

Wanaka Community Board
15 April 2015

Report for Agenda Item: 6

Department:
Infrastructure

Wanaka Transport Strategy Review

Purpose

- 1 To obtain Community Board endorsement of the Wanaka transport strategic business case.

Recommendation

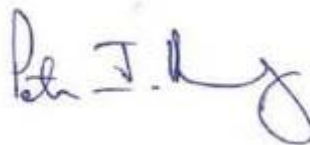
- 2 That the Wanaka Community Board:
 - a. **Approve** the Wanaka Transport Strategic Business Case.
 - b. **Note** the proposed work on roading network planning, cycling and walking planning and parking.

Prepared by:



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23/03/2015

Reviewed and Authorised by:



Peter Hansby
GM, Infrastructure
1/04/2015

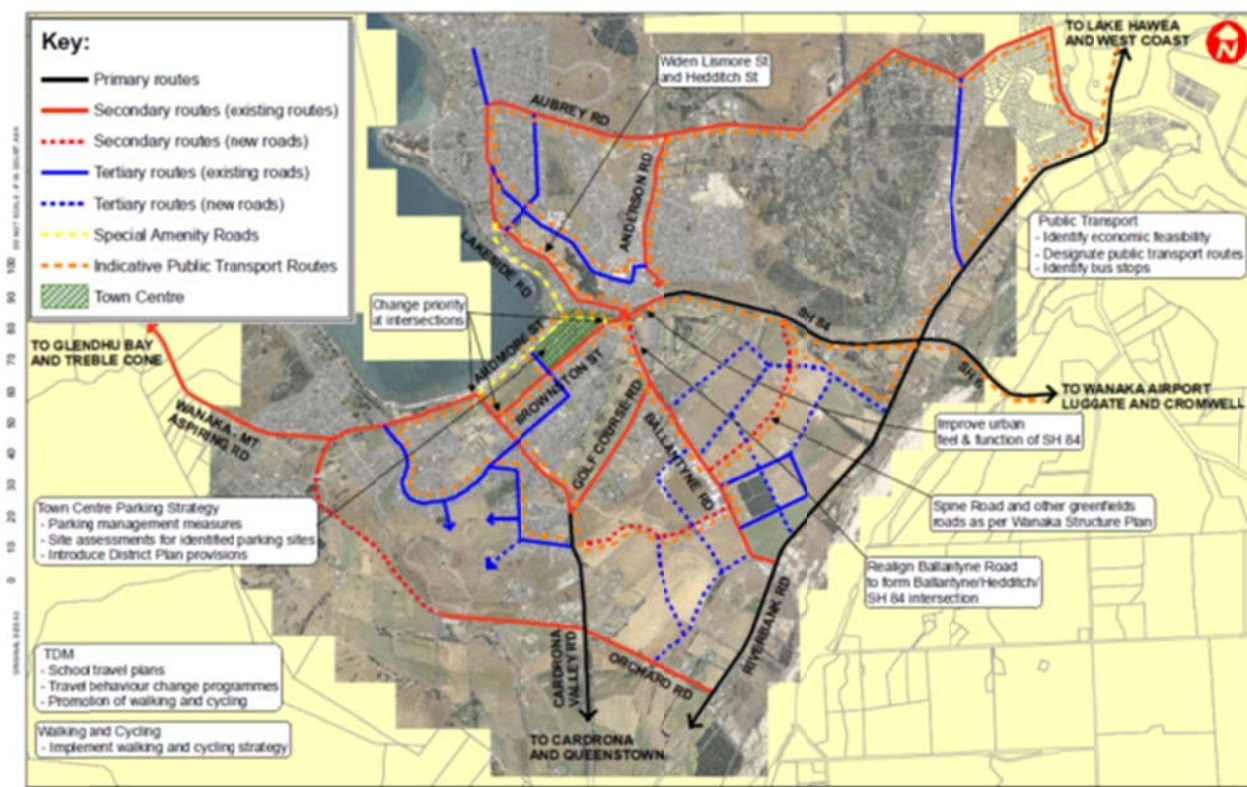
Background

- 3 In line with NZ Transport Agency process a strategic business case for Wanaka transport has been prepared. Its purpose is to demonstrate that there is a compelling case for undertaking work on the transport strategy. It is a prerequisite to obtaining NZ Transport Agency funding for the review work.
- 4 To give the Board and public visibility of this process, this report has been prepared for Community Board consideration

Comment

- 5 The Wanaka Transportation and Parking Strategy was adopted by the Council in 2008. It was developed in parallel with the Wanaka Structure Plan and provides

a comprehensive approach to the development of transport in and around the Wanaka township. A summary of the strategy is provided by the following graphic.



- 6 At the time the strategy was adopted it was assumed that this strategy would be reviewed every 5-6 years. However, in 2013 NZ Transport Agency advised that strategy reviews would in future be based on its business case approach. This approach, seeks to focus effort on resolving key problems rather than necessarily adopting an all-encompassing approach strategy development.
- 7 For this reason in 2014 the state highways arm of NZ Transport Agency and the Community Board participated in workshops aimed at identifying the key transport problems facing Wanaka, and the benefits that could potentially flow from resolving those problems. The workshops' 'write-up' is presented by the strategic business case that is attached.

Overview of Business Case

- 8 The structure of the business case follows a template provided by NZ Transport Agency. The key problems identified were:
 - a. Increasing transport demand from residents and visitors are leading to parts of the network increasingly not being fit for purpose;
 - b. Conflicting expectations of residents and visitors of the transport network will increasingly lead to negative experiences for users;
 - c. Key tourist routes are vulnerable to road closures which impacts on visitor numbers to Wanaka.

- 9 The business case provides the evidence of these problems and discusses the benefits of resolving the problems:
 - a. Improved user experience of transport network
 - b. Increased safety
 - c. Improved reliability of key tourist routes
- 10 Finally the business case identifies the priority areas for further work. These are
 - a. Road network planning
 - b. Cycling and walking facility planning
 - c. Parking review
- 11 It is intended that these three strands of work be completed this financial year.

Financial Implications

- 12 There are no financial implications arising from the decision sought by this report. It should be noted that:
 - a. \$50k is provided in the 2014/15 annual plan budgets for undertaking the work on the road network plans, cycling and walking planning and parking review identified by the Strategic Business Case.
 - b. Expenditure of \$150k per annum for implementation of the business case is proposed for inclusion in the draft Long Term Plan that will shortly go out for public consultation.

Local Government Act 2002 Purpose Provisions

- 13 The development of a business case for Wanaka transport is consistent with the purpose of local government as set out in the Local Government Act 2002. The use of the business case approach will assist the development of investment proposals that are targeted to the resolution of key transport problems facing the ward. Section 10(1)(b) is therefore most relevant to the issues discussed in this report: “to meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses.”

Council Policies

- 14 The following Council Policies were considered:
 - The Significance and Engagement policy. It is not believed that the matters covered by this report are significant in terms of this policy. The expenditure proposed this year is in line with the annual plan, and proposals for consequence expenditure will be subject to public consultation through the Long Term Plan processes.
 - The Wanaka Transportation and Parking Strategy. A diagram summarising this strategy is presented in the Comments section of this report.

