

Otago and Southland Regional Transport Committees Workshop 22 June 2026

Gore District Council
29 Bowler Avenue,
Gore 9710

10.00 am

Lunch 11.45 am to 12.30 pm

Regional Transport Committees Membership

Otago

Cr Kate Wilson (ORC, RTC Chair)
Cr Matt Hollyer (ORC, Deputy RTC Chair)
Cr Bruce Graham (CDC)
Cr Stuart Duncan (CODC)
Cr Steve Walker (DCC)
Cr Quentin Smith (QLDC)
Cr John McCone (WDC)
Mr James Caygill (NZTA)

Southland

Cr Phil Morrison (ES, RTC Chair)
Cr Alistair Gibson (ES, Deputy RTC Chair)
Cr Christine Menzies (SDC)
Cr Ria Bond (ICC)
Deputy Mayor Joe Stringer (GDC)
Mr James Caygill (NZTA)

Agenda Topic

1. Welcome

2. Apologies

3. Purpose

The purpose of this workshop is to:

- Present and test draft content for the Otago Southland Regional Land Transport Plans, including the refined vision, objectives and policies.
- Test the refined investment logic and inform the development of collective Regional Transport Committee solutions.

4. Vision, objectives and policies

This session will focus on reviewing and discussing the draft vision, objectives and policy framework developed for the Regional Land Transport Plans.

5. Investment logic and collective Regional Transport Committee solutions

This session will review the refined investment logic and gather feedback to inform the development of collective Regional Transport Committee solutions. Appendix 1, *Regional Land Transport ILM Review*, provides information on the review to inform discussions.

Regional Land Transport ILM Review

RTC Report

FINAL

2nd June 2026



Summary

The revised Investment Logic Map provides a stronger, clearer and more current investment story for the next Otago and Southland Regional Land Transport Plan.

The ILM has been updated to reflect the strategic context now facing both regions with constrained funding, increasing maintenance and renewal pressure, changing travel demand, safety risk, exposure to disruption, growth pressures in key locations, and the need to maintain access to essential services, freight routes, visitor destinations and regional gateways.

The revised ILM moves the strategic narrative from a broad transport improvement agenda to a more disciplined investment story focused on:

- protecting essential access and connectivity;
- maintaining and renewing the existing network;
- improving resilience to disruption and natural hazard risk;
- reducing transport-related harm;
- supporting regional prosperity through reliable movement of people, freight and visitors;
- expanding practical transport choices where they are fit-for-purpose and deliver value.

The Technical Advisory Group reviewed the updated ILM and was broadly supportive of the changes. TAG members considered the revised ILM to be clearer, more concise and better aligned to the issues facing the Otago and Southland transport system. TAG also confirmed that the ILM should remain a regional strategic decision-making tool rather than a detailed list of local issues or projects.

The main TAG feedback related to how local growth pressures, particularly in Queenstown Lakes, are recognised within a pan-regional ILM. The recommended response is to retain the regional structure of the ILM but update the access response to explicitly include *growth areas*. This recognises high-growth locations without overloading the ILM with local exceptions or area-specific caveats. Local nuances should be expanded through RLTP narratives, AMP summaries, investment stories and business cases.

TAG also raised practical comments on the KPIs. Alignment with the NZTA Benefits Framework was supported, but some measures will require further work to confirm data availability and practical measurement. In particular, resilience measures relating to viable alternative routes may need interim or supporting indicators such as unplanned network disruptions, closure duration and detour availability.

Overall, the revised ILM provides a clear strategic spine for prioritisation, programme development, investment conversations and future monitoring.

Purpose of report

The purpose of this report is to provide the Otago and Southland Regional Transport Committees with an updated assessment of the revised Regional Land Transport Plan Investment Logic Map.

The report:

- summarises the revised investment story;
- outlines the updated ILM v3.2 wording;
- explains the role of an ILM in RLTP development;
- acknowledges and responds to TAG review feedback;
- assesses the revised problems, benefits, KPIs and responses.

Summary of the new investment story

The revised ILM tells a grounded and current story:

Otago and Southland need to keep people, freight, visitors and essential services connected in a period of constrained investment, changing travel demand, safety risk, aging infrastructure and increasing disruption from natural hazards and climate change.

