understood to be one per unit). This requires 64 parking spaces.

The 12.7.2 (i) Parking standard for visitor accommodation (from table 12.3) is for 1 space per bedroom or one per 4 occupants – whichever is greater. It is understood that the 32 units cumulatively provide 88 bedrooms.

Therefore the proposed parking (with 33 spaces) does not comply with the requirements of the district plan with a shortfall of 31 spaces against the requirement of 64 and 88 spaces.

Review of TPC's assumptions regarding vehicle ownership, visitor behaviour, and likely parking demand

The TA is noted to have 33 residential units with 35 on-site parking spaces, from the prior proposal. Traffic generation assumes a trip rate of 0.9 vehicle trips per unit per hour or 8 daily trips per unit. These are standard residential trip rates and in our view traveller's accommodation trip generation rates are likely to be lower.

The TPC position is best stated in the WSP peer review register which there will be overspill of 19 vehicles due to visitor accommodation (based on 58% occupancy and two vehicles per unit) whereas WSP state 31 vehicles overspilling based on two vehicles per unit and 100% occupancy). There are some measures listed in the proposed to limit use of the site which appear reasonable (such as the site will only permit booking the entire unit rather than by the bedroom, so separate bookings will not be accommodated within each unit during a single period), however in their response to WSP a 58% peak occupancy is considered a likely peak scenario. We consider that if 58% occupancy is a peak then it is very unlikely that the units would be retained for visitor accommodation in the long term and would more likely be used for residential purposes.

WSP propose an 'average case' range of 1.5-2 vehicles per unit as a mix of residential and visitor activity which appears appropriately pragmatic. This would result in 48-64 vehicles based on 100% occupancy which in turn is an overspill of 15-31 vehicles.

When comparing this assessment with known parking demand rates, Trips Database Bureau notes parking demands in the range of 0.41 per room for motel style accommodation, whereas NZTA RR453[2] notes an 85%ile rate of 1.4 per occupied unit. The former suggests a parking demand of 36 vehicles (based on 0.41 cars per bedroom for 88 bedrooms) and the latter suggests 45 vehicles (based on 1.4 cars for 32 units) for exclusively visitor accommodation.

Should the units develop as exclusively residential dwellings, the likely number of vehicles can be estimated from StatsNZ 2023 census data which records the number of vehicles available per household. For the Cromwell East SA2 statistical area the average is 1.87 cars per household. For 32 units this would equate to 60 vehicles in total.

Table 2.3 Stats NZ 2023 census vehicle availability per household in Cromwell

Stats NZ SA2 Area	Vehicles available	Vehicles/dwelling	Occupied dwellings
Cromwell West	2625	1.90	1383
Cromwell East	2235	1.87	1197

It is in our view reasonable to consider effects based on a pragmatic range rather than a single figure, with the above comparisons against TDB and NZTA RR453 visitor accommodation indicating that up to 45 cars are likely to be parking which is an overspill of 12 vehicles, whereas 2023 census data suggests for residential use up to 60 cars are likely which is an overspill of 27 vehicles. Noting the development may be a mix of residential and visitor accommodation, TPC's estimate of an overspill of 19 vehicles is approximately midway in the 12-27 vehicle range estimated by Abley.

Through the RFI process a further estimate was provided by TPC of 56-69 parking spaces which would result in overspill of 17-23 vehicles – again in a very similar range. As such the original TPC figure of 19 is considered an appropriate figure for forecasting parking demand and sits slightly below the midpoint of the 15-31 vehicle range as assessed by WSP.

However, it is important to note that in our view residential usage has the potential to generate more parking demand than visitor occupancy, noting that the applicant has confirmed that each unit will not include an owner-occupied and a visitor at the same time. We are aware of the current consent enabling residential activity and defer to Council's planner with respect to this matter.

Consideration of on-street parking availability and cumulative effects on the surrounding network, including existing and proposed developments at Mead Avenue, including Fairway Landing, for which consent has not yet been lodged.

