

Appendices

Appendix 1. Clarifying the appropriate role for each transport mode

This section explains the role the RTCs expect each mode of transport will play over the next three to ten years. This explanation is intended to guide the participating organisations as they implement those projects that NZTA decides to fund.

It is worth noting the transport needs for rural communities are different to those of urban ones and solutions need to be targeted to these different needs. This may require, in some instances, prioritising the value of the local roading network for light vehicle and heavy traffic over the more urban focus on public transport.

It is worth noting that different rates of road trauma associated with each mode⁶⁰. Shifting some trips from car to public or active transport would have safety benefits, as well as resilience benefits.

Freight – road, rail

Industrial, agricultural and commercial activity gives rise to freight on road and rail networks, both within the regions and inter-regionally. The volume of freight carried within and through Otago and Southland is expected to increase significantly during the outlook of this plan. In the short-term (at least), a large proportion of the regions' freight will continue to be moved on the road network. Good rural roading and state highway networks are therefore essential for the regions' economic development. Rural roads provide access to areas of primary production. Our local authorities face increasing challenges in maintaining rural roads appropriate for heavy vehicles transporting primary products, given the councils' small rating bases and the significant length of road network involved, much of it unsealed.

The state highway network has potential to handle additional volumes of freight. These plans recognise the importance of optimising the operational efficiency of this network for freight traffic. They also recognise that efficiencies are being gained from trucks being able to carry larger and heavier loads, and the need to ensure the roading network, including bridges, can accommodate this. Hubs to allow freight movement onto higher capacity vehicles will support this. This will be particularly important when oil supply shortages make it imperative to reduce fuel usage.

Rail freight is appropriate not only for the movement of high volumes of goods over long distances between key production and distribution nodes, but also for domestic freight over shorter distances. Rail freight would also play a key role in the event of oil supply shortages. The strategic part of these plans envisage rail as an energy-efficient way of transporting bulk and containerised commodities along the east coast, including to and from the South Island's deepwater ports. Over the long-term, greater access to rail for commercial and industrial activities, as well as for primary production, will support further improvements to the rail network. Intermodal hubs allow freight carriers to switch modes to save costs and reduce carbon footprints and will continue to play a role in the regions' transport networks.

Private motor vehicles and shared transport

For the past few decades, individuals in both urban and rural parts of Otago and Southland have relied on private vehicles for most trips due to the flexibility and convenience a car

⁶⁰ As shown in these two road safety reports on ORC's website::

[Road safety in Otago and Southland regions: the top priorities for action](#)

[Factors causing serious road trauma in each district of the Otago and Southland regions: Results and statistical analyses](#)

provides. Those living in small towns and rural areas are particularly reliant on private vehicles for access to key goods and services. These plans acknowledge that, because people in Otago and Southland are likely to continue to value high levels of mobility and freedom of individual mobility, many will continue to use the private vehicle as their primary mode of transport. Nevertheless, there is a need to gradually reduce reliance on private vehicles, particularly in urban areas, to contain roading costs and to build resilience. Changes in vehicle design are already taking place, such as electric vehicles and self-drive vehicles.

Presently, there are only a few public charging stations for electric vehicles in Otago and Southland. In the longer-term, alternative fuel powered vehicles may require supporting facilities and changes in the way the transport network is used.

These plans consider private vehicle use to be the most appropriate mode of transport over distances that cannot be easily cycled or walked, or in areas without any public transport services. (traditionally, that has been around 2 km for walking and 10 km for cycling, although recent indications are that journeys taken by these modes in NZ are lengthening). For urban areas, these plans seek to develop patterns of settlement and complementary transport systems that will enable, encourage and support people to reduce reliance on private vehicular travel, particularly for short trips. Some people living in rural areas and small towns will continue to rely on the private vehicle for necessary travel, and these plans therefore expect rural communities to have a high degree of self-reliance and self-organisation concerning transport.

The plans envisage that, if the price of oil-based fuels rise and/or transport fuels become scarce at times, people would make much greater use of shared transport using private or community-owned vehicles – whether formal arrangements such as RideShare or informal ones (e.g. neighbourhood ride sharing). In those areas where public transport is unavailable or low frequency, shared transport will fill an important role. There is also a shift happening in urban areas where younger generations are less reliant on the private motor vehicle.

The plans also aim to increase road safety for vulnerable road users, with several projects focusing on the safety of cyclists in particular.

Public passenger transport (scheduled/unscheduled services, taxis, shuttles, private hire)

The plans envisage public passenger transport continuing to play a vital role in supporting community well-being. As the regions' population ages, and with younger generations being less reliant on the private motor vehicle than many other population sectors, the role of public passenger transport and shared transport will grow. New technologies e.g. Mobility as a Service, and new forms of transport e.g. Uber. are changing the nature of public passenger transport.

In busy areas such as Queenstown, scheduled bus services play an important role in easing the current and projected congestion, aided by use of the Mobility as a Service app. Gradually reducing reliance on private motor vehicles is requiring significant investment over time in public transport services and infrastructure, from both the public and the private sectors.

As well as these Wakatipu Basin services, public transport bus networks also operate in Dunedin and Invercargill. Recent improvements to the Dunedin and Wakatipu Basin public transport networks are intended to build patronage while maintaining the viability of these networks. The plans anticipate shuttle services, taxis, the Ministry of Education-funded

school bus network and special education travel assistance continuing to fill the roles they currently play. The public transport network in Invercargill will be operated to meet the basic needs of the community.

Outside these three areas, existing bus services are largely orientated to the visitor market (both domestic and international) and priced accordingly. The services on arterial routes across/through Otago and Southland are either shuttle services or scheduled, inter-regional bus services. Shuttle bus services also support the operation of the off-road cycle networks such as the Great Rides in the two regions. The plans envisage these visitor-oriented services continuing to be an important travel mode in coming decades.

Passenger rail for commuting is unlikely to be viable within the term of this plan, but rail could be used increasingly for transport to special events and for visitor excursions.

For any public transport service, whether existing or new, to be viable, the community must be prepared to support it (e.g. through rates, if necessary), and users must be willing to pay a sufficient share of the operating costs.

If public transport is to be viable outside of regions' urban areas, even at the basic level of service currently available between many towns, then it must be supported by land use planning that concentrates housing within walking and cycling distance of the key roading corridors used by buses.

For public transport use to increase, services need to be accessible for those with disabilities and for older people. This requires attention to roading design and layout, bus infrastructure, including bus stops, plus a greater proportion of the regions' buses and shuttles being accessible.

Collectively, the different forms of public passenger transport provide a means for those without cars, and those who choose not to travel by car, to travel longer distances. Public passenger transport will remain important for those for whom active transport poses a physical challenge.

Walking

The plans seek greater provision of facilities and levels of service for active modes of travel and greater use of these modes – principally walking and cycling – for local trips. An essential component of a sustainable, accessible land transport system, walking is currently considered a suitable mode of transport for short trips (under 2 km) and for connecting different modes (e.g. walking to a bus stop or from a car park to work). Walking also has an important recreational role and contributes to improvements in community wellbeing, public health, the minimisation of environmental effects and the transition to a low emissions economy.

The plans envisage people walking longer distances and more often. The strategic part of these plans seeks to encourage and support higher levels of pedestrian activity through land-use planning that enables people to live within walking distance of local services, including transport services, and through improved pedestrian facilities.