Consultation

- 15 No public consultation has taken place prior to the preparation of this report.

Publicity

16 A media statement is not required on this item.

Attachments

A Wanaka Transport Strategic Business Case

Strategic Case

Strategic Assessment and Funding Application to proceed to Programme Business Case
Development

Wanaka Transport Investment - Improving Access and Movement for
Wanaka



February 2015

Approval

PREPARED BY:	REVIEWED BY:	ENDORSED BY:	ENDORSED BY:
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Executive Summary

This strategic case has been developed to understand the context and case for change in Queenstown Lakes District's Wanaka Ward and to develop a transport system that is suitable for the area and the wider Queenstown Lakes District. The strategic case will also provide an opportunity to involve all relevant parties to inform decisions and co-ordinate investment.

This strategic case is one of the portfolio business cases identified within the Queenstown Lakes District Transport Strategy Review Strategic Case. This business case will continue to pick up on the problems identified in the overarching Strategic Case while determining what problems and challenges there are in achieving an efficient and effective transport system for Wanaka.



Figure 1 Queenstown Lakes Transport Strategic Setting

This strategic case has been developed collaboratively by the key project partners: Queenstown Lakes District Council (QLDC), principally through the Wanaka Community Board, and the NZ Transport Agency (NZTA). The project partners identified and agreed the following key problems:

- **Problem One:** Increasing population and visitors are leading to parts of the network not being fit for purpose.
- **Problem Two:** Differing visitor and residents needs are not all provided for in the transport network, which will result in increasingly negative experiences.
- **Problem Three:** Key tourist routes are vulnerable to road closures which impacts on visitor numbers to Wanaka

The potential benefits were articulated as follows:

- **Benefit One:** Improved visitor experience of transport network
- **Benefit Two:** Increased safety
- **Benefit Three:** Improved reliability of key tourist routes

There is a consistency between the problems and benefits identified at district wide level and those identified through the Wanaka ILM¹ workshops. This was not contrived – most participants in the Wanaka workshops had not participated in, and had not been briefed on, the development of the district-wide strategic business case.

As with the other portfolios it follows that resolving the problems for Wanaka will contribute to the resolution of the problems at a district wide level.

As the evidence within this strategic case demonstrates, investment in the transport system is needed. The projects below have been investigated and deemed necessary to improve the

¹ ILM = integrated logic mapping

Wanaka transport system. These projects should be investigated as a component of a Programme Business Case.

PART A – THE STRATEGIC CASE

Introduction

This document outlines the context and case for change for the transport system serving Wanaka area and wider Queenstown Lakes District using a one integrated system approach. The business case is developed collaboratively, through a cross agency project, by the Queenstown Lakes District Council (QLDC) and NZ Transport Agency (NZTA).

This strategic case is one of the portfolio business cases identified within the Queenstown Lakes District Transport Strategy Review Strategic Case. This business case will continue to pick up on the problems identified in the overarching Strategic Case while determining what problems and challenges there are in achieving an efficient and effective transport network for Wanaka.

“Wanaka” is the Queenstown Lakes District’s Wanaka Ward. The following map shows its location.



Figure 2 Wanaka Ward, Queenstown Lakes District

The Wanaka ward occupies the northern half of the Queenstown Lakes District. The geographic location of the population is dominated by the Wanaka township. Smaller communities are located at Cardrona, Luggate, Lake Hawea and Makarora.

The purpose of this strategic case is to demonstrate a case for change that would warrant progression to either

- a programme business case for strategic inventions and investment or policy initiatives in the Wanaka area and/or
- progression to detailed business cases for specific projects.

To do so, this document:

- Identifies the key problems and examines the evidence to support them
- Identifies the potential benefits of investing; and
- Outlines the strategic context and fit for the proposed investment

Wanaka Strategies for Land Use and Transport

The Wanaka Structure Plan and the Wanaka Transportation and Parking Strategy were developed in parallel in 2006 and 2007. Both deal with the Wanaka township and the challenges presented by forecast population growth. The structure plan envisaged physical limits to future urban growth being the Cardrona and Clutha Rivers. Expansion of the township within these boundaries was to be staged. The structure plan proposed an indicative zoning that is contained in Attachment Three.

The Wanaka Transportation and Parking Strategy responded to the proposed land use structure by proposing the transport system illustrated by the diagram in Attachment Four. The strategy proposed a mix of infrastructure and non-infrastructure measures with the objective of contributing to *"the regional and national objectives for transport and, with particular regard to Wanaka:*

- *Improve the urban environment around the town centre and lake front*
- *Plan an appropriate transport network to cater for future growth, whilst maintaining the character of Wanaka and encouraging the use of sustainable modes*
- *Plan for appropriate parking provisions, particularly within and around the town centre"*

The Strategy proposed to achieve this objective by delivering an integrated transport system (encompassing travel demand management, arterial roading development, and parking management) that would meet the growth in travel demand.

A central theme was the staged development of an arterial road network – a key problem identified at the time was the focus of the arterials on the lakefront – forcing cross town traffic to use Ardmore Street in conflict with efforts to improve the visitor, recreational and retail functions of this area.

The strategy predicted that public transport would not be justified for many years – apart from niche services based around particular needs such as those for the disabled.

Since the strategy was adopted the main actions to have been implemented in the Wanaka township including:

- The downgrading of Ardmore Street as a cross town through-route, through measures such as speed tables, planting and the introduction of a new roundabout at the Ardmore/Lakeside intersection.
- The upgrading of Brownstown Street as a cross town through route, through parking changes on Brownston St, and the construction of a new roundabout at the Brownston/Ardmore/SH84 intersection.
- A review of on and off-street parking controls.

In line with the structure plan, residential growth is presently occurring in several parts of the Wanaka Ward – in particular the Three Parks development to the south of the Wanaka township and the West Meadows and Meadowstone subdivisions to the west. A recent plan change for the Northlake subdivision was recently consented by Council, but has been appealed to the Environment Court, principally around issues of scale.

Growth that is more incremental in nature will also occur around the smaller communities (notably Luggate, Cardrona and Lake Hawea) as a consequence of smaller subdivisions. Opportunities also exist for redevelopment of areas within the current built township that may have the effect of raising densities in response to increasing land values.

Partners and Key Stakeholders

The primary public agency partners involved in transport planning and implementation in the Queenstown Lakes District are QLDC, ORC and NZTA. At the strategic business case level involvement has been sought from the Wanaka Community Board and the NZTA (Highway Network Operations).

