

# 1 Introduction and summary

## 1.1 Purpose of these plans and the area they cover

In 2014-2015, the Otago and Southland RTCs worked together to produce a combined document, their six-year regional land transport plans covering 2015-21. The Land Transport Management Act requires a mid-term review of each Regional Land Transport Plan. In undertaking this review, the RTCs identified updates they wished to make to the Otago and Southland RLTPs, consulted on these, and then made variations to the plans

This review provided the opportunity to update the activities in the RLTPs which, in turn, allowed the NZTA to prepare the National Land Transport Programme (NLTP) for 2018-21. To be eligible for funding from the National Land Transport Fund (NLTF), which NZTA administers, an activity must first be included in an RLTP. Hence the need to update the RLTPs first.

Acknowledging shared challenges and opportunities, the Otago and Southland RTCs collaborated closely on the review and update of these plans. The focus of this update is to provide a safe and sustainable transport system that supports and enhances regional development.

This document is the updated Otago and Southland Regional Land Transport Plans 2015–2021, concluded after consultation on variations that were publicly notified in December 2018<sup>1</sup>. As with the 2015-21 RLTPs, these updates to the Otago and Southland plans are combined into this single document, referred to here as ‘the plans’ or the RLTPs. These plans include the business case for investment in the land transport system in Otago and Southland.

### Area covered by these plans

These plans cover the two regions shown on the map on the next page, including all of Waitaki District (see Figure 1).

Approved organisations (AOs) – those eligible to seek funding from the National Land Transport Fund – have proposed projects for inclusion in these Otago Southland RLTPs. These organisations are:

#### Otago

Otago Regional Council  
Central Otago District Council  
Clutha District Council  
Dunedin City Council  
Queenstown Lakes District Council  
Waitaki District Council

#### Southland

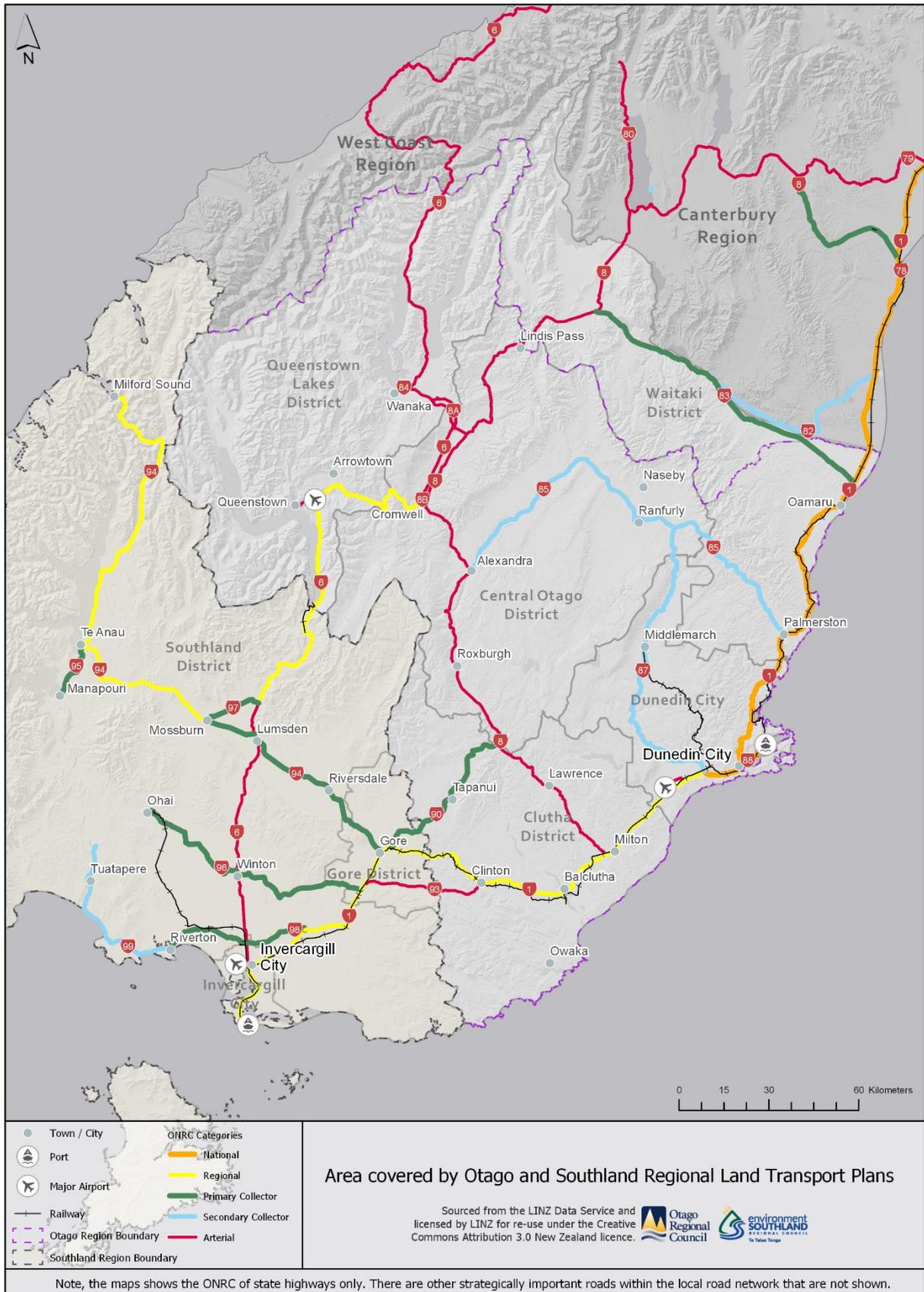
Environment Southland  
Gore District Council  
Invercargill City Council  
Southland District Council