The strategic direction is not more transport everywhere. It is a disciplined direction for where investment should lean:

- Protect and renew the existing network so communities and the economy remain connected.
- improve access to key destinations, gateways, growth areas, critical services and freight/visitor corridors;
- Reduce harm through safer system design, better integration and behaviour-focused interventions.
- Improve transport choices where they are fit-for-purpose and can improve access, reliability and lower-impact travel.
- Use measurable benefits to support prioritisation, funding conversations and future programme trade-offs.

The ILM gives Otago and Southland a shared, pan-regional investment story. It supports a programme that can be explained simply to communities and funders.

Reliable access, safer journeys, stronger resilience and practical travel choices

- **It creates a clear line of sight from evidence to programme priorities:** problems, benefits, KPIs and responses now line up more cleanly.
- **It supports a strong case for resilience and renewals,** especially where asset failure would isolate communities or disrupt freight, visitor or lifeline movements.
- **It balances urban and rural realities by recognising that travel choice matters,** but must be fit-for-purpose in different parts of Otago and Southland.
- **It gives elected members a defensible framework for trade-offs under constrained funding:** invest where access, safety, resilience and regional prosperity are most at risk.
- **It aligns well with the South Island strategic priorities of strengthened resilience, efficient freight networks and better travel options.**

Revised ILM Statements (DRAFT v3.2)

Regional Land Transport Plan

Strengthening access, safety and resilience across the transport system to support connected communities, regional prosperity and lower-impact travel.

Problems

- Planning, investment & levels of service have not kept pace with changing regional needs, constraining access across the network & increasing localised congestion & emissions. 40%
- Deficiencies in transport system design, integration & user behaviour increase exposure to harm & disruption, resulting in poor health, serious injury & death. 30%
- Constrained investment is leaving parts of the transport system degraded & increasingly inadequate for current & emerging requirements, reducing resilience & community access. 30%

Revised ILM Statements (DRAFT v3.2)

Benefits

- An efficient & reliable transport system that responds to current & emerging requirements. 35%
 - KPI 1: Punctuality – public transport
 - KPI 2: Travel time reliability – motor vehicles
- Improved livability, productivity & connected communities that are resilient to disruption & change. 25%
 - KPI 1: Unplanned closures.
 - KPI 2: Availability of viable alternative routes.
- Improved health, safety & wellbeing. 25%
 - KPI 1: Collective & personal risk
 - KPI 2: Deaths & serious injuries
- Transport options that improve access for all users & support lower-impact travel. 15%
 - KPI 1: People – mode share & throughput
 - KPI 2: Greenhouse gas emissions & light vehicle use

Responses

- Maintain, renew & strengthen network resilience while managing environmental impacts, to protect community access & connectivity. 35%
- Improve accessibility & network efficiency by expanding fit-for-purpose transport choices across the regions. 30%
- Reduce transport-related harm & improve health & wellbeing across the regional transport network. 20%
- Improve access to key regional destinations, gateways, growth areas, & critical community services. 15%

ILM, Comparison & Commentary

What an ILM is and why it matters for the RLTP

An Investment Logic Map is a one-page decision tool that sets out the investment spine from the problems to solve, the benefits sought, the measures that will show success, and the broad responses required.

An ILM provides a concise strategic narrative and is not a project list. Its job is to make the logic of investment visible before activities are prioritised.

- It creates a shared understanding of the 'why' before the 'what' (projects).
- It tests whether the proposed problems and benefits are evidence-based and compelling.
- It supports transparent decision-making by clarifying trade-offs (levels of service, affordability, risk, and resilience).
- It provides a clear foundation for the RLTP and RCA Transport Activity Management Plans, business cases and funding conversations with ratepayers and NZTA.

For an RLTP, the ILM is important because it gives elected members, RTCs, approved organisations and NZTA a common test for the programme. It helps answer three questions:

1. are we solving the right problems;
2. are the benefits measurable; and
3. do proposed activities contribute to the agreed investment story?

This matters because an RLTP sets the strategic direction for land transport and identifies the activities proposed for funding support.

In practice, the ILM becomes the compass for developing, prioritising and explaining the programme.

- The ILM supports the front-end narrative for the RLTP strategic case.
- Provides the four responses as the first filter for investment priority areas and programme structure.
- Uses the KPIs to define the benefits framework for monitoring and future benefit realisation.
- Aligns proposed activities to the problem(s) they address, which benefit(s) they contribute to, and which response(s) they support.