- **Wanaka Community Board.** The Wanaka Community Board sits within the QLDC's political structure. It has 7 members, three of which are Councillors. The Board is delegated by Council to make decisions in the transport area that extend to strategic planning for roading.²
- **NZ Transport Agency (HNO):** is a project partner. The Highways and Network Operations Group of NZTA manages the State Highway (SH) network. This network includes State highways 6, 8A and 84. The locations of these state highways is shown in the map below:

Additional key stakeholders will be brought into the development of subsequent business cases. These will include:

- **NZ Transport Agency (P&I):** The Planning and Investment Group within NZTA is a potential investment partner, assisting the funding of transport projects and programmes undertaken by QLDC, NZ Transport Agency (Highway Network Operations).
- **Otago Regional Council (ORC):** The ORC is the lead agency for regional transport planning, and the provision of public passenger transport services, and is an advocating and influencing agency for the provision of public transport infrastructure.
- **Queenstown Airport Corporation (QAC):** QAC operates the Queenstown and Wanaka airports.
- **Lake Wanaka Tourism:** Lake Wanaka Tourism is a Regional Tourism Organisation formed in 1993. It is an Incorporated Society with a membership base of over 430 member organisations.
- **Wanaka Chamber of Commerce:** The Chamber represents over 160 businesses in the Wanaka area and is a point of contact for obtaining business sector views. Its mission statement is 'To encourage business development and provide opportunities to help businesses reach their goals.'
- **Land Developers:** have a strong interest in the development of the area. The access provided by the transport network is critical to the viability of land development

Strategic Assessment - Outlining the Need for Investment

Defining the Problem

A facilitated investment logic mapping (ILM) workshop was held on 12 August 2014 with the partners, as listed previously, to gain a better understanding of current issues and business needs. The panel identified and agreed the following key problems³:

PROBLEM	
Problem 1	Increasing transport demand from residents and visitors are leading to parts of the network increasingly not being fit for purpose (45%)
Problem 2	Conflicting expectations of residents and visitors of the transport

² Refer to page 36 of the QLDC Delegations Register, Version 10, July 2013.

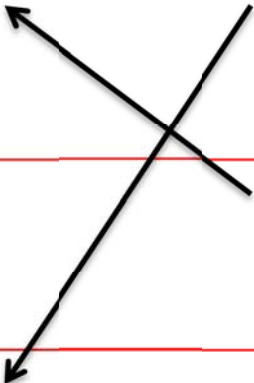
³ In brackets are the relative weighting assigned to the problems in terms of the importance of addressing the problem.

	network will increasingly lead to negative experiences for users (35%)
Problem 3	Key tourist routes are vulnerable to road closures which impacts on visitor numbers to Wanaka (20%)

The Investment Logic Map is attached as **Appendix A**.

Despite the district wide problems being more global than those developed for Wanaka, there was some commonality between the two sets of problem statements, in particular those relating to conflicts between visitors' and residents' needs and expectation, and the vulnerability of the network to road closures. It follows that resolving the problems for Wanaka will contribute to the resolution of the problems at a district wide level.

Queenstown Lakes District Council Transport Strategy Review	Wanaka Transport Investment
1. A disparate approach to investment threatens the capability and capacity to respond to growth in an appropriate manner	1. Increasing transport demand from residents and visitors are leading to parts of the network increasingly not being fit for purpose.
2. The road network across the District is vulnerable to road closures, which disrupts visitor routes and isolates communities from core services and necessities	2. Conflicting expectations of residents and visitors of the transport network will increasingly lead to negative experiences for users.
3. Investment mechanisms and reactive planning don't adequately consider future tourism and demand, which increase the cost to build	3. Key tourist routes are vulnerable to road closures which impacts on visitor numbers to Wanaka.
4. Differing visitor and residents needs are not all provided for in the transport network, which results in negative experiences	



Problem Significance

Following the identification of the problems it was agreed that these were significant and that a second investment logic mapping workshop was required to identify the benefits of solving the identified problems. In saying this, there was a realisation that the circumstance hadn't reached the criticality of Queenstown. A recurrent theme of Wanaka discussions is that without action Wanaka would follow in Queenstown's footsteps.

The Benefits of Investment

The potential benefits of successfully investing to address problems were identified by a second facilitated investment logic mapping held on 3 September 2014. The partners agreed the following potential benefits of resolving the problem.

Benefits	
Problem 1	Benefit 1: Improved user experience of transport network (65%) Benefit 2: Increased safety 20%
Problem 2	Benefit 1: Improved user experience of transport network (65%)
Problem 3	Benefit 2: Increased safety (20%) Benefit 3: Improved reliability of key tourist routes (15%)

The problem and benefit statements and potential investment KPI's are summarised in the Benefit Management Plan attached as **Appendix B**. The benefits are discussed in order of importance below.

Status of the Evidence Base

Problem One: Increasing transport demands from residents and visitors are leading to parts of the network increasingly not being fit for purpose.

Cause: An increasing gap is forecast between the capacity of the current transport network and the growing transport demand. This is exacerbated by poor network connectivity and the outward expansion of Wanaka township for residential and commercial development

Evidence Base: The evidence base comprises five key points:

- **Issues Identified by the 2008 Transport Study have only partially been addressed**

The Wanaka Transportation and Parking Study was undertaken by MWH for QLDC in 2006 and 2007. This provided the basis for the Strategy that was adopted by Council in 2008. At the time the following issues relevant to this problem were identified⁴. These are set out in the left hand column in the following table. The column to the right provides commentary on the continued relevance of each issue

Issue	Relevance today
Planning for Growth - There is a need to plan for settlement growth, with projected doubling of the population in 20 years. This exercise has resulted in the Wanaka Structure Plan, but the transportation network plays a major role in ensuring the success of the structure plan.	Highly relevant: Population has increased since 2007 (refer Graph One) and is projected to continue to grow. Subdivisions such as the planned Northlake subdivision will affect traffic demands on the Wanaka transport network significantly.
Town centre and Lake Front Amenity - High traffic volumes on Ardmore Street and Lakeside Road reduce the amenity on these streets, the Town Centre and the lakefront. The Wanaka transport network in this area has not changed	Less relevant. Measures to improve Ardmore Street amenity and its role as a retail and visitor destination, rather than a link have been implemented.

⁴ These issues have been taken from the MWH Report: Wanaka Transportation Study Final Scoping report (November 2007), Section 5 Existing Situation.

since Wanaka was a village.

Changes to Brownston Street parking and the Brownston St / Ardmore Street intersection have improved Brownston Street's performance as a cross town route.

Network Connectivity and Severance – Different areas of Wanaka are poorly connected, particularly for pedestrian movement. Barriers to movement include the wide SH84 corridor which splits the urban area and creates significant severance between Brownston Street and Anderson Road.

Relevant

Some pedestrian crossing improvements have been implemented on SH84 and the new Ardmore/Brownston and SH84/Anderson Rd roundabouts do play a role in slowing traffic.

However, this link remains a highly trafficked route.

The link remains significant as a severance point because of the potential walking and cycling catchments for the townships schools and employment areas.

Commercial Node Segregation – there is a need to plan for the numerous and segregated commercial nodes, including the Town Centre, Anderson Heights and the proposed Three parks Development

Highly relevant.