NZ Transport Agency; Department of Conservation

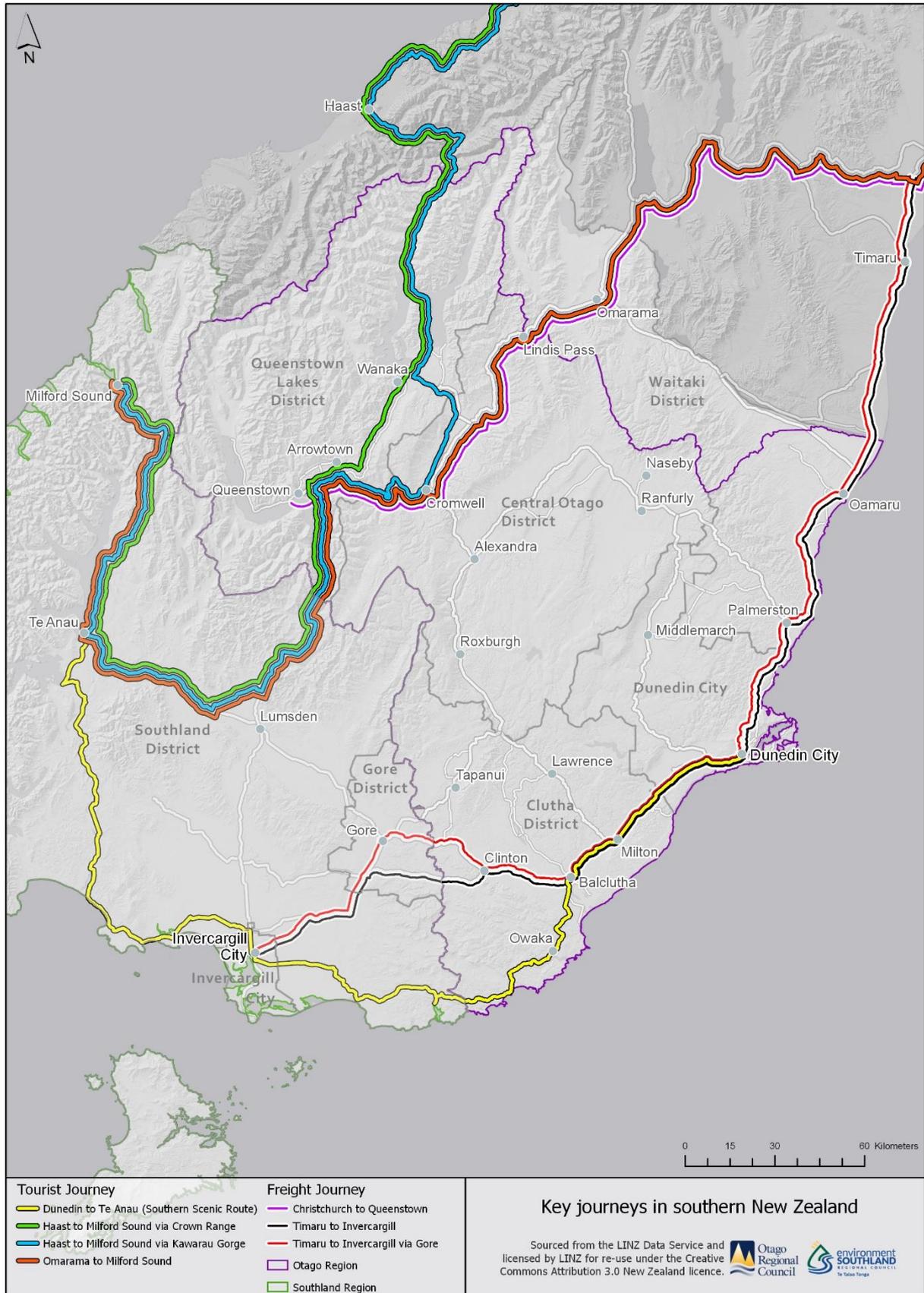
DOC is responsible for roads on the conservation estate that provide public access to this estate. In the past, these roads have been maintained on an *ad hoc* basis; the department is now eligible to seek funding from the NLTF for its roading maintenance and improvements.