“At a time when the gap between rich and poor is widening, we need to cherish and beautify our footpaths and parks as important, safe and democratic public spaces where people from all cultures, religions, and walks of life can mix and mingle, and enjoy being out and about in a genuinely inclusive society.”

Dunedin Pedestrian Access Network submission to proposed variations to Otago and Southland RLTPs, February 2018.

Cycling

The RTCs are seeking to increase the number of people choosing to cycle in urban and peri-urban areas and on cycle trails (as discussed in Section 2.2 above). In Southland region, the multi-agency Ride Southland group is preparing a strategy and business case for cycling facilities in Southland. The strategy, which is being adopted by all four Southland councils, will better coordinate participation in cycling and the safety of this mode.

Making better provision for cycling is not just about providing space on the roads; it also means providing connections between trails and cycling tracks on the one hand, and those parts of the road network used by cycling commuters on the other hand.

Urban and rural connections for walking are also important and often done as part of an Approved Organisation’s programme of low cost / low risk projects.

Cycling contributes positively towards a sustainable and accessible transport network, because it is energy efficient, has minimal environmental impacts, is affordable and has associated health and fitness benefits. Increasing the use of cycling will contribute to improvements in community wellbeing, public health and the transition to a low emissions economy.

The plans seek to encourage and enable higher levels of cycling. Reallocating existing roading space to cycling, and providing for cycling in new roading projects, will help increase recognition of the rights of cyclists to safe road space. Provision of good quality cycle facilities within the roading corridor, including separate facilities, will play an important role in increasing the levels of cycling within the two regions. Improved land-use planning practices will also assist in greater levels of cycling activity because local services, as well as transport services, will be more accessible by bicycle.

Continued expansion of cycle tourism, through the provision of quality experiences on trails and the construction of further trails, will help build this sector of the tourist market, aimed at both overseas and domestic visitors. Providing better connections between trails (although this is not a major focus of this plan) will encourage visitors to remain longer in the south.

Other modes of personal transport

The RTCs recognise the need to provide for the safe use of other modes of personal transport such as mobility scooters, electric bikes, skateboards, and horses. In some areas, infrastructure may need to be redesigned or operator skills increased, to provide for their safe use, together with other modes such as walking and cycling.

Addressing current and future demand for access to economic and social opportunities

These plans seek to manage demand for travel and freight to make best use of the existing transport network, to promote resilience in the face of potential volatility in the price and supply of oil-based fuels, and to address any localised current and future congestion on particular routes. Demand for vehicle travel is forecast to rise in areas experiencing economic and population growth (GPS 2015). Market forces, land-use planning, and the provision of information on travel choices are commonly used to help to manage demand. The provision of quality public transport, walking and cycling infrastructure in urban areas, the installation of bike racks on buses, the management of parking supply and price, and encouraging people to live near bus routes, will help manage travel demand. Improvements in, and wider use of, communications technology may also reduce the need to travel.

An aging population, and the younger generations being less reliant on the private motor vehicle, as well as possible changes in oil price or supply constraints, and the increasingly availability of alternative fuels (including “drop-in” fuels) are expected to influence people’s choices about where to live, what type of vehicle to own, how much travel they undertake, and how essential social and government services are located or provided. Walking and cycling facilities and public transport provide an alternative to car travel and help ensure community resilience when needed.

Encouraging future development and subdivision in areas that can be efficiently serviced by public transport will help reduce demand for private vehicle use and therefore the load on the network. Public transport linking rural communities, towns, Dunedin and Invercargill can also help reduce reliance on private vehicle travel. This is particularly so when land-use planning concentrates housing near key nodes and within walking or cycling distance of key roading corridors where public transport services run on a regular basis, connecting these nodes to a centre with essential services. For this to be a viable way of managing the demand for travel, communities must be prepared to support public transport through rates and users must be prepared to pay a fair and sufficient share of the operating costs through bus fares. In urban areas, restrictions on car parking and appropriate pricing of parking will be required to support efforts to increase public transport use.

To build resilience and help manage capacity on the transport network, these plans propose steadily building the capacity and use of urban public transport networks in Dunedin and the Wakatipu Basin, ensuring capacity does not get too far ahead of demand and threaten the network’s viability. To support improvements to urban bus services and increased patronage, local authorities need to ensure urban subdivision and developments have street layouts suited to public transport as well as adequate bus stops, shelters and footpaths so people can access buses safely and conveniently. Growing the use of public transport will also mean keeping bus fares competitive with the costs of private vehicular travel.

To help manage network capacity and ensure reliable journey times, particularly for freight, there is likely to be a need to provide for an alternative utilisation of road space in busy urban areas and on key corridors – this is an issue for Queenstown. Alternatively, new modes could make use of alternative space to provide for active and shared travel modes (e.g. the gondola option being considered for Queenstown). This reduced reliance on private vehicle should ease congestion in busy areas such as SH6A.

Appendix 2. Putting customers' voices and needs to the fore

Increasingly, the voice of customers is becoming more important: the diversity of their requirements, modality shift and integration with technology to add value for money. Tourists want increased accessibility to information and facilities, e.g. communities need increased support for resiliency and cohesion and freight flows are increasing to meet customer and export growth.

The notion of what constitutes value for money needs to take diverse customer needs into account.

The shift in emphasis away from asset management to activity management, guided by adoption of the business case approach and the ONRC system, has led to a focus on providing transport systems that meet customer needs. Road controlling authorities' activity management plans and NZTA's state highway corridor management plans consider the different needs of the following groups of customers (note some customer groups overlap):

- daily commuters
- freight operators
- business and commercial traffic
- farming traffic
- rural dwellers
- the transport-disadvantaged
 - those least able to travel to basic community activities and services
- vulnerable road users
 - those who face the greatest safety risk when using the road network
- recreational users
 - those accessing recreational opportunities on road or elsewhere
- tourism operators
- international visitors
 - seeking safe, reliable routes between their arrival point and tourist attractions
 - may not be familiar with local road conditions
 - may be distracted by scenery while driving
- domestic visitors
 - almost certainly familiar with road rules and safety protocols
 - may not be familiar with local road conditions
 - may be distracted by scenery while driving.

For details of how these plans consider the needs of these customer groups, please refer to the individual plans (references below)⁶¹.

⁶¹ Web links to the completed AMPs will be added in the final RLTPs (these are not yet available). The draft State Highway Investment proposal 2018-21 and corridor management plans are available at <https://www.nzta.govt.nz/planning-and-investment/201821-national-land-transport-programme/state-highway-investment-proposal/>.

Appendix 3. Measuring the success of the programme against the strategy

The strategic results framework

Moving from the immediate focus to long-term results requires thinking about the best way to work out where we are now and how to make sure we are moving towards intended results of NLTF investment in projects and activities in Otago and Southland.

The first step taken by the RTCs has been to draft a strategic results framework, setting out what, why and how:

- **What** types of activities / projects that approved organisations and the RTCs themselves should be carrying out.
- **How** we should do this (e.g. by concentrating on addressing certain problems and realising certain benefits, in the way that the business case approach requires).
- And **why**: identifying the results this work is intended to achieve.

The figure on the next page, summarises the Strategic Results Framework proposed for the Otago and Southland RLTPs. This framework sets out both the short-term focus (the problems and benefits to be addressed in the next three or so years) and the longer-term results sought.