The Three Parks Development will be a major trip attractor as well as residential area. While the transport network serving this area is unbuilt, there are opportunities to ensure

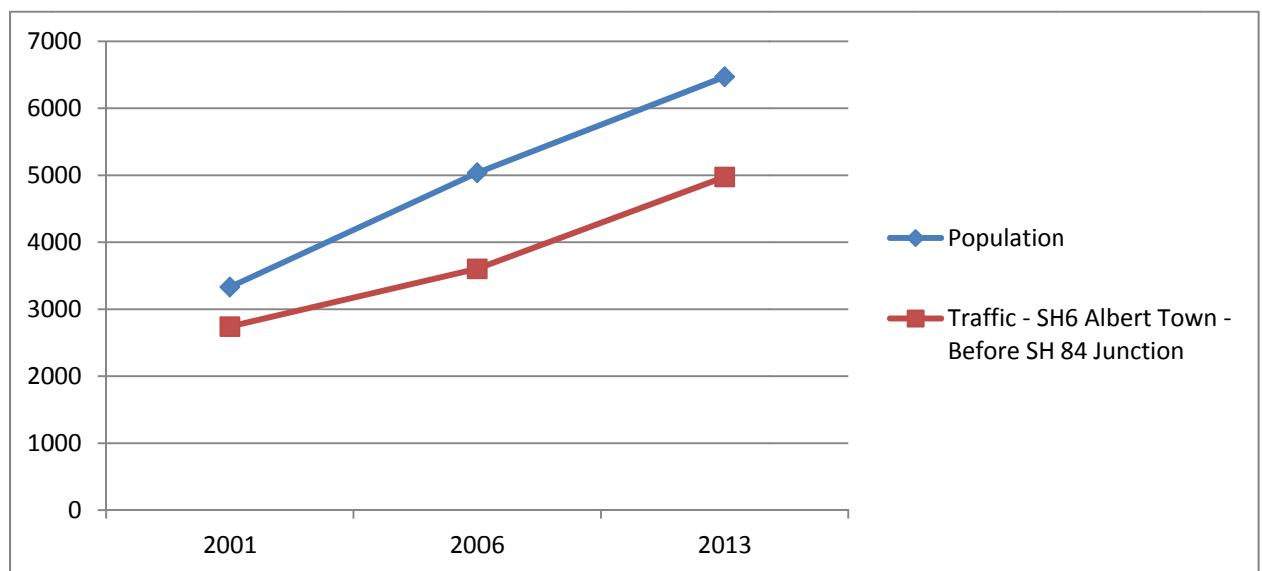
The modelling undertaken for the study concluded that under a do minimum option (where the only road improvement was the SH84/Anderson Road intersection) the following parts of the network would be operating at 'Level of Service E'⁵: SH84 (Ardmore to Ballantyne), Ardmore Street (Brownston to Helwick), the SH84/Ballantyne Rd intersection, and the SH84/MacPherson Street intersection.

- **Wanaka's population and traffic has grown since 2001 and is expected to continue growing**

The 2008 transport strategy was responding to predictions that Wanaka's population would double within 20 years. Growth that has occurred since then supports this prediction. Graph One illustrates the changes in usually resident population since 2001⁶ and comparable changes in traffic volumes from one of the NZTA's count locations within the Ward.

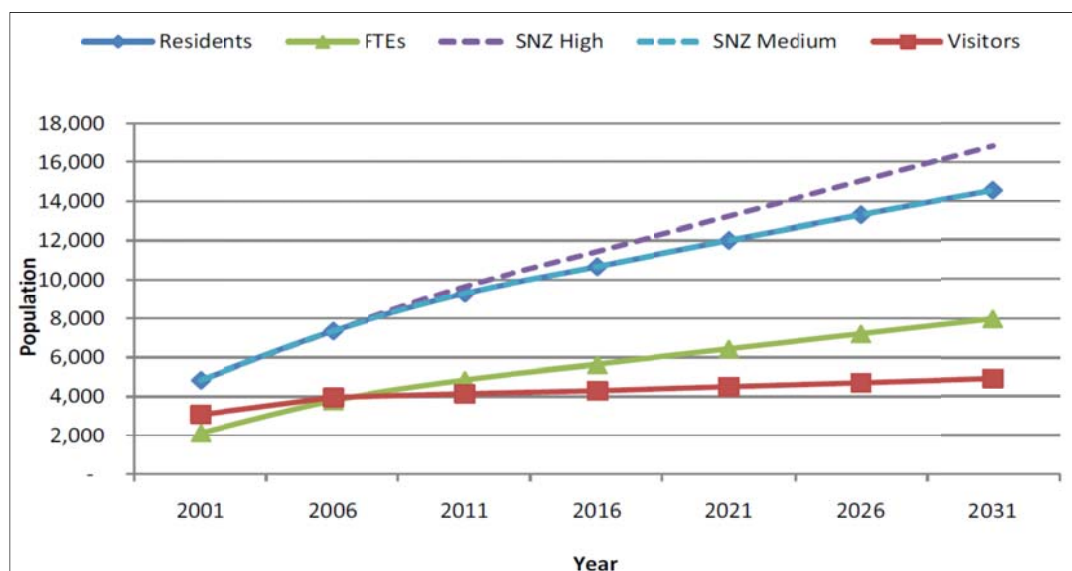
⁵ 'Level of Service' definitions are commonly used to define congestion levels. A Level of Service E# is defined as conditions where "Traffic volumes are at or close to capacity and there is virtually no freedom to select desired speeds and to manoeuvre in the traffic stream. Flow is unstable and minor disturbances within the traffic stream will cause breakdowns in operation."

⁶ Source: Department of Statistics – census data. Note that inclusion of this graph is for the purpose of displaying relevant trends. The scope of the data relates to the Wanaka Census Area Unit. The population projections illustrated by the following graph, Graph Two, displays data for the Wanaka, Hawea and Matukituki CAUs.



Graph One: Wanaka Population Growth Trends (Historic)

A 2011 report to QLDC provided the following projections (Graph Three).



Graph Three: Population Growth Trends (Projected)

Accordingly, it can be expected that the traffic will continue to grow in line with population projections. This provides reason for continued development of the Wanaka transport system to provide capacity for that growth.

- **Incomplete implementation of 2008 strategy**

The significant growth in population and visitor numbers that has been experienced and is forecast to continue, together with the recent economic upturn, means that the capacity of the network to cater for increasing volumes of vehicles, cyclists and pedestrians needs to be expanded to keep pace.

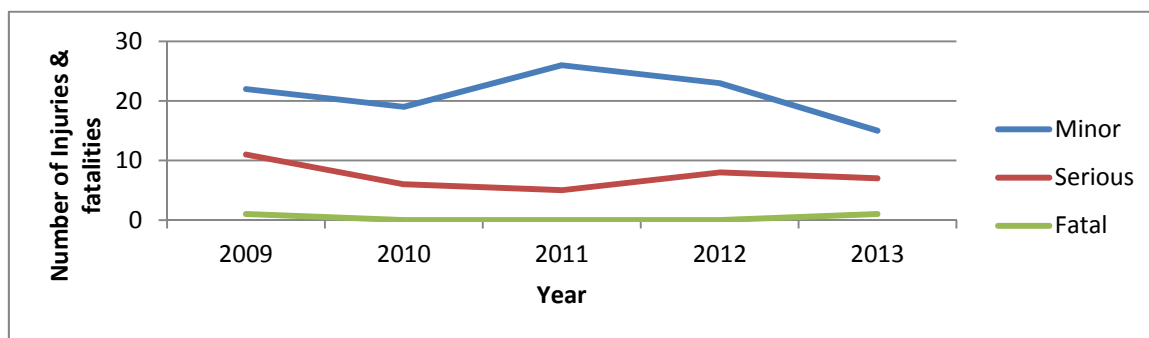
As has been mentioned elements of the 2008 strategy (Ardmore St, Brownstown St, parking controls review, district plan measures) have been implemented.