<sup>1</sup> For a copy of the proposed variations, the consultation material and all the submissions received, see <https://www.orc.govt.nz/plans-policies-reports/transport-plans/proposed-variations-to-otago-southland-regional-land-transport-plans-2015-2021>.

**Figure 1: Area covered by the Otago and Southland RLTPs showing state highway ONRC classification**



**Figure 2: Key journeys in and across Otago and Southland**



The funding of rail falls outside of these two RLTPs and the National Land Transport Fund. The Government has, however, signalled that, in shifting to a mode-neutral approach to transport planning and investment decisions, it is proposing to expand the scope of second stage Government Policy Statement on Land Transport (GPS2, due 2019) to include aspects of rail freight – and also of coastal shipping<sup>2</sup>.

## 1.2 Building on the progress made since 2015-16

Otago Regional Council and Environment Southland each adopted their respective RLTP 2015-21 in April 2015. NZTA made its funding National Land Transport Programme decisions that same month, and approved organisations began implementing their approved projects and activities from July 2015.

In the three years since then, what has been done?

- There has been considerable focus on undertaking good planning:
  - All territorial authorities and NZTA have prepared activity management plans using the One Network Road Classification information.
  - Preparation of major business cases such as for Queenstown integrated transport and for SH1, Christchurch-Dunedin plus the realignment at Edendale.
  - Preparation of corridor management plans for state highways.
  - Development of a strategic results framework for incorporation into these RLTPs.
- Several major projects have been undertaken:
  - Construction of Hawthorne Drive, Frankton Flats, Queenstown, a major connector across Frankton Flats, that avoids the intersection of SH6 and SH6A.
  - Roll-out of new, improved public transport systems in Dunedin and Queenstown.
  - Sealing of the unsealed sections of the 'Southern Penguin Route' (Southern Scenic route) through the Catlins, to improve road safety and enhance visitor experience.
  - The new Kawarau Falls Bridge was completed in early 2018.
  - Safety improvements for visiting drivers in Otago and Southland.
- Other major projects are underway, or about to get underway:
  - The Southern Road Safety Influencing Group's pilot project on road risk, which is being undertaken in partnership with NZTA's national safety team (see section 2.4).
  - The Boost safety programme: rumble strip, curve signage and side barriers on low volume state highways in Otago Southland.
  - Safety improvements on SH1 between Dunedin and Mosgiel.
  - Planning and procurement for replacement of streetlighting with LEDs in many Otago and Southland urban centres is largely complete. Installation is beginning, or about to begin, in Waitaki, Clutha and Queenstown Lakes districts and Invercargill City.
  - A new bus hub in central Dunedin is about to be constructed.
  - An upgrade of Otago Peninsula roading has begun.
  - Cycleway improvements on Dunedin's central city cycle network, and a separated cycleway on the one-way system, are starting construction.
- Establishment of multi-agency collaborations:
  - the Queenstown transport initiative, to provide clear, united leadership in the planning, delivery and funding of improvements to Queenstown Lakes' transport system.
  - the Connecting Dunedin initiative.