The ILM is a living reference during moderation, prioritisation and consultation so the programme does not drift from the agreed strategic direction.

TAG review and input

The updated ILM was reviewed with the Technical Advisory Group (28 May 2026) ahead of RTC consideration.

TAG feedback was broadly supportive. Members considered the revised ILM to be clearer, more focused and more concise than the earlier version. There was strong support for the shift toward protecting access, improving safety and strengthening resilience in a constrained funding environment.

TAG also supported the ILM being used as a strategic decision-making tool rather than a comprehensive list of local issues or projects. This distinction is important as the ILM should provide a regional investment framework, while local issues and activity-level responses should be developed through the RLTP narrative, AMP summaries, investment stories and business cases.

The main area of feedback related to local growth pressures, particularly in Queenstown Lakes. TAG noted that the ILM could feel too general for high-growth locations where transport demand, congestion, visitor pressure and infrastructure requirements are changing quickly.

In response, the revised ILM (v3.2 attached) has been updated to include *growth areas* in the access response. This provides stronger recognition of growth pressures while retaining the ILM as a pan-regional tool.

TAG also provided feedback on KPIs. Alignment with the NZTA Benefits Framework was supported, but some measures may require further work to confirm data availability and practical application. The resilience KPI relating to viable alternatives to high-risk and high-impact routes is a good strategic measure, but may require interim or supporting indicators such as:

- number of unplanned network disruptions;
- closure duration;
- detour availability and suitability;
- disruption impacts on critical routes;
- access to essential services during events.

A second KPI was added to the benefit to look at unplanned road closures. Additional supporting indicators could also be considered for freight movement, heavy vehicle impacts and emissions where reliable data is available.

Assessment of Revised ILM (DRAFT v3.2)

The revised ILM is considered fit-for-purpose for the next RLTP.

The problem statements are clearer and stronger than the previous ILM because they better explain cause and consequence. They identify the key issues facing the regional transport system:

- changing needs,
- safety and harm exposure, and
- constrained investment in a degrading network.

The benefit statements are better aligned to measurable outcomes and the NZTA Benefits Framework. They provide a clearer basis for future monitoring, particularly around reliability, resilience, safety, mode share, emissions and light vehicle use.

The response statements now provide a better investment structure. The largest weighting is given to maintenance, renewals and resilience, reflecting the current evidence on aging assets, natural hazard risk, limited redundancy, rising costs and constrained funding.

The updated access response now includes *growth areas*. This is an appropriate refinement following TAG feedback. It acknowledges Queenstown Lakes and other high-growth pressures without turning the ILM into a location-specific issue register.

The revised ILM also better balances urban and rural realities. It recognises that travel choice is important but must be fit-for-purpose. In some places this may mean public transport, active modes, demand management and optimisation. In other places, it will mean maintaining reliable road access for dispersed communities, freight, visitors and essential services.