The 2008 strategy envisaged continued development of cross town routes as Wanaka continued to grow. The next 'project' being the development of the Ballantyne Rd / Hedditch St / Lismore St link. This route is likely to be controversial given that it would incur on land occupied by national park. However, as the study that led to the production

of the 2008 transport strategy found, alternative cross town linkages in that area would be as or even more controversial.

The go-ahead for the Northlake subdivision does bring back into question whether the Ballantyne – Hedditch – Lismore alignment is the correct one for a crosstown route, or whether the link between Golf Course Road and Anderson Road should be re-considered.

- **Road safety is not improving**



Graph Four: Road Crash Injuries and Fatalities 2009 to 2013

Graph Four tends to dispel the suggestion that injuries and fatalities from road crashes are increasing.

Consequences on the Transport System: The consequences for the transport system relate to access, safety, transport nuisance and transport choice.

As traffic volumes increase the network will be seen as less safe for 'vulnerable' road users (young, old, cyclists, and pedestrians). The consequences will revolve around narrower travel choices (reinforcing the car as the predominant mode) and more negative experiences of the network.

Declining levels of service for vehicles, with poor choices of alternatives, means that access and mobility within Wanaka will deteriorate, as predicted by the 2008 transport strategy.

Opportunities to develop a transport network that supports tourism initiatives based around the growing tracks network will be diminished.

1.1.1 **Problem Two: Conflicting expectations of residents and visitors of the transport network will increasingly lead to negative experiences for users.**

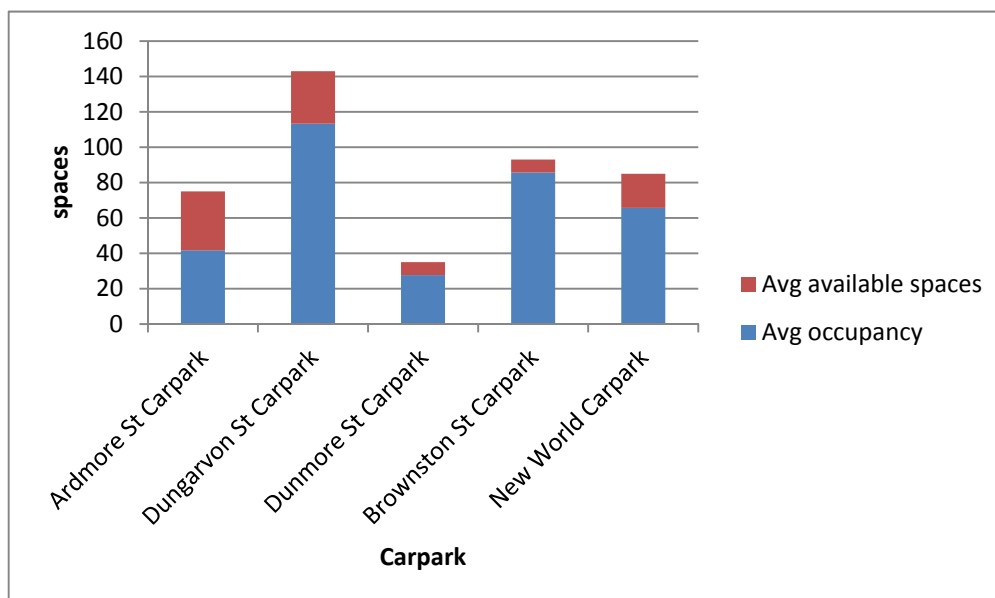
Cause: The current transport network cannot cope with the diverse demands. In the face of growing overall demands, the transport system does not give priority to visitor needs. The transport network does not attempt to prioritise users groups such as visitors over residents. While the network resource will always be finite, and resourcing to expand the network constrained, there will be a need to identify which users' needs receive priority.

Evidence base: The current transport network is, when compared to many other districts, unregulated. This management regime has been appropriate when demand on the network have been low. However, with the growth in demand, conflicts between visitors and residential transport demands are growing. This is evident in respect of

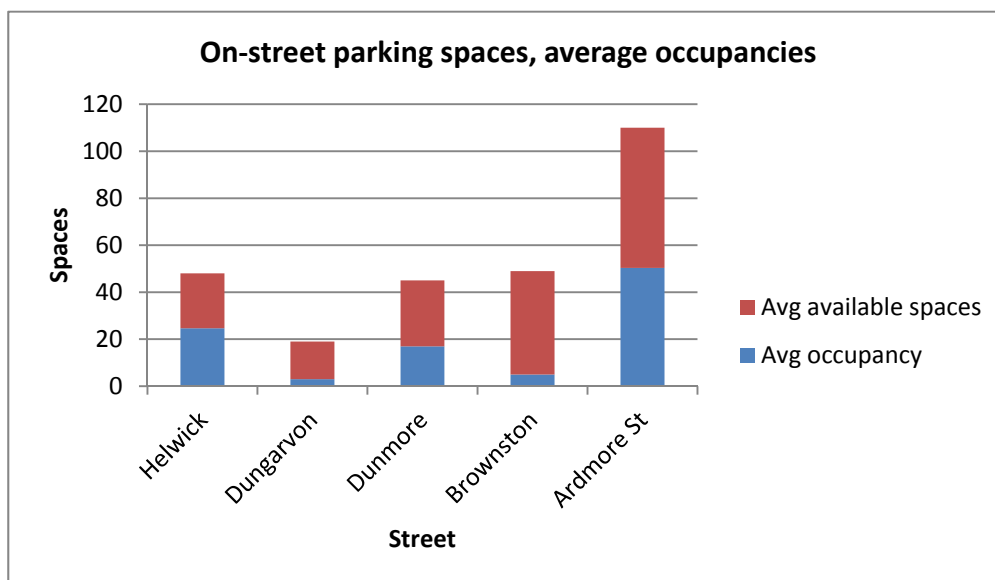
- **Parking:** Difficult to find off-street carparking because of high levels of all day parking. (QLDC annual parking surveys)
- No provision made for campervans
- Connections to some tourist destinations (sections of Mt Aspiring Road are unsealed, urban road network does not provide good connection to the tracks network)

- Travel choice for locals is being diminished by high volume roads (SH 84) which is an obstacle to trips crossing the State highway

Most evidence for this problem presently relates to parking. Annual parking surveys show all day parking is limiting parking availability for short-stay parkers wanting to park for longer periods than the 30-60 minutes generally provided on-street in the town centre. The following graph shows that the off-street carparks are at capacity during the day. In contrast, availability of very short stay on-street parking is good.