At the base of the strategic results framework are the types of activities that will feed into the main outputs and outcomes. It is intended that undertaking these activities will lead to the key outcomes and objectives being achieved and the problems addressed:

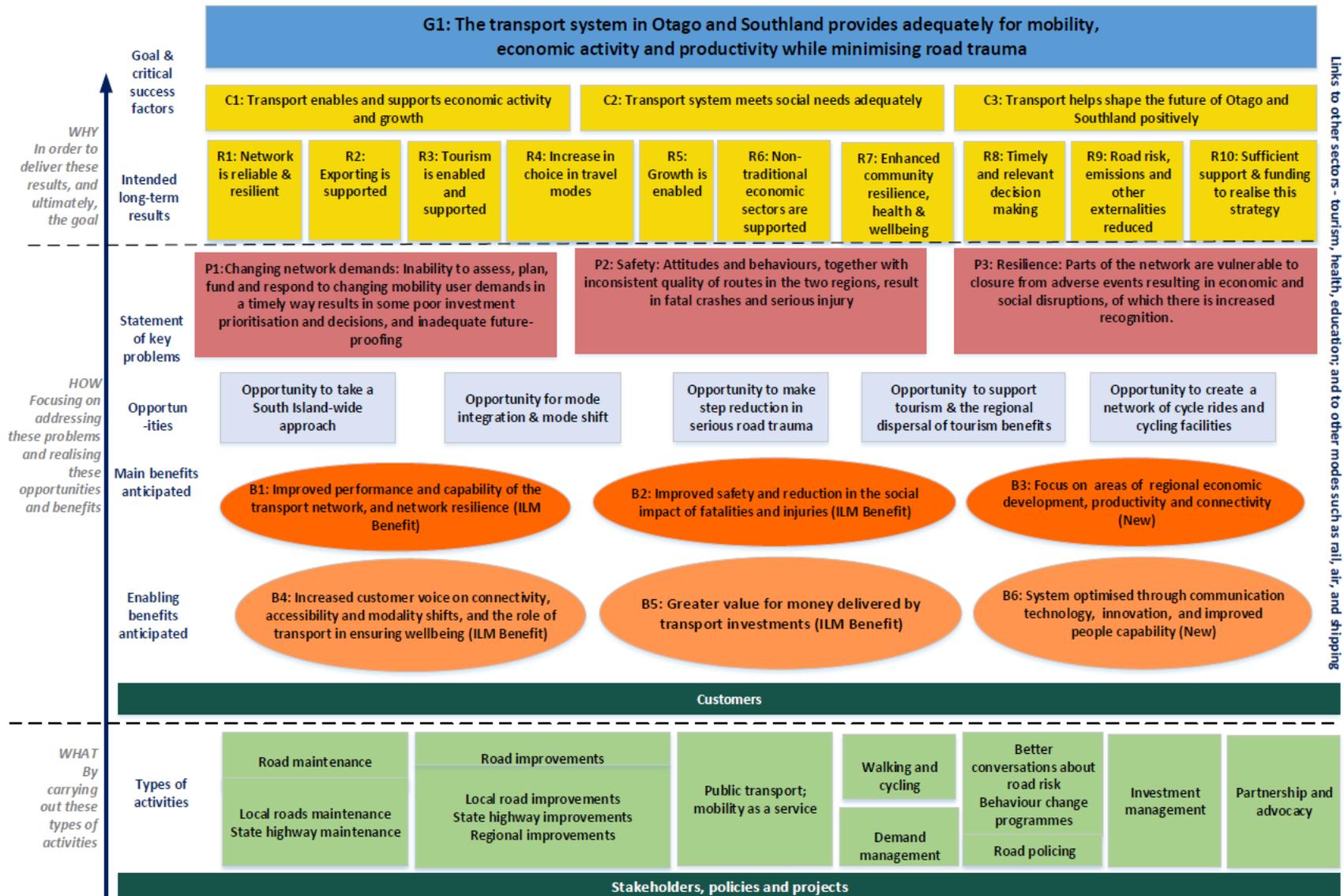
- road maintenance
- road improvements
- public transport and Mobility as a Service
- walking and cycling
- road policing
- addressing safety risk
- investment management
- partnership and advocacy.

This list of activities is consistent with the categorisation of activity classes in the (draft) GPS 2018⁶²; partnership and advocacy has been added to recognise the work done by the RTCs.

Note: several activity classes have sub-activity classes which, for the sake of brevity, are not shown in the figure on the next page. Examples include local roads maintenance and local road improvements.

⁶² The draft GPS as at November 2017, acknowledging this may change as a result of the change of government and the intention of the new Minister of Transport to issue a new draft GPS.

Strategic Results Framework for Otago and Southland RLTPs



In the strategic results framework, the next level up from activities is the benefits/outcomes intended as a result of the activities. There are three key benefits and three enabling benefits shown in the figure on the preceding page.

As explained in section 3.3, by focusing on realising the six benefits in the framework (and addressing the key problems), then the associated outcomes will be achieved, allowing approved organisations to make an impact on longer-term results and goals. The way that specific outcomes are expected to contribute to the realisation of each benefits is shown below (note, for the sake of brevity, these desired outcomes are not included in the figure on the preceding page).

Main benefits and associated outcomes

1. Improvement in the performance and capability of the transport network, and network resilience.
 - Maintain current network(s).
 - Enhance network performance and capability.
2. Improved safety and reduction in the social impact of fatalities and injuries.
 - Improve safety.
3. Regional improvements, economic development, productivity and connectivity.
 - Increase economic growth and productivity (the focus areas for this are Queenstown, Dunedin, SH1, and South/North Otago rural).

Enabling benefits and associated outcomes

4. Increased customer voice, connectivity, accessibility and modality shifts.
 - Enhance community resilience and cohesion.
 - Increase health, wellbeing and environmental management.
 - Improve support of customer groups.
5. Enhanced value for money of transport investments.
 - Enhance system performance and cost.
6. Optimisation of systems: communication, technology, innovation.
 - Increase partnership and adaptive management.
 - Increase communication and technology solutions.

As management of the transport system in the Otago and Southland regions becomes more customer focused, the enabling benefits and outcomes are important building blocks to achieving the main benefits. Technology is increasingly being used to communicate with customers and to promote safety, and to collect data for timely decision-making i.e. traffic flows, pedestrian counts and real-time information for passengers and drivers.

The three enabling benefits embed not only value for money and customer voice into the three main benefit areas but also technology, innovation and system optimisation. Aligning projects to strategic results requires modality shift, customer satisfaction and system optimisation be included in activities, to contribute to the expanded longer-term results sought.

Examples of factors to be considered under each RLTP desired outcome

1. Maintain current network(s)

- activity management planning
- implement ONRC requirements
- undertake ONRC monitoring
- operate public transport networks.

2. Enhance network performance and capability

- throughput
- travel time and reliability
- availability and access
- network resilient to risk
- customer experience and/or comfort
- public transport.

3. Increase economic growth and productivity

- accessibility and connectivity
- productivity
- mobility
- customer outcomes, technical outputs, cost efficiency
- public transport
- walking and cycling tourism trails and rides.

4. Improve safety

- attitudes and behaviours (reduce road risk)
- safety (reduce social and economic costs of crashes)
- safety (reduce deaths and serious injuries)
- infrastructure safety
- public transport safety.

5. Increase communication and technology solutions

- mobility as a service
- digital integration of transport services
- increased and timely use of data in decision-making
- public transport.