TPC advise based on their observations that approx 12 vehicles occupy the up to 40 on-street spaces currently available along Mead Ave. Abley staff conducted an observational site visit, and concluded that on-street parking occupancy during the daytime was slightly lower than this figure (at 8-9 vehicles) but was not entirely inconsistent. An overspill of 19 vehicles from the site would result in 31 of 40 spaces being occupied which leaves limited additional on-street parking capacity available for other future developments.

It is further noted that the maximum parking occupancy along the street due to visitor accommodation activity is most likely to be experienced overnight and therefore any cumulative effects of town centre overspill parking and this activity would be relatively minimal. Similarly, the impacts of residential parking overspill would most likely be most evident overnight.

The carriageway width of Mead Ave is 8.5m which means that the remaining width where two vehicles are parked opposite each other would be approximately 4.5m. This is not sufficient to allow for two vehicles to pass safely. Vehicle tracking has been undertaken as part of the RFI response and

[2] Table 8.11 of https://www.nzta.govt.nz/assets/resources/research/reports/453/docs/453.pdf

demonstrates that there are limited passing opportunities if vehicles parked on both sides of the corridor especially along the corner of Mead Ave. The vehicle tracking included an 8m rubbish to demonstrate that it can negotiate the length of the corridor – similarly it is essential that fire and emergency services would be able to travel along Mead Ave unimpeded.

It is noted that the tracking provided by TPC included:

- vehicles parking over vehicle crossings, however this simply means that the actual effects would spread further along the corridor including parking potentially slipping over in Nepulsultra Street,
- no stopping at all time (NSAAT) lines banning parking alongside the Site access to enable visibility and vehicle passing space as shown in Figure 2.1 – this is supported and should be reflected in conditions of consent,



Figure 2.1 Location of proposed parking restrictions (TPC RFI response)

- further slow-speed passing would be feasible using vehicle crossings to pull aside along the corridor, and
- there is very limited forward visibility and a lack of width around the corner of Mead Ave as shown in Figure 2.2. It is recommended that NSAAT lines also be installed on the inside of this bend. This should be reflected in conditions of consent.