Problems

ILM element	Original ILM wording	Revised v3.2 wording	Rationale for change	Supporting evidence	How it positions the next RLTP
P1 - Planning, access and efficiency Weighting: 40%	Historical planning, lack of flexibility, and misaligned levels of service has reduced opportunities for access across the network and increased congestion and emissions.	Planning, investment and levels of service have not kept pace with changing regional needs, constraining access across the network and increasing localised congestion and emissions.	The revised wording is clearer and more focused. It shifts the cause from a backward-looking issue to an ongoing system issue considering planning, investment and levels of service are not keeping pace with changing needs. It also keeps the consequence chain tight through constrained access, congestion and emissions.	Otago growth and visitor pressure, especially Queenstown Lakes peak demand; limited mode choices and land use/transport integration issues in Queenstown/Frankton; Dunedin active mode constraints; Southland reliance on private vehicles, limited public transport and long rural access distances. The South Island Transport Story also points to growth, changing visitor numbers, freight types and climate pressures as shared South Island issues.	The revised problem helps position the next RLTP to prioritise integrated land use and transport planning, fit-for-purpose levels of service, travel choice, and targeted efficiency improvements, rather than treating congestion or emissions as isolated urban issues.
P2 - Safety, harm and disruption Weighting: 30%	Deficient transport systems and user behaviours result in reduced resilience, poor health, harm, serious injury and deaths.	Deficiencies in transport system design, integration and user behaviour increase exposure to harm and disruption, resulting in poor health, serious injury and death.	The revised wording strengthens the logic. It names the controllable system factors like design, integration and behaviour. It also explains why the problem matters through exposure to harm and disruption.	Otago DSIs are projected to increase from 137 to 144 by 2048 without significant additional investment. Southland DSIs are projected to increase from 51 to 54. Infrastructure risks are identified with Otago performing poorly on safety measures and Southland moderately.	Positions the next RLTP to keep road safety, safe system interventions, user behaviour and network disruption risk visible in prioritisation and not as a narrow crash reduction programme.
P3 - Asset condition, investment and resilience Weighting: 30%	A degrading and inadequate transport network is not fit for current and emerging requirements, leading to reduced confidence to respond to events and community needs.	Constrained investment is leaving parts of the transport system degraded and increasingly inadequate for current and emerging requirements, reducing resilience and community access.	The revised wording is more decision-useful. It identifies constrained investment as a cause and replaces the softer phrase 'reduced confidence' with direct consequences related to reduced resilience and community access.	The South Island vulnerabilities report describes a fragile and linear network exposed to natural hazards, infrastructure limitations and climate change. It also notes that state highway and local road renewal-to-depreciation ratios are below one. Southland has 134 bridges needing replacement over the coming 10 years, and Otago has critical corridors exposed to flooding, rockfall, landslip, snow and coastal hazards.	Positions the next RLTP to make maintenance, renewals, bridge resilience, alternate routes and access continuity central investment choices, especially where failure would isolate communities or disrupt freight and visitor movement.

Benefits & KPIs

ILM element	Original ILM wording and KPIs	Revised v3.2 wording and KPIs	Rationale for change	Supporting evidence	How it positions the next RLTP
B1 - Efficient and reliable system Weighting: 35%	An efficient transport system that is agile and meets current and emerging requirements of all users. KPIs: Improved system reliability; increase in network productivity and use.	An efficient and reliable transport system that responds to current and emerging requirements. KPIs: Public transport punctuality; motor vehicle travel time reliability.	Replaces the less measurable concept of 'agile' with reliability and response to changing needs. The KPIs are more specific and closer to the NZTA Benefits Framework measures.	Otago and Southland evidence packs report travel time reliability issues and note that unexpected events on the state highway network affect reliability. Reliable access is also central to freight, tourism and public transport outcomes.	Gives the RLTP a measurable performance story for people, freight and services. It supports investment that improves predictability, not just speed.
B2 - Connected and resilient communities Weighting: 25%	Improved liveability, independence and connected communities that are resilient to change. KPIs: Increased public transport and active mode use; communities remain connected post event.	Improved livability, productivity & connected communities that are resilient to disruption & change. KPI: Availability of a viable alternative routes. KPI: Unplanned closures.	Adds the word 'disruption', which is important in a network where weather, seismic events and asset failure can quickly become access issues. Adds the word productivity to emphasize the importance of freight and economic activities for community benefit. The KPIs now tests redundancy and access continuity more directly.	South Island vulnerability material highlights limited redundancy, few critical routes and detours that can be time-consuming or unsuitable for heavy vehicles. Otago and Southland both have routes where disruption affects access to communities, ports, airports, tourism destinations and lifeline services.	Positions the RLTP to assess resilience not just by asset condition, but by whether people and freight have practical alternatives when the main route fails.
B3 - Health, safety and wellbeing Weighting: 25%	Improved health, safety and wellbeing. KPIs: Decrease in emissions; reduced death and serious injuries.	Improved health, safety and wellbeing. KPIs: Collective and personal risk; deaths and serious injuries.	The change in KPIs makes the safety benefit cleaner. Emissions are moved to the lower-impact travel benefit, while safety is measured through risk exposure and outcomes.	Otago is projected to see DSIs increase by 5% by 2048 without significant additional investment; Southland by 6%. Infrastructure risk remains a material issue in both regions.	Positions the RLTP to target harm reduction using risk-based evidence, including high-risk corridors, intersections, rural roads, vulnerable users and safer system design.
B4 - Transport options and lower-impact travel Weighting: 15%	Mode choice that meets user needs. KPIs: Decrease in VKT; increased equitable mode choice.	Transport options that improve access for all users and support lower-impact travel. KPIs: People mode share and throughput; greenhouse gas emissions and light vehicle use.	The revised benefit links mode choice to access and environmental impact. It makes it clearer that travel choice is not an end in itself, it must improve access and reduce reliance on higher-impact travel where practical.	Southland has high reliance on private vehicles and low bus use. Otago has public transport and active mode opportunities in Dunedin and Queenstown. The South Island Transport Story highlights public transport and better travel options as supporting congestion reduction, emissions reduction and access to jobs, education and health care.	Positions the RLTP to pursue pragmatic transport choice. That means strong rural access where cars remain essential, and better public transport, walking, cycling and demand management where these can shift trips and improve access.