6. Improve support of certain customer groups

- road safety for and of visiting drivers
- main tourist routes in Otago and Southland
- understand the internal freight task
- support efficient freight movement despite resilience issues.

7. Increase partnership and adaptive management

- making submissions and representations
- collaborative effort.

8. Increase wellbeing, health and environmental management

- support for use of active travel modes
- biodiversity
- pollution and greenhouse gases
- noise
- liveability – urban/rural - and amenity value
- resource consumption.

9. Enhance community resilience and cohesion

- community resilience
- community cohesion.

10. Enhance system performance and cost

- reduce cost of mobility and connectivity
- decrease/maintain financial cost of using transport
- timely investments.

Reporting on results

The ability to, and framework for, reporting on results is a core component of the (draft) GPS 2018. NZTA is required to report at least annually on progress being made in achieving the GPS 2018 short, medium and long-term results. Additionally, each RLTP is required to set out measures that will be used to monitor the performance of activities and a description of how monitoring will be undertaken to assess implementation of the RLTP.

In 2018/19, indicators will be added to this framework to allow the RTCs to monitor and assess progress towards achieving the long-term results and desired outcomes, sought through the investment recommendations in these RLTPs. A table of indicators will be added to the RLTPs (containing key measures and questions) and then accessible baseline information collected and targets for 2018/19 and beyond identified.

Appendix 4. Funding

Introduction

Territorial authorities, regional councils and NZTA combine to fund land transport projects. The programme of projects outlined in section 4 is that for which funding is sought from the NLTF. The principal revenue for the NLTF is derived from fuel excise duty, road user charges, and motor vehicle registration fees.

Regional, city and district councils receive a subsidy, rather than full funding from the NLTF. They need to fund a local share, which principally comes from rates. The amount of local share needed depends on the Funding Assistance Rate (FAR), which represents the contribution, as a percentage, that NZTA will provide for the delivery of a project. This varies depending on the organisation applying and the type of project proposed.

Territorial authorities are constrained in the cost and number of projects they propose to submit for funding by the amount they are prepared to rate (to provide the local share of funding). The affordability of land-transport work in the face of rising prices is a critical issue.

In contrast to territorial authorities, which must charge their population for road improvements or maintenance, NZTA's state highway investment programme is constrained by a combination of government budget and priority setting through the RLTPs.

Possible funding from sources other than the NLTF

Local funding sources

The main source of local funding for transport projects is local rates. Other possible funding sources include:

- development and financial contributions for projects promoting growth;
- cost sharing negotiated on some projects;
- Government-funding assistance for SuperGold Card fares for public transport and school transport.

Some third-party contributions, including cost sharing by landowners, are envisaged for some of the projects currently proposed in this plan – especially some of the Queenstown projects.

Other national sources of funding

There are four main sources of additional funding, explained below.

Housing Infrastructure Fund (HIF). There are two HIF projects in this Otago RLTP: see projects 56 and 57, in Queenstown.

Urban Cycleway Fund. In August 2014 the government announced investment of \$100 million over the following four years to accelerate cycleways in urban centres. This is in addition to NLTF funding for cycleways and is allocated from the Crown's Consolidated Fund. Dunedin City Council has been allocated funding from the Urban Cycleway Fund to improve the Dunedin Strategic Cycle network. This funding is being used to improve access through the city and to the harbour, making selected roads more cycle friendly and safer for everyone.

Provincial Growth Fund. Although the Provincial Growth Fund for transport projects, because projects must first be in a RLTP and assessed for inclusion in the NLTF, there are not yet (at June 2018) any transport projects earmarked for funding from this source.

Tourism Infrastructure Fund. This is for such infrastructure as toilets and parking. Several AOs are applying for this funding.

Regionally significant expenditure from sources other than the NLTF

The LTMA requires the identification of any regionally significant expenditure on land transport activities to be funded from sources other than the national land transport fund. This was assessed using the Significance Policy (Appendix 5):

The identification of significant expenditure from other sources will include any expenditure not from the NLTF, which is greater than \$5 million on individual transport activities (whether the unsubsidised activities are included in the RLTP or not), including any from:

- financial expenditure by Approved Organisations;
- in-kind donations of goods and/or services;
- third party contributions; and
- public private partnership projects.

There is no expenditure anticipated in Otago or Southland during the next six years that meets this criterion.

Territorial authorities and regional councils must, however, fully fund those projects that do not qualify for government subsidy. These are typically activities such as footpath maintenance and renewal, sweeping and cleaning, carpark maintenance, grass mowing, noxious weed control, and governance support for the Regional Transport Committee. Table W shows the unsubsidised expenditure on transport services and infrastructure anticipated by each approved organisation over the next three years.

Table W: Estimated unsubsidised expenditure 2018–2021

| Organisation | 2018/19 | 2019/20 | 2020/21 | 3-year Total |
|-----------------------------------|------------------------|------------------------|------------------------|------------------------|
| Environment Southland | \$0 | \$0 | \$0 | \$0 |
| Invercargill City Council | \$3,401,600 | \$3,709,000 | \$3,389,000 | \$10,449,600 |
| Southland District Council | \$750,000 | \$500,000 | \$500,000 | \$1,750,000 |
| Gore District Council | \$585,717 | \$597,617 | \$610,097 | \$1,793,431 |
| Otago Regional Council | \$0 | \$0 | \$0 | \$0 |
| Central Otago District Council | \$801,023 | \$828,729 | \$857,830 | \$2,487,582 |
| Clutha District Council | \$1,314,674 | \$2,354,499 | \$1,395,559 | \$5,064,732 |
| Dunedin City Council | \$6,747,060 | \$6,843,268 | \$6,941,646 | \$20,531,788 |
| Queenstown Lakes District Council | \$1,943,363 | \$9,682,034 | \$11,752,904 | \$23,378,301 |
| Waitaki District Council | \$1,824,391 | \$1,889,665 | \$1,890,767 | \$5,604,823 |
| TOTAL | \$17,367,828.00 | \$26,404,812.00 | \$89,313,117.00 | \$71,060,257.00 |

Police activities and the RLTPs

Road policing is fully paid for from the NLTF. The LTMA requires an assessment of the relationship of Police activities to these plans be included in the plans.

The 2018-2021 Road Policing Framework (which is under preparation) is expected to contain examples of where the Police can be involved in management of land transport, including:

- when local authorities and NZTA develop business cases at regional and local level;
- in the regional advisory (staff) groups operated by the TAs and regional councils;
- in the preparation of RLTPs;
- negotiation of Police activities with NZTA for investment in road safety, freight and moving people efficiencies;
- Police involvement in the *Any Number is Too Many* initiative
- road safety action planning in our two regions;
- planning and delivery of the One Network Journey approach, with NZTA, local authorities and KiwiRail.

The RTCs consider that Police involvement in these mechanisms is an appropriate way to better integrate Police activities in Otago Southland with the activities proposed in these RLTPs. The final Road Policing Framework will set out further details of how this integration should work.

Appendix 5. Significance policy

Purpose of this policy

This policy sets out how to determine significance with regard to the RLTPs. It is required by Section 106(2) of the Land Transport Management Act 2003. It gives guidance to the RTC in creating the RLTPs, and in considering variations to the RLTPs.

Significant transport activities

Application of this policy

The RTC must assess the significance of activities and expenditure to meet certain requirements under section 16 of the Act:

- identify significant activities (so they can be prioritised - Section 16(3)(d) of the Act);
- identify activities that have inter-regional significance (Section 16(2)(d) of the Act);
- identify regionally significant expenditure to be funded from sources other than the National Land Transport Fund (Section 16(2)(c) of the Act).