<sup>2</sup> Draft Government Policy Statement on Land Transport: 2018/19 – 2027/28.

It is generally too early to assess what effect most of these projects have had. The RTCs will be tracking the results of these initiatives from 2018/19 onwards.

### **1.3 What has been updated?**

This document updates both the strategic direction for land transport in Otago Southland and the activities the RTCs are recommending for funding from the National Land Transport Fund (NLTF) during 2018-21. Over the last eighteen months, our RTCs reviewed the common transport strategy for the two regions, applying business case planning principles. The key change in direction is the greater focus on future-proofing our transport network, and on addressing the problems facing the Queenstown area. The rate of economic and population growth occurring in this area is placing further demand on an already-stretched transport network.

The strategy also responds to the need to listen to customers and provide better mode choice, including better public transport and safe walking and cycling linkages, to improve road safety and the resilience of the transport network.

All the approved organisations in Otago and Southland have updated the list of activities and projects for which they are seeking NLTF funding during 2018-21. These updates have been brought about not just by the RTCs' recent strategic planning, but also by a shared focus among territorial authorities and NZTA on better activity management planning, including the application of business case planning principles and implementation of the One Network Classification schema.

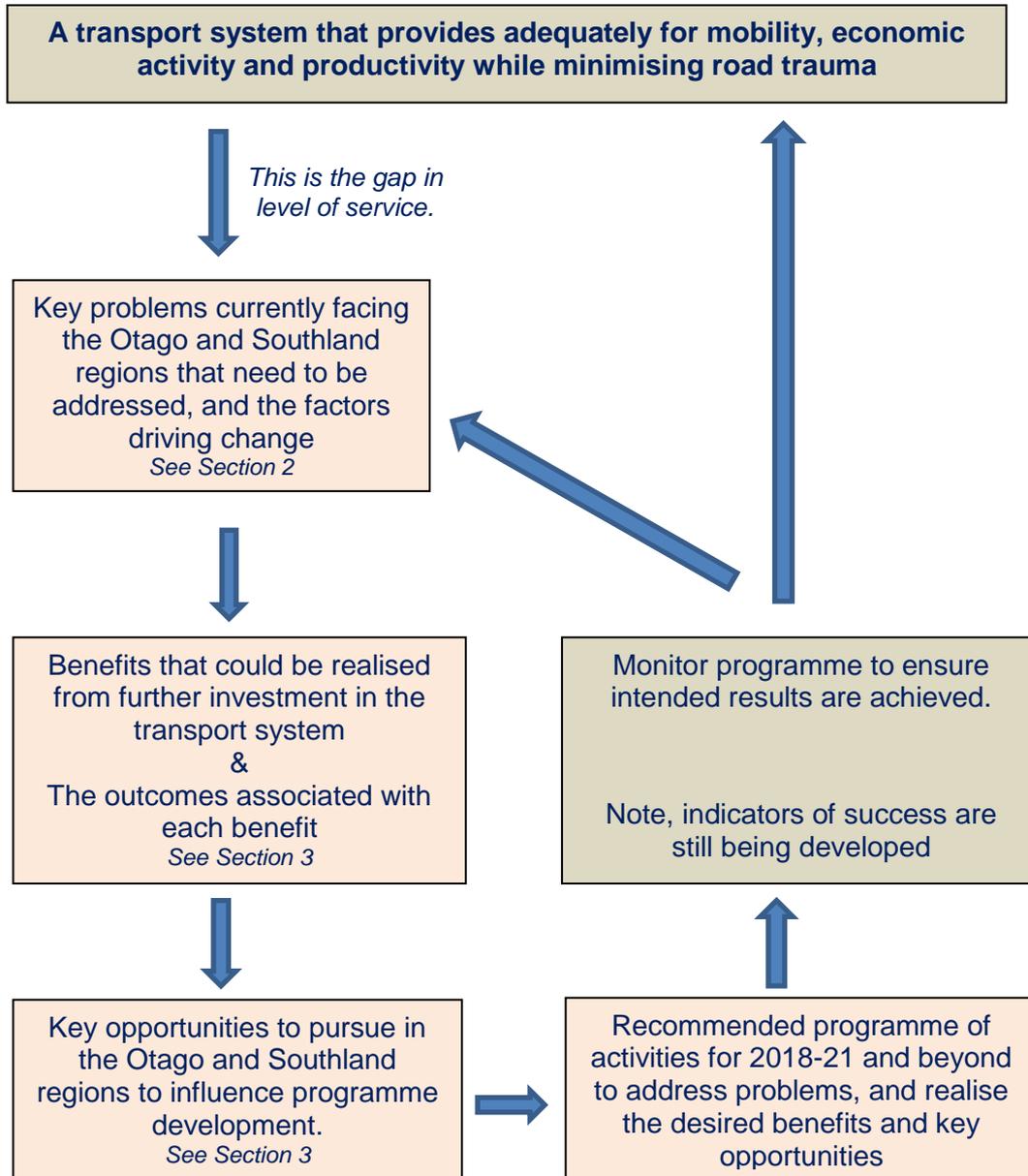
This update to the RLTPs also responds to the greater emphasis on safety signaled by the Government in the draft Government Policy Statement on Land Transport released in April 2018.

Figure 3 summarises the process followed in reviewing the plans mid-term and in updating them. Appendix 6 describes this in more detail.

### 1.4 The thinking behind this update of the RLTPs

This diagram shows the line of thinking followed by the RTCs, in developing the programme of activities for Otago and Southland, 2018-21 and beyond (i.e. the programme set out in Section 4).