Graph Five: Wanaka Town Centre Off-street Carparks – average day time occupancies



Graph Six: Wanaka Town Centre On-street Carparks – average day time occupancies

CONSEQUENCES on the Transport System: The consequences of the problems are poor user experiences. Where this affects visitors the consequences are levels of dissatisfaction with

Wanaka that can lead to impact on Wanaka's reputation and failure to achieve potential growth.

Problem Three: Key tourist routes are vulnerable to road closures which impacts on visitor numbers to Wanaka.

Causes: The road network that serves Wanaka is affected by land stability and weather events. These are natural hazards that are common in alpine environments. Road closures caused by snow and ice tend to be short in duration while examples such as the Diana Falls slip that is presently affecting SH6 between Wanaka and Haast has required extensive closure periods.

The Evidence Base

Rockfalls and road slumps affect three key Wanaka tourist routes (Crown Range Rd, Mt Aspiring Rd and SH6 between Hawea and Haast). The impact of closure of Mt Aspiring Rd is reasonably localised (affecting access to Treble Cone Skifield and Mt Aspiring National Park). Closures of SH6 have the potential to have impacts on regional and national tourism.

The map in Attachment Four is an excerpt from the QLDC economic network plan. This illustrates the economic value of segments of QLDC roads.

Three of the most valuable tourist routes are vulnerable to road closure because of natural hazards

Road	Value ⁷	Vulnerability to road closure through natural hazard
SH6 – Wanaka to Haast – touring route between Queenstown Lakes and Westland	\$739.4m	High – principally through rockfall, and to lesser extent, snow and ice
Crown Range Rd touring route, between Queenstown Lakes and Westland, access to Cardrona Skifield	\$93m	High, principally through snow ice. Risk of significant rockfall (high cost preventative maintenance programme)
Mt Aspiring Road Access to Mt Aspiring National Park and Treble Cone Skifield.	\$388m	Medium – Rockfall

The Diana Falls Slip (occurred in September 2013) provides a recent example of the impact that road closure on one of the key tourist routes (SH6 between Wanaka and Haast) can have.

CONSEQUENCES on the Transport System: Hazards that affect roads can be mitigated to a degree through measures such as

- Monitoring of the hazards
- Preventative maintenance aimed at reducing the risk of the hazard closing the road (or reducing the duration of the closure)
- Resourcing of maintenance activities to minimise response times to events

Ultimately, however, these measures will reduce but not eliminate the risk of road closures.

The impact of these events varies based on visitors' abilities to plan around the event, take an alternative route or wait until the issue is resolved. Weather events (snow, ice) are short term in duration, and impact can be mitigated by getting information out to the visitor (road reports, signage, etc.). The key Wanaka route affected by snow and ice is the Cardrona / Crown Range Road, and road closures are usually very short (occasional overnight closures). Impact on visitors is mitigated by the existence of the alternative route via Cromwell.

⁷ The value equates to the ENP's calculation of the total expenditure of the visitors using the route during their visit to New Zealand

Gaps that need to be addressed

As the evidence above shows, investment in the transport system is needed.

The nature of the information gaps is around changes to predictions of population and traffic growth since the 2008 transport strategy was adopted. For this reason the key work that needs to occur is a review of the arterial road network proposed by the Wanaka Transportation and Parking Strategy and the extension of the network scope to include the state highways that serve the Wanaka Ward..

Strategic Context

The strategic context has been developed in partnership with QLDC and the NZ Transport Agency. Though not directly involved in the development of the strategic business case, the Otago Regional Council / Regional Transport Committee, through the development of the Regional Land Transport Plan also provided strategic context,

A brief overview of the priorities and operating environment for each of the project partners and the outcomes they seek to achieve are discussed below.

Organisational Overview and Alignment to Organisational Goals and Outcomes

The NZ Transport Agency and QLDC are together responsible to the planning, development, operation and maintenance of the road transport network throughout the District, with assistance from Otago Regional Council regarding regional transport strategy and passenger transport.

1.1.2 Queenstown Lakes District Council (QLDC)

The Council is responsible for over 800km of local roading and public on and off street car parking. Roading is Council's single biggest cost.

This role covers the planning and provision of new road infrastructure, the provision of footpaths and the maintenance of many off-road tracks and trails. Public off-street carparks are located in Wanaka, Queenstown and Arrowtown.

1.1.3 NZ Transport Agency (NZTA)

The NZ Transport Agency's Statement of Intent 2013-2016 sets out an approach and course of action for the next three years that will contribute to the delivery of the government's land transport objectives and wider transport vision. A goal to integrate one effective and resilient network for customers by integrating national and local transport networks to support strategic connections and travel choice.

The NZ Transport Agency is responsible for giving effect to the Government Policy Statement (GPS2012), which sets out the government's strategic direction for investment in the land transport network. This role extends from planning and funding activities, supporting public transport, building the networks that connect communities, to ensuring the people and vehicles that use the system are safe to do so.

The Land Transport Management Act (LTMA) 2003 requires the NZTA to assess all potential projects against the GPS, the relevant Regional Land Transport Strategy and the New Zealand Transport Strategy's four (4) current key strategic priorities listed below:

- Improving customer service and reduce compliance costs.
- Improving the road safety system.
- Improving the efficiency of freight movement.
- Improving the effectiveness of public transport.

1.1.4 Otago Regional Council

Otago Regional Council is responsible for implementing the regional planning and public transport provisions of the Land Transport Management Act 2003, and its amendments.

The ORC convenes the Regional Transport Committee, which has responsibility for preparing the Otago Regional Land Transport Plan (RLTP) every three years. This plan provides input to the national land transport programme which set out government funding commitments for transport.

Alignment to Existing Strategies

The following table demonstrates how this projects aligns to these relevant national, regional, sector and organisation strategies of the QLDC, ORC and NZTA,