Significant activities

Significant transport activities are typically high-cost, large, new projects that require significant funding and have a larger impact on the local, regional and interregional transport networks.

They are not regular, day-to-day activities or 'business as usual' (projects such as maintenance, operations and renewals).

Note: Approved Organisations can choose to bundle activities into a package - a related set of activities that, when delivered in a coordinated manner, produce synergies. Only activities need to be assessed for significance, not packages. A package is not in itself significant, even if the sum of its parts appears significant. However, an individual activity within a package could be significant.

Inter-regional significance

The following activities are likely to have inter-regional significance:

- activities of national significance are considered to also be of inter-regional significance;
- those that have implications for connectivity with other regions, especially relating to key freight, tourism, and lifeline links;
- activities for which a high level of cooperation with other regions is required.

There may be other activities falling outside the above categories that the RTC considers are inter-regionally significant.

Significant expenditure from other sources

The identification of significant expenditure from other sources will include any expenditure not from the NLTF, which is greater than \$5 million on individual transport activities (whether the unsubsidised activities are included in the RLTPs or not), including any from:

- financial expenditure by Approved Organisations;
- in-kind donations of goods and/or services;
- third party contributions;
- public private partnership projects.

Variations to the RLTPs

Application of this policy

The RLTPs can be varied at any time. Consultation will be required in accordance with section 18 of the Land Transport Management Act 2003, unless the variation is not significant. Therefore, the RTC must determine whether a variation is significant.

When considering variations, it is necessary to ask whether:

- the matter requires variation;
- the variation is significant.

Is a variation required?

To decide whether a variation is required, the advice of the NZTA Planning and Investment Manager should be sought. Sections 18D and 18E of the Act are relevant.

There are a number of changes and amendments that do not require a formal RLTP variation. These include:

- requests to vary the NLTP allocation amounts;
- requests for emergency works;
- changes to the following Approved Organisations' activities:
 - public transport existing services programmes;
 - local road maintenance, operations and renewals programmes;
 - preventive maintenance activities;
 - local road minor capital works;
- variations to timing, cash flow or total cost for improvement projects or community programmes;
- delegated transfers of funds between activities within groups;
- supplementary allocations;
- end of year carryover of allocations;
- road policing and NZTA national programmes;
- adjustments to the scope of projects that do not change the objective of the project (for example, similar type of work undertaken in a different location, possibly with increased costs).

General determination of significance

Where a variation to the RLTPs are required, the significance of that variation will always be determined on a case by case basis. The variation will be considered in relation to its impact on the RLTPs as a whole, rather than as a standalone change.

When determining the significance of a variation to the RLTPs, consideration must be given to the extent to which the variation would:

- materially change the balance of strategic investment in a programme or project;
- impact on the contribution to Government objectives and/or GPS objectives and priorities;
- affect residents (variations with a moderate impact on a large number of residents, or variations with a major impact on a small number of residents will have greater significance than those of a minor impact);
- affect the integrity of the RLTPs, including its overall affordability.

Whether or not further consultation is desirable is also relevant to determining whether a variation is significant. Therefore, consideration must also be given to the following matters:

- the balance between the need for public input/consultation on the variation, and the likely costs of a consultative process (including any time delays or cost from running a consultative process, and likely impacts on public safety and economic, social, cultural and environmental wellbeing);
- the extent to which, and manner in which, the matter has already been consulted on.

Variations generally not significant

Subject to the general determination of significance, the following variations to either of the the RLTPs will usually be considered not significant:

- replacement of activities within an approved programme (e.g. maintenance programme) or group, with activities of the same type and general priority;
- addition of an activity that has previously been consulted on in accordance with sections 18 and 18A of the Act. e.g. the addition of a new phase of a project where the project has already been consulted on in the RLTPs;
- a scope change to an activity that does not materially change the project description, objective(s) and proposed outcomes of the activity;
- on its own, a cost change to an activity;
- activities that are in the urgent interests of public safety;
- on its own, a change of responsibility for implementing an approved activity from one agency to another;
- a change to the duration and/or order of priority of the activity or activities that the Regional Transport Committee decides to include in the programme, which does not substantially alter the balance of the magnitude and timing of the activities included in the programme, provided that the change does not entail a delay of more than 18 months in the introduction of a walking, cycling, public transport or road safety promotion activity;
- the addition, deletion or delay of an activity budgeted to cost less than \$3 million for whole project.

Appendix 6. Process followed in preparing and reviewing these plans

Composition of the Regional Transport Committees

The Regional Transport Committees (RTCs), who prepared these Plans, comprise representatives from:

Southland RTC

- Environment Southland
- Southland District Council (*including Stewart Island*)
- Gore District Council
- Invercargill City Council
- New Zealand Transport Agency.

Otago RTC

- Central Otago District Council
- Clutha District Council
- Dunedin City Council
- Queenstown Lakes District Council
- Waitaki District Council
- Otago Regional Council
- New Zealand Transport Agency.

Legal extent of each region's plan

Although this document is called the Otago Southland Regional Land Transport Plans 2015-2021, it is legally two plans within one cover. The Otago and the Southland RTCs are not joint under the LTMA, and legally each needs to prepare their own plan.

List of shared provisions – in both the Otago and the Southland RLTPs

- Chairs' foreword
- Glossary of participating organisations, terms and acronyms
- 1 Introduction and summary
- 2 The current situation
- 3 Strategy for Otago Southland land transport
- All the appendices except tables Y and Z

List of provisions only in Southland RLTP

- Table 11
- Tables A to I inclusive
- The elements of tables T to V inclusive, and of section 4.5, pertinent to Southland; and
- Table Y.

List of provisions only in Otago RLTP

- Table 12
- Tables J to S inclusive.
- The elements of tables T to V inclusive, and of section 4.5, pertinent to Otago; and
- Table Z.

Mid-term review

In 2014-15, the Otago and the Southland Regional Transport Committees prepared these plans in accordance with the LTMA, on behalf of the Otago Regional Council and Environment Southland. The strategic framework of these initial (2015) was based on the previous direction of the two regions. An assessment and synthesis of existing transport strategy documents from Otago and Southland was undertaken, drawing also on other regional and district planning documents, including the RPS and draft RPS from each region. Through the joint development by the two regions of the strategic framework, obstacles and issues were identified, objectives and policies were developed and challenged, and the feasibility and affordability of alternative objectives were debated.