**Figure 3: The line of thinking behind this update of the RLTPs**



By working together on these two RLTPs, the committees have identified which of these recommended projects are top priority, as shown in Table 1. (Please see section 4.2 for summaries of the projects in Table 1.)

**Table 1: Top priority projects proposed in Otago Southland, 2018-2021**

Proposed project	Project focus/ problem being addressed	Delivery organisation
<b>Southland region</b>		
SH1 – Edendale Realignment	Safety	NZTA
SH1 – Elles Road Roundabout		NZTA
Visiting Drivers Signature Project continuance		NZTA
SH94 – Milford Rockfall / Avalanche Protection	Resilience	NZTA
<b>Otago region</b>		
Dunedin Urban Cycleways	Continuing the Connecting Dunedin initiative and responding to changing mobility user demands: delivering a safer, better integrated walking, cycling and public transport network.	DCC
City to Harbour Cycle/Pedestrian connection		DCC
Dunedin Central City Safety & Accessibility Upgrade		DCC
Tertiary Precinct		DCC
Public Transport Infrastructure Improvements		ORC
Public Transport Improvements for Dunedin		ORC
Wakatipu Walking/Cycling Improvements	Delivering the Queenstown integrated transport business case, to meet the economic and population growth challenges of this area, to respond to changing mobility user demands and to improve network performance, liveability and visitor experience	NZTA
Queenstown Town Centre Pedestrianisation		QLDC
Wakatipu Active Travel Network		QLDC
Grant Rd to Kawarau Falls Bridge Improvements		NZTA
Park and Ride Facilities		QLDC, NZTA
Wakatipu Basin Public Transport		ORC
Town Centre Public Transport Hub; and supporting technology		QLDC, ORC
Water Taxi Service/ Ferry Network, then Further Services		QLDC, ORC
Queenstown Town Centre Arterial / Stanley Street Corridor Improvements		QLDC, NZTA
Queenstown Traffic Management Facilities		QLDC
SH6A Corridor Improvements		NZTA
SH6 - Ladies Mile Improvements		NZTA
Housing Infrastructure Fund projects, Ladies Mile & Quail Rise		QLDC
Shotover River Bridge (Arthurs Point) Duplication – business case	QLDC	
SH1, Oamaru - Dunedin Safety and Resilience Improvements	Safety and resilience	NZTA
Hina Bridge Replacement	Safety and regional development	CDC
Kakanui Bridge Replacement		WDC
Visiting Drivers Signature Project continuance	Safety	NZTA
Ballantyne Road Seal Extension (Wanaka)		QLDC