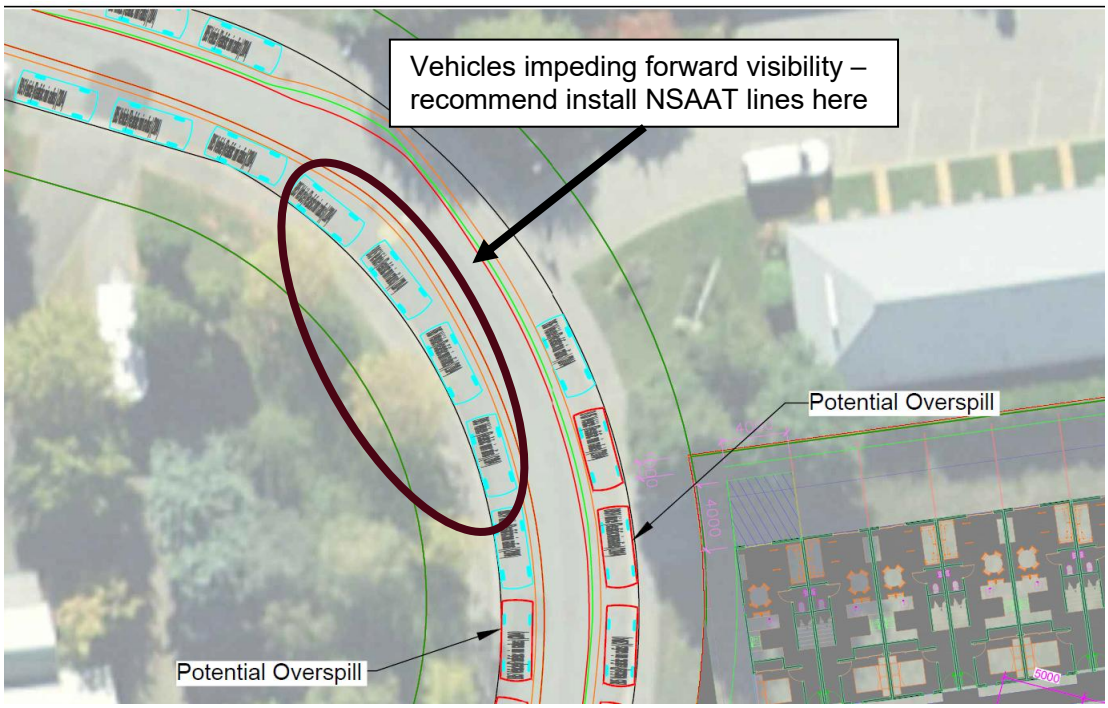


Figure 2.2 Parked vehicles restricting forward visibility at Mead Ave corner

It is further observed on Google Streetview (refer Figure 2.3) that on occasion larger vehicles such as truck and trailer units park in the vicinity including on Mead Ave including blocking footpaths. With additional parking demand and increased activity likely to be generated as a result of the development, the parking of trucks will exacerbate our concerns relating to the operation of the corridor. This is a matter for Council to address through the enforcement of the Central Otago District Council Roading Bylaw 2023.



Figure 2.3 Google Streetview screen capture showing larger vehicle parking on Mead Ave

2.3 Parking Design and Layout

Review of compliance with dimensional and manoeuvring standards

All parking spaces have a width of 2.6m, depth of 5.0m and manoeuvring space of 7.0m, with additional width available for mobility parking in the TPC report. It is noted that the carpark layout has changed (with two fewer car parks and including 1m blind aisle extensions at each end). We have reviewed vehicle tracking provided by TPC and are comfortable no reversing will be required out of the site, and that the carpark will operate satisfactorily.

Assessment of the suitability of the layout for use by transient/unfamiliar users.

The layout appears logical, with two-way movement at the vehicle crossing and within the manoeuvring aisles. Noting this intended use includes for visitor accommodation it is recommended that bookings include details of the allocated parking space within the site for each unit to assist with wayfinding.

The footpaths provide access to the entrance of each individual unit. The units are generally numbered logically but should be supported with wayfinding.

2.4 Accessibility and Safety

Consideration of accessibility and safety for all users, including mobility-impaired visitors.

Two mobility parking spaces are provided with shared space. A final parking layout is requested to confirm dimensions of these spaces. It is noted that these are located directly adjacent to the footpath.

2.5 Conclusions and Recommendations

Overall professional opinion on the adequacy of the TPC report, including whether the identified shortfalls or layout issues are likely to give rise to adverse effects.

The impact to on-street parking is not fully understood and is likely to differ based on the mix of future residential and visitor accommodation usage. Parking overspill in our view will worsen as more residential activity is established and lower for visitor accommodation noting there will be no owner/occupiers as reflected in conditions.

We understand that the current consent enables residential development and defer to Council's planner with respect to the relevance of this matter.

The parking occupancy diagrams provided by TPC included vehicles parked over existing vehicle crossings. As such, it is likely that during periods of full parking occupancy, there may be some on-street parking overspill onto Nepulsultra Street. This will be further exacerbated by the removal of parking on the bend of Mead Ave as recommended in our assessment.

Any recommended mitigation or conditions that may be appropriate (in the event consent granted).

It is recommended that:

- no stopping at all time (NSAAT) lines banning parking alongside the Site access to enable visibility and vehicle passing space as shown in Figure 2.1 – this is supported and should be reflected in conditions of consent,
- NSAAT lines also be installed on the inside of the Mead Ave bend to address the limited forward visibility and lack of width as shown in Figure 2.2. This should be reflected in conditions of consent,
- All carparks be numbered and allocated to individual units. This should be reflected in conditions of consetn,

- Council monitor and take measures to restrict heavy vehicles from parking along Mead Ave (including on the footpath) by enforcing the Central Otago District Council Roading Bylaw 2023.

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