In the mid-term review completed in 2016-2018, the committees reviewed the strategic direction, strategy, policies, and advocacy programme. Also, to update the list of projects, each contributing organisation submitted, through the NZTA's Transport Investment Online database, the projects it wished to be considered for inclusion for 2018-21 Regional council staff then prepared a list of these projects for the committee's consideration. Staff liaised with each organisation to:

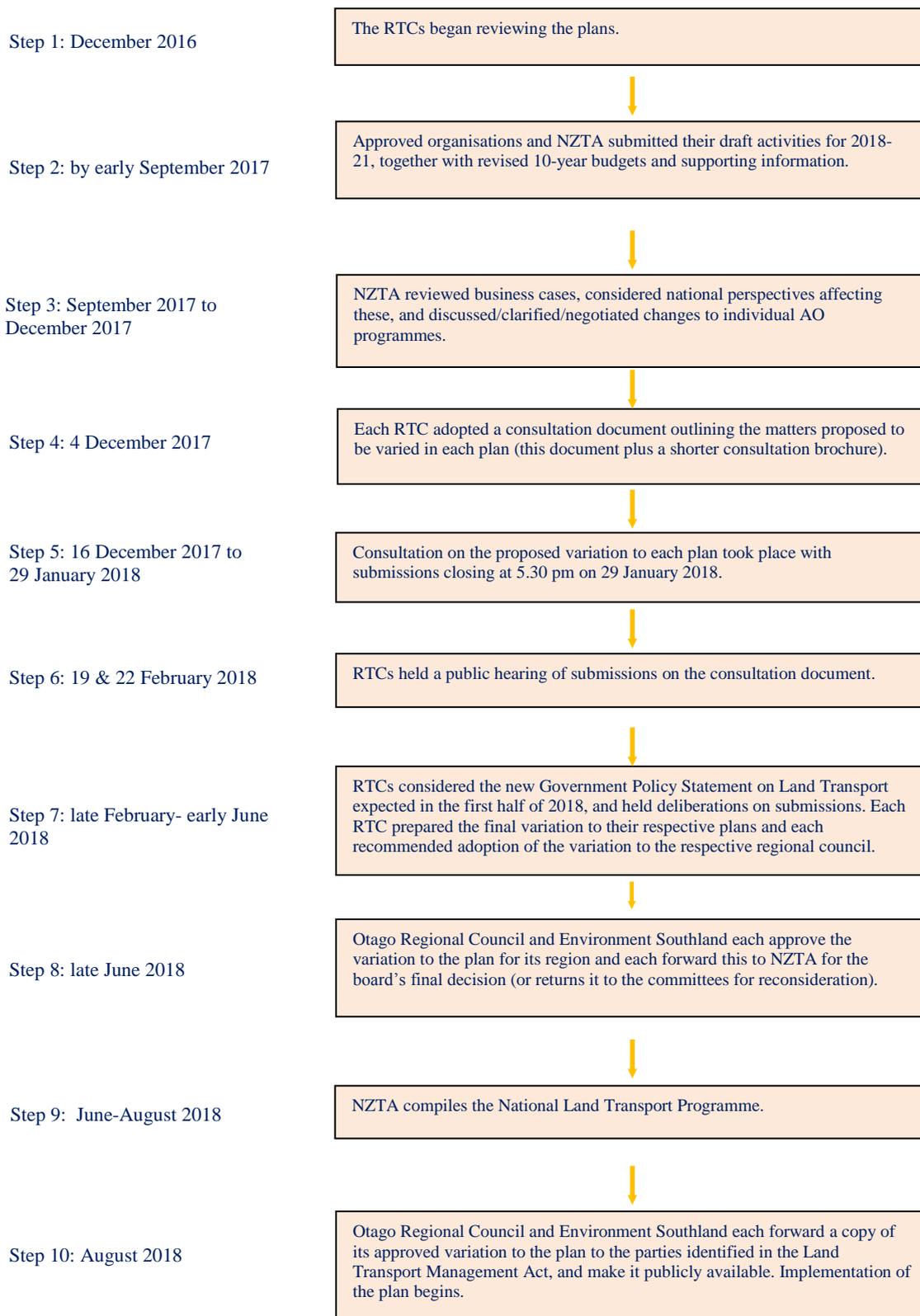
- confirm projects from the previous programme that had been abandoned, varied or suspended;
- assess projects for significance and inter-regional significance;
- discuss how prioritisation of projects might work and to recommend a draft priority to the Committees, for their consideration.
- compile a full list of projects they intend to fully fund (unsubsidised activities).

Key documents that the plans draw on include:

- the Land Transport Management Act 2003 - purpose and RLTP requirements;
- Government Policy Statement on Land Transport 2015/16 – 2014/25 (GPS);
- two letters from Minister of Transport, one in November 2017 and one in February 2018, outlining signals about the direction of a new GPS;
- Draft [for engagement] Government Policy Statement on Land Transport 2018/19 – 2027/28. Note, this is not Government policy.
- the One Network Road Classification – road classifications, customer levels of service, performance measures;
- New Zealand Energy Efficiency and Conservation Strategy 2011-2016, and subsequently its replacement strategy for 2017-2022;
- Regional Public Transport Plans for Otago and Southland;
- Regional Policy Statements for Otago and Southland;
- Investment Logic Mapping (ILM) undertaken by the Committees;
- Approved Organisations' draft activity management plans
- NZTA's draft State Highway Investment Plan, which has been superseded by the Draft Transport Agency Investment Proposal 2018-27.

Other documents used are referenced in the footnotes in this plan.

Timeline for updating the Otago Southland Regional Land Transport Plans



Consultation on the mid-term review and the variations proposed

The committees sought the input of the public to the mid-term review and the proposed variations update of the RLTPs document.

It was publicly notified on Wednesday 18 December 2017, with notices placed on the Environment Southland and Otago Regional Council websites, and in major newspapers across Otago and Southland. Public libraries and local government organisations were sent information about the consultation, with a request to display this. Emails or letters advising of the notification were sent to 240 people or organisations with an interest in land transport across Otago and Southland. This included:

1. territorial authorities in the regions and (where they exist) community boards
2. the New Zealand Transport Agency and other interested Government agencies
3. Southern District Health Board
4. New Zealand Historic Places Trust
5. Maori organisations in the two regions
6. representative groups of land transport users and providers.

49 submissions were received on the plans. Several submissions related to both regions.

The hearing sub-committees of the Otago and Southland RTCs held joint Otago Southland hearings in Queenstown on 19 February 2018 and in Dunedin on 22 February. Eight submitters were heard in Queenstown, and seven in Dunedin. On May 2, the combined RLTP Hearing Sub-committees met together and deliberated on the matters raised in submissions (both those heard in person and those written submissions received). Their recommendations on these submissions are available, in separate document, from ORC and ES.

At the end of April, ES and ORC staff updated section 4 of this document, by downloading from TIO and checking with each AO, the updates to projects proposed by each AO. The latter included those changes to NZTA projects proposed in the Draft Transport Agency Investment Proposal 2018-27. The combined RLTP Hearing Sub-committees took these changes into account when deliberating. The RTCs subsequently determined that further public consultation was not necessary because the changes – the addition of these new projects to the RLTPs – did not trigger the significance policy.

On 8 June, the RTCs considered and adopted its combined RLTP Hearing Sub-committees' recommendations on the submissions to the proposed variations to the RLTPs and on the consequent changes to the RLTPS themselves. Each RTC then resolved to lodge the updated plan for its region to its respective regional council.

National policy context

The National Land Transport Programme gives effect to the GPS priorities, in determining which activities will be funded, and how much funding any particular activity will receive.

GPS 2015/16–2024/25

The GPS on Land Transport 2015/16–2024/25 set out the previous government's direction for investment in the land transport system. It set out how funding is allocated between activities such as road safety policing, state highways, local roads, and public transport.