These projects in Table 1 respond to three problems the RTCs have, with public input, identified as being the main ones facing Otago and Southland’s transport system. The problems (described further in section 2.3) are:

- **Responding to changing mobility user demands.** Inability to assess, plan, fund and respond to changing mobility user demands in a timely way results in some poor investment prioritisation and decisions, and inadequate future-proofing.
- **Safety.** Attitudes and behaviour, together with inconsistent quality of routes in the two regions, results in fatal and serious injury crashes. The two safety projects in Table 1 that are also contributing to regional development are on tourism routes.
- **Resilience.** Parts of the network are vulnerable to closure from adverse events, resulting in economic and social disruptions, of which there is increased recognition.

### ***What the sections in this document cover***

Sections 1 and 2 set out the updated strategic context and Section 3 the updated strategic direction recommended by the committees. Section 4 sets out the updated programmes: the revised lists of activities and projects for 2018-21 (i.e. years 4 to 6 of the six-year RLTPs) the committees are recommending receive NLTF funding.

Section 4 lists all projects that the committees have identified in these updated RLTPs – there are some priority 2 and 3 projects, additional to those in Table 1 – and explains how these projects are prioritised. As a result, the committees now propose to change their recommendations regarding which activities and projects should receive NLTF funding for 2018-2021.

The appendices set out the significance policy (see Appendix 5); they also describe the process used to vary these plans (see Appendix 6) and assess compliance with the Land Transport Management Act provisions (see Appendix 8).

### ***Decision-making on what should be funded***

The activities and projects included in this document represent each region's bid for national financial assistance from the NLTF for 2018-21. It is based on the best, most up-to-date information from Transport Investment Online (the database into which approved organisations enter their activities), and from the approved organisations themselves, as at mid- May 2018..

To assist NZTA in making funding allocations, these plans identify which of the recommended projects the RTCs consider being regional and inter-regionally significant, including the priority the RTCs place on each project. The final decision on which activities and projects receive national funding rests with the board of the NZTA.

Please note:

- All cost estimates and timelines for individual activities and projects in this plan are indicative. They may change as cost estimates are tightened up as project planning proceeds.
- Because NZTA prioritises and cashflows its own work programme on a national basis (rather than a regional one), the timings indicated in these RLTPs for NZTA's own projects – such as state highway improvement projects – are indicative and subject to change<sup>3</sup>. Agency projects are often either brought forward or delayed.

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<sup>3</sup> NZTA's role in managing the state highway network is distinct from its role in making decisions about whether activities undertaken by approved organisations should be funded from the national land transport fund. While state highway activities are fully funded from the national land transport fund, those activities of other approved organisations are only partly funded, at a set financial assistance particular to an organisation or sometimes to a type of activity.

## 1.5 Summary of projected expenditure

### Southland

Recommended expenditure for Southland transport projects 2018-2021 (those eligible for NLTF funding) is \$242 million. Table 2 gives a detailed breakdown of projected costs for each activity class by organisation. The numbers in this table are indicative and the costs of already-approved projects are not included.