Objects and wider strategic context in which the NZ Transport Agency and QLDC operate		
Strategic Document	Targets, Directives, Impacts and Priorities	The problem or business need that is causing the NZTA/QLDC/ORC to consider a new investment
Government Policy Statement on Transport	<u>Improvements in journey time reliability</u> <u>Better use of existing transport capacity.</u> <u>Reductions in deaths and serious injuries as a result of road crashes.</u> <u>More transport choices, particularly for those with limited access to a car.</u>	<p>Wanaka is forecast to continue to grow significantly. With good planning of transport infrastructure, there is opportunity to provide for future transport needs as development occurs. The proposed approach of reviewing the Wanaka transport strategy (particularly the roading network plans), reviewing parking and advancing plans for cycling and walking provides opportunities to avoid the development of transport 'problems' that face many other urban centres.</p> <p>The alternative is to have provision of infrastructure following development with the consequent difficulties associated with retrofitting infrastructure and attempting to change entrenched travel behaviours</p>
NZ Transport Agency Statement of Intent 2014-2018	Outcome: Effective – moves people and freight where they need to go in a timely manner Outcome: Efficient – delivers the right infrastructure and services to the right level at the best cost Outcome: Safe and Responsible – reduces the harm from transport Objective: Resilient – meets the future needs and endures shocks	
NZ Transport Agency State Highway Activity Management Plan 2012-2015	<ul style="list-style-type: none"> • Journey time reliability, • managed access and • widely spaced intersections, • 3-4 star safety rating, • key corridor connecting major urban areas; and • key freight corridor to airports. <p>SH6/6A: Regional Classification – Focus on addressing journey time and safety gaps on SH network, making maximum difference to greatest number of travellers</p>	
Otago Regional Land Transport Strategy (2011)	GOAL 1.0 A safe transport system that provides connections between communities, leading to regional prosperity, the creation of wealth and employment, social inclusion and the minimisation of adverse environmental effects	
Otago Regional Public Transport Plan (2012)	Overall goal: Viable passenger transport meeting the needs of Otago's communities	
A Growth Management Strategy for the Queenstown Lakes District (2007)	<u>Principle 1: Growth is located in the right places</u> <u>Principle 2: The type and mix of growth meets current and future needs</u> <u>Principle 3: Infrastructure is provided which is sustainable and supports high quality development in the right places</u> <u>Principle 5: The costs of development are made transparent, and economic</u>	

	<p><u>signals encourage positive outcomes and discourage adverse effects</u></p> <p><u>Principle 6: Integrated planning</u></p>
Queenstown Lakes District Transport Strategy Review Strategic Case (2014)	<p>Problem Statement One: A disparate approach to investment threatens the capability and capacity to respond to growth in an appropriate manner</p> <p>Problem Statement Two: The road network across the District is vulnerable to road closures which disrupts visitor routes and isolates communities from core services and necessities</p> <p>Problem Statement Three: Investment mechanisms and reactive planning don't adequately consider future tourism and demand which increase the cost to build.</p> <p>Problem Statement Four: Differing visitor and residents needs are not all provided for in the transport network which results in negative experiences</p>
Queenstown Lakes District Mode Direction Statement (2014)	<p>This document sets the strategic intent of all modes across the Queenstown Lakes District for the other portfolio cases. This document will set the aspirational aim of the role that all modes will play in the future for the transport system. This document will ensure a cohesive response across the whole District and all the portfolio cases is carried out. The principles have been distilled down to the following five statements:</p> <ul style="list-style-type: none"> • Make the most of existing network capacity • Facilitate freight movement • Integrate the management of the transport system components and land use in pursuit of the key performance indicators • Provide attractive town centres for people and businesses with good transport connections for all modes • Provide safe, reliable and pleasant access to visitor activities areas by multiple modes
Wanaka Transportation and Parking Strategy (2008)	<p>The Wanaka Transportation and Parking Strategy seeks to contribute to the regional and national objectives for transport and, with particular regard to Wanaka:</p> <ul style="list-style-type: none"> • Improve the urban environment around the town centre and lake front

	<ul style="list-style-type: none"> • Plan an appropriate transport network to cater for future growth, whilst maintaining the character of Wanaka and encouraging the use of sustainable modes • Plan for appropriate parking provisions, particularly within and around the town centre.
Queenstown Lakes District Plan	<p><u>Efficiency</u> The efficient use of the District's roads and other transport infrastructure, and the efficient use of fossil fuels for transport, can be adversely affected by the inappropriate location, nature and design of land use activities, their access, parking and servicing.</p> <p><u>ii Safety and Accessibility</u> The safety and convenience of pedestrians, horse riders, cyclists and other road users can be adversely affected by the inappropriate location, nature and design of land use activities, their access, parking and servicing.</p> <p><u>iii Environmental Effects of Transport</u> Motorised transport can adversely affect the amenities of the District, as a result of noise and emissions, loss of visual amenity, privacy and accessibility.</p> <p><u>Remarkables Park - Development of the land in a way which provides for the District's economic and social needs while protecting the important natural and physical resources of the Frankton area and the wider community</u></p>
Queenstown Lakes District On Foot, By Cycle Strategy	<p>a) The proportion of journey to work walking trips beyond 15% by 2011 (10% in 2006)</p> <p>b) The proportion of journey to work cycling trips (as recorded by Census journey-to-work data) beyond 5% by 2016 (2% in 2006)</p> <p>c) Every year the proportion of trips to and from school made by walking and cycling</p> <p>d) Every year the proportion of residents and visitors who are satisfied with the ease, safety and security of walking within the Queenstown Lakes District</p> <p>e) Every year the proportion of residents and visitors who are satisfied with the ease, safety and security of cycling within the Queenstown Lakes District</p>

Anticipated Strategic Fit & Effectiveness

Outline the Strategic Assessment and Effectiveness in accordance with the requirements of the Investment and Revenue Strategy.

Assessment Profile

An assessment of the anticipated Strategic Fit and Effectiveness has been undertaken in accordance with the NZTA Investment and Revenue Strategy. The stakeholder partners to this Strategic Case have determined that the anticipated profile would be H/M.

	IRS Assessment Criteria	Wanaka Transport Investment
Strategic Fit HIGH Link to GPS impacts and how an identified problem, issue or opportunity aligns with the NZTA's strategic investment direction	Transport Planning Activity Class Make improvements to <i>whole of network</i> long-term local strategy and planning in response to significant changes in transport demand or performance such as changes in industry and population for: <ul style="list-style-type: none"> • Improved tourism routes • significant improvements to the efficiency and effectiveness of maintaining and operating existing networks and services. To ensure integration of modes and transport planning issues; to address the following: <ul style="list-style-type: none"> • easing of severe congestion • optimised levels of service, operation and management of networks • journey time reliability. 	The Wanaka Transport Investment Strategic Case is largely seeking to ensure the appropriate transport investment is made in the right place at the right time. To do this, it is essential that transport plans are well founded and take into account what we know about how Wanaka will be growing. By investing in a system which will encourage the integration of alternative modes, will have plans in place to address congestion and maintain good journey times. Improvements to the transport system will also provide a more secure and resilient route for tourists, as State Highway 6 is a key tourist route, especially the connection to Milford Sound.
Effectiveness MEDIUM	Evidence is provided to demonstrate that the activity or combination of activities delivers on <i>each</i> of: <ul style="list-style-type: none"> • all the low effectiveness criteria • is part of or will contribute to an NZTA supported strategy, endorsed package, programme or plan (for inclusion to the NLTP a completed strategy that will be presented to the NZTA for support in the near future may be 	The project takes a one-network approach, and is a joint QLDC/NZTA project considering potential state highway and local road solutions, , and will consider cycle and pedestrian connectivity, safety and amenity. The project seeks to address the poor quality of transport choices to/from and within the Wanaka area, which is potentially hindering the development of the area and the wider Queenstown District. By reviewing the arterial roading

	<p>considered sufficient)</p> <ul style="list-style-type: none"> • is significantly effective (delivers a measurable impact or outcome) in achieving the potential impact or outcome identified in the 'strategic fit' assessment. • provides a long term solution with enduring benefits appropriate to the scale of the solution • provides a solution that responds to land use strategies and implementation plans, where appropriate to the activity <p>Provides a solution that makes a contribution to multiple GPS impacts, where appropriate to the activity.</p>	<p>network proposed by the Wanaka Transportation and Parking Strategy the project</p>
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PART B – PLANNING THE PROGRAMME BUSINESS CASE

Programme Business Case Scoping

Joint Sponsors	Queenstown Lakes District Council and New Zealand Transport Agency
Anticipated size of the investment (high level only)	
Programme Capital Costs	\$To be developed

Right Sizing the Capacity/Capability of the Team

Programme Business Case Dates

Start Date for developing the Programme Business Case	November 2014
Start Date for the PBC Review	June 2014
Date for Final Approval Decision	February 2015

Estimated Cost to Develop the Programme Business Case

A total amount of \$50,000 has been budgeted for the development of the programme business case.