Responses / Investment Priority Areas

ILM element	Original ILM wording	Revised v3.2 wording	Rationale for change	Supporting evidence	How it positions the next RLTP
R1 - Maintenance, renewals and resilience Weighting: 35%	Enhance network resilience to ensure community access and connectivity. Weighting: 30%	Maintain, renew and strengthen network resilience while managing environmental impacts, to protect community access and connectivity. Weighting: 35%	This is the strongest shift in the response statements. It recognises that resilience is not only a capital improvement issue. It is also about maintenance, renewals, environmental management and careful lifecycle stewardship.	The South Island Transport Story identifies resilience with strengthened bridges and connections as a strategic priority. The vulnerabilities report highlights bridge age, renewal pressure, climate risk, low redundancy and growing maintenance pressures. Southland bridge replacement needs and Otago critical corridor risks reinforce this emphasis.	Positions the RLTP to give resilience and renewals a strong mandate, especially for bridges, lifeline routes, coastal/flood-prone corridors, SH1/SH6/SH88/SH94 and local roads that support farm-gate-to-market and essential service access.
R2 - Accessibility and network efficiency Weighting: 30%	Optimise an efficient and accessible transport network through enhanced mode choice provision across the regions. Weighting: 50% combined response in the earlier ILM.	Improve accessibility and network efficiency by expanding fit-for-purpose transport choices across the regions. Weighting: 30%	The revised wording is more practical and less modal-prescriptive. It recognises that transport choice must be fit-for-purpose in different urban, rural, visitor and freight contexts.	Otago needs travel choice and integration in Dunedin and Queenstown. Southland needs cost-effective access improvements in a dispersed settlement pattern. Evidence points to using existing networks, demand management, public transport, active modes and smaller-scale interventions where appropriate.	Positions the RLTP to support the right intervention in the right place, through better PT, community transport, active modes where they work, and reliable road access where that remains the realistic approach.
R3 - Harm reduction and wellbeing Weighting: 20%	Promote safety and wellbeing outcomes across the regional transport network. Weighting: 20%	Reduce transport-related harm and improve health and wellbeing across the regional transport network. Weighting: 20%	The revised wording moves from promotion to delivery. It is stronger, more measurable and aligned with the safety benefit.	Evidence points to continuing DSI risk. The earlier RLTP strategic framework also placed reducing the social cost of crashes and applying the Safe System approach at the centre of regional direction.	Positions the RLTP to support targeted safety investment, behaviour change, safer speeds, safer infrastructure and improvements for vulnerable users, while maintaining wider wellbeing links.
R4 - Key destinations, gateways and services Weighting: 15%	Previously absorbed within the broad accessibility and mode choice response (R1).	Improve access to key regional destinations, gateways, growth areas, & critical community services. Weighting: 15%	This is an important separation. It brings ports, airports, hospitals, main centres, visitor destinations, freight hubs and essential services into the investment story without overloading the mode choice response.	Historic RLTP material emphasises freight and visitor journeys across administrative boundaries. Current vulnerability material highlights ports, airports and lifeline access as critical, including Port Chalmers, South Port, Queenstown Airport, Dunedin Airport, Milford corridor and interregional freight corridors. Fast track approvals potential impacts and potential for reactionary responses.	Positions the RLTP to prioritise critical journeys and gateways, especially where access supports regional productivity, tourism, health services, lifeline movement, growth areas, and emergency response.