**Table 2: Estimated cost of activities subsidised by NZTA in Southland region, 2018-2021 (\$)**

Organisation name	Activity Class	DOC	ES	GDC	ICC	SDC	NZTA	Total for 2018-21	Draft Southland RLTP total for 2015-18
Transport Planning	1	0	789,901	0	230,000	0	0	1,019,901	998,000
Road Safety*	2	0	0	0	1,481,450	0	0	1,481,450	1,076,450
Public Transport Services	4	0	0	0	6,814,307	0	0	6,814,307	6,814,307
Maintenance and Operations Local Roads	8	164,270	247,940	12,201,636	26,834,200	70,542,582	0	109,990,628	110,124,789
Maintenance and Operations State Highways	9	0	0	0	0	\$0	70,187,198	70,187,198	70,187,198
Local Road Renewals	10	Now included in Activity Class 7							0
State Highway Renewals	11	Now included in Activity Class 8							0
Local Road Improvements	12	100,000	364,740	928,541	3,794,400	5,730,000	0	10,917,681	9,967,681
State Highway Improvements	13	0	0	0	0	0	15,604,033	15,604,033	15,736,734
Regional Improvements	20	0	0	0	0	0	12,590,060	12,590,060	24,008,400
<b>TOTAL</b>		<b>264,270</b>	<b>1,402,581</b>	<b>13,130,177</b>	<b>39,154,357</b>	<b>76,272,582</b>	<b>98,378,291</b>	<b>228,602,258</b>	<b>238,913,559</b>

\* This is a shared service across Southland region (the cost shown under ICC is for ICC, SDC and GDC).

## Otago

Recommended expenditure for Otago transport projects 2018-2021 (those eligible for NLTF funding) is \$798 million. Table 3 gives a detailed breakdown of projected costs for each activity class by organisation. The numbers in this table are indicative and the costs of already-approved projects are not included.

**Table 3: Estimated cost of activities subsidised by NZTA in Otago region, 2018-2021 (\$)**

Activity Class	Activity Class	CODC	CDC	DOC	DCC	ORC	QLDC	WDC	NZTA	Proposed total for 2018-21	Draft RLTP total for 2018/20
Transport Planning	1	193,888	238,620	0	457,900	1,674,904	2,205,000	368,275	0	5,138,587	4,902,227
Road Safety	2	295,200	328,000	0	\$1,998,168	0	442,000	510,600	0	3,573,968	3,573,968
Walking & Cycling	3	0	0	0	17,157,900	0	24,305,250	0	7,489,900	48,952,950	44,591,230
Public Transport Services	4	0	0	0	0	53,299,333	7,930,000	0	4,322,993	57,968,956	74,538,198
Public Transport Infrastructure	5	In 2018-21, included in Activity Class 4									0
Maintenance and Operations Local Roads	8	24,018,407	37,487,177	236,709	77,962,833	414,000	42,183,460	29,124,288	0	211,426,874	204,370,934
Maintenance and Operations State Highways	9	0	0	0	0	0	0	0	117,338,864	117,338,864	117,338,864
Local Road Renewals	10	In 2018-21, included in Activity Class 8									0
State Highway Renewals	11	In 2018-21, included in Activity Class 49									0
Local Road Improvements	12	3,577,000	8,060,000	100,000	24,762,800	0	33,213,075	13,331,000	0	83,043,875	150,602,300
State Highway Improvements	13	0	0	0	0	0	0	0	0	146,198,198	138,855,449
Regional Improvements	20	0	0	0	0	0	56,613,000	0	0	88,855,710	14,283,724
<b>TOTAL</b>		<b>28,084,495</b>	<b>46,113,797</b>	<b>336,709</b>	<b>122,339,601</b>	<b>55,388,237</b>	<b>166,891,785</b>	<b>43,334,163</b>	<b>307,592,565</b>	<b>770,081,352</b>	<b>753,056,894</b>