The GPS has three priority focus areas:

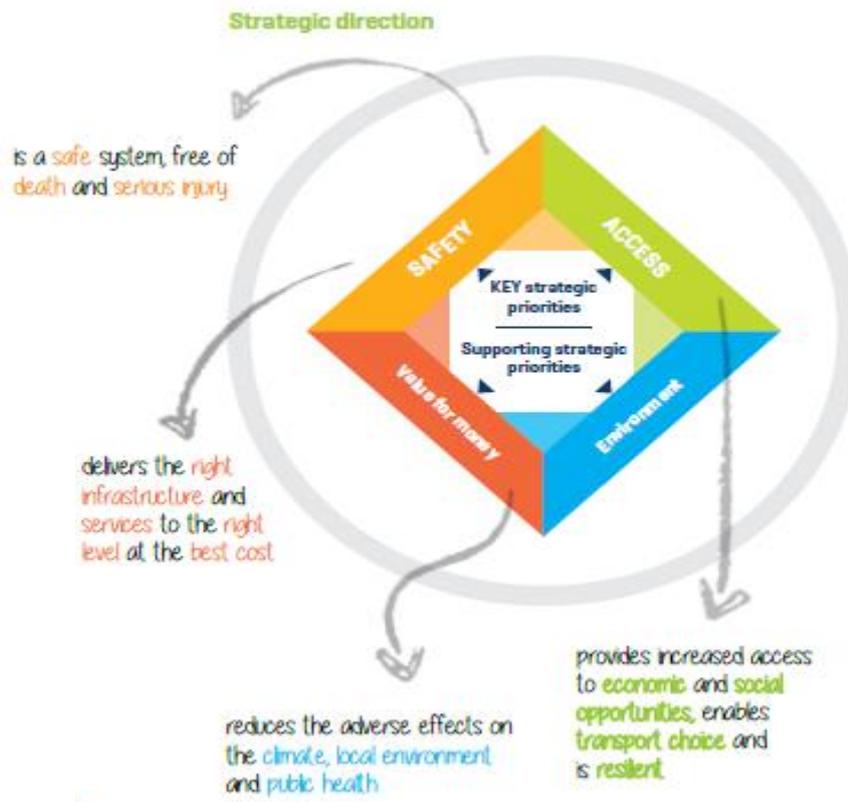
- economic growth and productivity
- road safety
- value for money.

The GPS has shaped not only development of these RLTPs but also the mid-term review, because legally it was the GPS with which the RLTPs need to be consistent.

GPS 2018/19 -

This GPS had not been completed by the time these RLTPS were updated. The engagement draft released on April 2nd is not Government policy.

The signals in the engagement draft are that the two key strategic priorities in the new GPS will be safety and access, supported by the strategic priorities of value for money and environment, as shown in the diagram below⁶³.



The New Zealand Energy Efficiency and Conservation Strategy 2017-2022

The New Zealand Energy Strategy 2017-2022 (NZEES) sets the strategic direction for the energy sector and the role energy will play in the New Zealand economy. The NZEES is a companion strategy to the New Zealand Energy Strategy 2011-2021, specifically focused on the promotion of energy efficiency, energy conservation and renewable energy.

⁶³ From *The draft GPS 2018 at a glance*, available from, <https://www.transport.govt.nz/assets/Uploads/Our-Work/Documents/GPS-at-a-Glance-A3.pdf>

The goal of the NZEECS is for New Zealand to have an energy productive and low emissions economy. It encourages businesses, individuals, households, community institutions and public sector agencies to take actions that will help unlock our renewable energy, and energy efficiency and productivity potential, to the benefit of all New Zealanders. The NZEECS focuses on three priority areas, where the biggest cost-effective opportunities lie:

- renewable and efficient use of process heat
- efficient and low-emissions transport; and
- innovative and efficient use of electricity.

Only the second priority area is pertinent to these plans, and has been taken into account in the development of these plans.

Energy efficiency considerations principally relate to supporting efficient freight movement, and promoting less energy-intensive modes of transport, such as public transport, walking and cycling, ride-share, and use of electric vehicles.

Consideration of alternative objectives

The LTMA requires the consideration of alternative regional land transport objectives that would contribute to the purpose of the Act, and the feasibility and affordability of those alternative objectives. Through the development of the Strategic Results Framework (shown in Appendix 3, which informed the strategy in Section 3 of these plans) and through the mid-term review of the RLTPs, objectives were challenged, and the feasibility and affordability of alternative objectives were debated. This has resulted in an effective and sensible strategic framework.

Determining significance

To identify significant projects, the RTCs adopted a significance policy in 2015, set out in full in Appendix 5. Significant transport activities are typically high-cost, large, new projects that require significant funding and have a larger impact on the local, regional and interregional transport networks. They are not regular, day-to-day activities or 'business as usual'.

In the mid-term review, the RTCs decided that all the improvement projects (greater than \$1M), including some new, high-cost public transport projects, were significant, and should be prioritised. These are the Southland and Otago projects summarised in Section 4.2.

Prioritisation of 2018-21 projects

Each RTC prioritised the significant projects within its region, as required by the LTMA. For the 2018-21 projects, the RTCs reduced the number of priority bands from five to two.

Both committees have prioritised the larger projects into two priority bands, taking into account the benefits that each project would help realise, whether it forms part of an integrated programme of works for a particular area, and whether it is of inter-regional significance. Projects for which insufficient information is available to judge how the results will align with RLTP strategy are included in the lower priority band; this applies to a suite of NZTA safety projects for Otago that are in the draft 2018 Transport Agency Investment Plan.

Integrated programmes of work are kept within a single prioritisation category, since all projects within such a programme need to be implemented in order to realise the anticipated benefits.

Appendix 7. Key provisions of the Land Transport Management Act (LTMA)

The LTMA guides the development and content of regional land transport plans. The key provisions of this act are set out below:

14 Core requirements of regional land transport plans

Before a regional transport committee submits a regional land transport plan to a regional council or Auckland Transport (as the case may be) for approval, the regional transport committee must—

- (a) be satisfied that the regional land transport plan—
 - (i) contributes to the purpose of this Act; and
 - (ii) is consistent with the GPS on land transport; and
- (b) have considered—
 - (i) alternative regional land transport objectives that would contribute to the purpose of this Act; and
 - (ii) the feasibility and affordability of those alternative objectives; and
- (c) have taken into account any—
 - (i) national energy efficiency and conservation strategy; and
 - (ii) relevant national policy statements and any relevant regional policy statements or plans that are for the time being in force under the Resource Management Act 1991; and
 - (iii) likely funding from any source.

16 Form and content of regional land transport plans

- (1) A regional land transport plan must set out the region's land transport objectives, policies, and measures for at least 10 financial years from the start of the regional land transport plan.
- (2) A regional land transport plan must include—
 - (a) a statement of transport priorities for the region for the 10 financial years from the start of the regional land transport plan; and
 - (b) a financial forecast of anticipated revenue and expenditure on activities for the 10 financial years from the start of the regional land transport plan; and
 - (c) all regionally significant expenditure on land transport activities to be funded from sources other than the national land transport fund during the 6 financial years from the start of the regional land transport plan; and
 - (d) an identification of those activities (if any) that have inter-regional significance.
- (3) For the purpose of seeking payment from the national land transport fund, a regional land transport plan must contain, for the first 6 financial years to which the plan relates,—
 - (a) for regions other than Auckland, activities proposed by approved organisations in the region relating to local road maintenance, local road renewals, local road minor capital works, and existing public transport services; and
 - (b) in the case of Auckland, activities proposed by Auckland Transport; and