Updated ILM v3.2 DRAFT

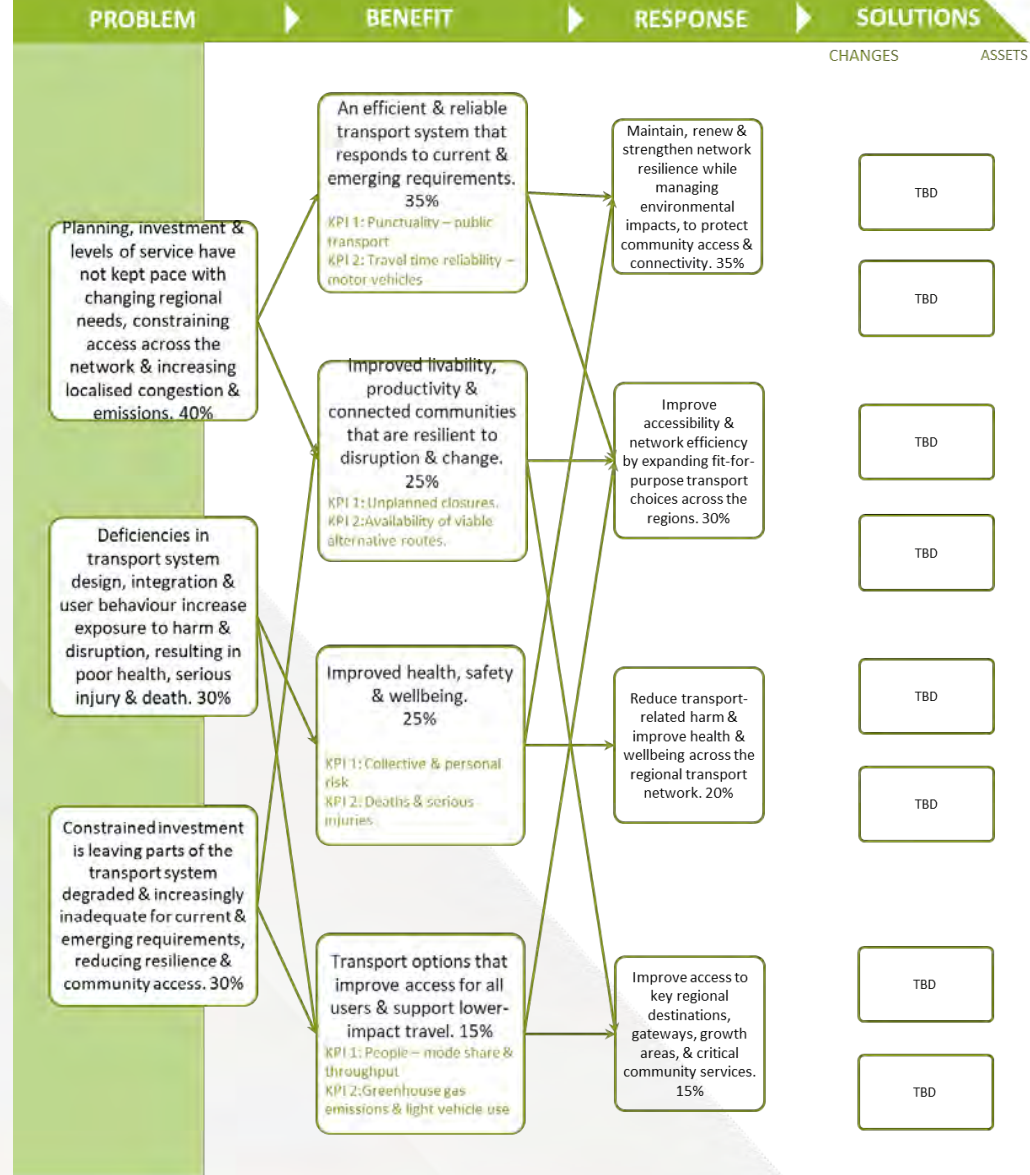
Otago & Southland

Regional Land Transport Plan

Strengthening access, safety and resilience across the transport system to support connected communities, regional prosperity and lower-impact travel.

INVESTMENT LOGIC MAP

Initiative



Original ILM v2.2 (2023)

Otago & Southland

Regional Land Transport Plan

A transport system providing integrated, quality choices that are safe, environmentally sustainable and support the region's wellbeing and prosperity.

INVESTMENT LOGIC MAP

Initiative