- (c) the following activities that the regional transport committee decides to include in the regional land transport plan:
 - (i) activities proposed by approved organisations in the region or, in the case of Auckland, by the Auckland Council, other than those activities specified in paragraphs (a) and (b); and
 - (ii) activities relating to State highways in the region that are proposed by the Agency; and
 - (iii) activities, other than those relating to State highways, that the Agency may propose for the region and that the Agency wishes to see included in the regional land transport plan; and
- (d) the order of priority of the significant activities that a regional transport committee includes in the regional land transport plan under paragraphs (a), (b), and (c); and
- (e) an assessment of each activity prepared by the organisation that proposes the activity under paragraph (a), (b), or (c) that includes—
 - (i) the objective or policy to which the activity will contribute; and
 - (ii) an estimate of the total cost and the cost for each year; and
 - (iii) the expected duration of the activity; and
 - (iv) any proposed sources of funding other than the national land transport fund (including, but not limited to, tolls, funding from approved organisations, and contributions from other parties); and
 - (v) any other relevant information; and
- (f) the measures that will be used to monitor the performance of the activities.
- (4) An organisation may only propose an activity for inclusion in the regional land transport plan if it or another organisation accepts financial responsibility for the activity.
- (5) For the purpose of the inclusion of activities in a national land transport programme,—
 - (a) a regional land transport plan must be in the form and contain the detail that the Agency may prescribe in writing to regional transport committees; and
 - (b) the assessment under subsection (3)(e) must be in a form and contain the detail required by the regional transport committee, taking account of any prescription made by the Agency under paragraph (a).
- (6) A regional land transport plan must also include—
 - (a) an assessment of how the plan complies with section 14; and
 - (b) an assessment of the relationship of Police activities to the regional land transport plan; and
 - (c) a list of activities that have been approved under section 20 but are not yet completed; and
 - (d) an explanation of the proposed action, if it is proposed that an activity be varied, suspended, or abandoned; and
 - (e) a description of how monitoring will be undertaken to assess implementation of the regional land transport plan; and
 - (f) a summary of the consultation carried out in the preparation of the regional land transport plan; and
 - (g) a summary of the policy relating to significance adopted by the regional transport committee under section 106(2); and
 - (h) any other relevant matters.

- (7) For the purposes of this section, existing public transport services means the level of public transport services in place in the financial year before the commencement of the regional land transport plan, and any minor changes to those services.

18 Consultation requirements

- (1) When preparing a regional land transport plan, a regional transport committee—
- (a) must consult in accordance with the consultation principles specified in section 82 of the Local Government Act 2002; and
 - (b) may use the special consultative procedure specified in section 83 of the Local Government Act 2002.
- (2) If consulting the Auckland Council, a regional land transport committee or Auckland Transport must consult both the governing body and each affected local board of the Council.

18G Separate consultation with Māori on particular activities

- (1) An approved organisation, the Auckland Council, or the Agency (as the case may require) must do everything reasonably practicable to separately consult Māori affected by any activity proposed by the approved organisation, the Auckland Council, or the Agency that affects or is likely to affect—
- (a) Māori land; or
 - (b) land subject to any Māori claims settlement Act; or
 - (c) Māori historical, cultural, or spiritual interests.
- (2) The relevant approved organisation, the Auckland Council, or the Agency (as the case may be) must consult the land holding trustee (as defined in section 7 of the Waikato Raupatu Claims Settlement Act 1995) about any proposed activity that affects or is likely to affect land registered in the name of Pootatau Te Wherowhero under section 19 of that Act.

35 Needs of transport-disadvantaged must be considered

In preparing any programme or plan under this Part, the Agency, the Commissioner, the Secretary, every local authority, Auckland Transport, and every approved public organisation must consider the needs of persons who are transport-disadvantaged.

Appendix 8. Legislative compliance

Error! Reference source not found. X assesses compliance the plans with the core requirements of RLTPs, as set out in Section 14 of the Land Transport Management Act 2003.

Table X: Assessment of compliance with S14 Land Transport Management Act 2003

| Section 14 requirements | | Assessment of compliance |
|---------------------------|--|--|
| Section 14(a)(i) | These RLTPs contribute to the purpose of this Act: “To contribute to an effective, efficient, and safe land transport system in the public interest.” | Complies: Section 3 of the Plans provides the strategic framework for the plan, including long-term goals, desired results, and policies. This strategy, together with the programme component of the plan, has been designed to provide a land transport system in Otago and Southland that is effective, efficient, and safe. |
| Section 14 (a)(ii) | These RLTPs are consistent with the GPS on land transport. | <p>Complies: The current GPS (the GPS 2015/16-2024/25) has shaped the development of these RLTPs. This is evident in the alignment of the strategic section and main project objectives with the current GPS’s priorities, objectives and long-term results. Consistent with the GPS priority focus areas of economic growth and productivity, road safety, and value for money, the focus of the initial Plans, adopted in 2015, was on delivering a transport system that:</p> <ul style="list-style-type: none"> ■ is safe; ■ delivers appropriate levels of service; ■ supports economic activity and productivity; ■ provides appropriate transport choices. <p>The focus of the updated plans (adopted in mid-2018) has shifted towards addressing the key problems – poor investment prioritisation and inadequate future-proofing, safety and resilience – and towards realising the opportunity:</p> <ul style="list-style-type: none"> ■ to take a South-Island wide approach to transport ■ for mode integration and mode shift ■ to support tourism and the regional dispersal of tourism benefits ■ to create a network of cycle rides and cycling facilities. ■ to a step change reduction in serious road trauma. <p>This focus aligns well with the new GPS 2018 that will replace with the existing GPS on 1 July 2018.</p> |
| Section 14(b)(f) and (ii) | The RTCs have considered alternative regional land transport objectives that would contribute to the purpose of this Act, and the feasibility and affordability of those alternative objectives. | <p>Complies: The previous strategic direction of the two regions provided the starting point for the strategic framework of the initial version of these plans, adopted in mid-2015. An assessment and synthesis of existing transport strategy documents from Otago and Southland was undertaken, drawing also on other regional and district planning documents including the regions’ RPS (draft RPS in the case of Otago. Obstacles and issues were identified, objectives and policies were developed and challenged, and the feasibility and affordability of alternative objectives were debated.</p> <p>Through the mid-term review of the RLTPs during 2016-2018, and especially during the review of the review of the strategic framework, objectives were again challenged, and the feasibility and affordability of alternative objectives again debated.</p> |

| Section 14 requirements | | Assessment of compliance |
|-------------------------|---|---|
| Section 14(c)(i) | RTCs have taken into account any National Energy Efficiency and Conservation Strategy | Complies: The NZEECS has been taken into account in the development of these plans. Energy efficiency considerations principally relate to supporting efficient freight movement, and promoting less energy-intensive modes of transport, such as public transport, walking and cycling and ride share have been taken into account. |

| Section 14 requirements | | Assessment of compliance |
|-------------------------|---|---|
| Section 14(c)(ii) | RTCs have taken into account relevant national and regional policy statements or plans under the Resource Management Act 1991 | Complies: When developing the strategic framework, each Committees have taken into account transport-related provisions in their region's Regional Policy Statements. Each local authority has confirmed that it has taken into account the pertinent district plan and regional plans when submitting activities for inclusion in its draft RLTPs. NZTA has also confirmed this. |
| Section 14(c)(fi) | RTCs have taken into account any likely funding from any source | Complies: The Committees considered various sources of funding, including the possibility of development contributions, cost sharing by landowners, and Government funding outside of the NLTF e.g. funding for cycleways, and the Provincial Growth Fund. See Appendix 4 for further information on funding considerations. |