Project Team

The programme business case development will be overseen an in-house project team, made up of the representatives from the three partner organisations. Consultants will be employed to assist the team with traffic modelling, and development of the on-road cycling and walking network. The review of parking will be undertaken internally.

Right Sizing the Effort

Strategic Case

The Strategic Assessment has articulated the problem and benefit statements as described in this document. The effort moving forward is now in confirming this through demonstrable evidence. To do this requires the following work streams:

- Road network planning: Strategic traffic modelling will be undertaken to understand the predicted operating environment on some of the key routes into and out-off the study area. It will provide enough evidence to understand the impact of projected changes in land use on the transport network over the next 30 years. The project will review the recommendations of the 2008 Wanaka Transportation and Parking Strategy for an arterial roads network and make recommendations concerning the alignment and timing of network development.

The project will consider NZTA's programme for the ongoing management and development of the State Highway network serving the Wanaka Ward.

- Cycling and walking network development. The work will be undertaken largely in-house with some traffic engineering services contracted in to assist. The scope will cover
 - Cycling and walking audits of the existing street network

- Development of future network maps that address connectivity between
 - the on and off-road cycling networks
 - residential areas and key recreational, educational and employment destinations
- a future work programme to address issues around safety, and convenience of pedestrian routes and the uneven effects of the current network on people with disabilities, children and the elderly.

This work will be undertaken in-house, with the assistance of a contracted traffic engineer to provide design solutions where appropriate.

- Parking. The project will review existing parking policy and provide a new policy that supports resolution of the problems identified in the ILM process. The review will include a review of parking controls.

Key Challenges

The key challenges in undertaking the development of the Programme Business Case include:

- Delivering the Programme Business Case with a minimum of new inputs, and reliance being placed upon the previous Wanaka Transportation and Parking Strategy
- The level of resources which are available to deliver the Programme Business Case

It is proposed to deal with these challenges by:

- Engaging with QLDC and NZTA staff and resources where possible (to speed the delivery and provide local and historical knowledge)
- Acknowledge the limitations of the inputs in the documentation, with associated risks recognised
- Refer the draft report to key QLDC, NZTA and ORC staff to review at initial scoping of investigations and final draft.

Right Sizing the Engagement

Key stakeholders have been identified in the Strategic Case. These groups were involved in the consultation undertaken as part of the Investment Logic Mapping workshops. Their understanding of local views will be key to informing the Programme Business Case, to keep it moving forward quickly. The key stakeholders will be again involved in the development of the Programme Business Case.

The P&I Group of the NZTA will be kept informed of progress.

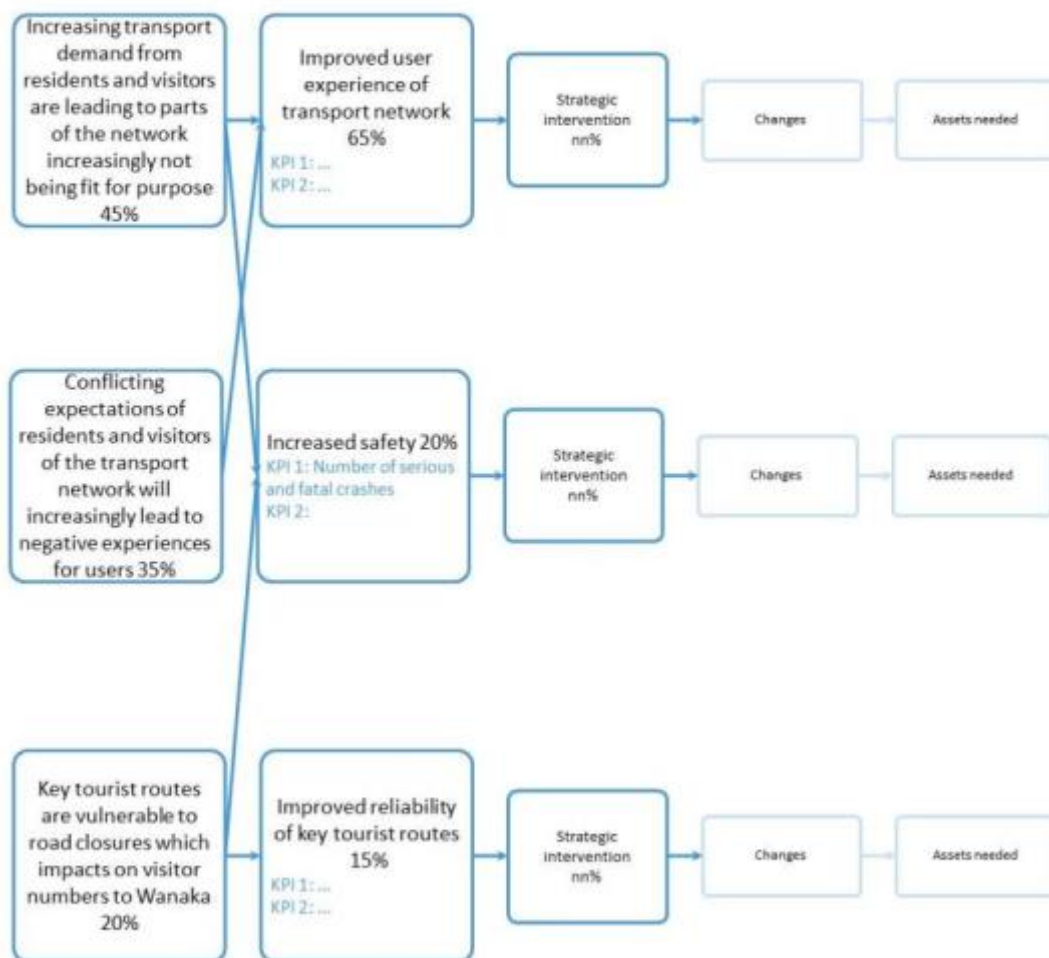
Risk Management

As with any project, risks exist in the development of the Programme Business Case. There are risk issues related to this project in the areas of meeting programme approval processes, collaboration between partners and information used for project analysis.

Attachment One – Investment Logic Map

Informing the review of the Wanaka Transport Strategy

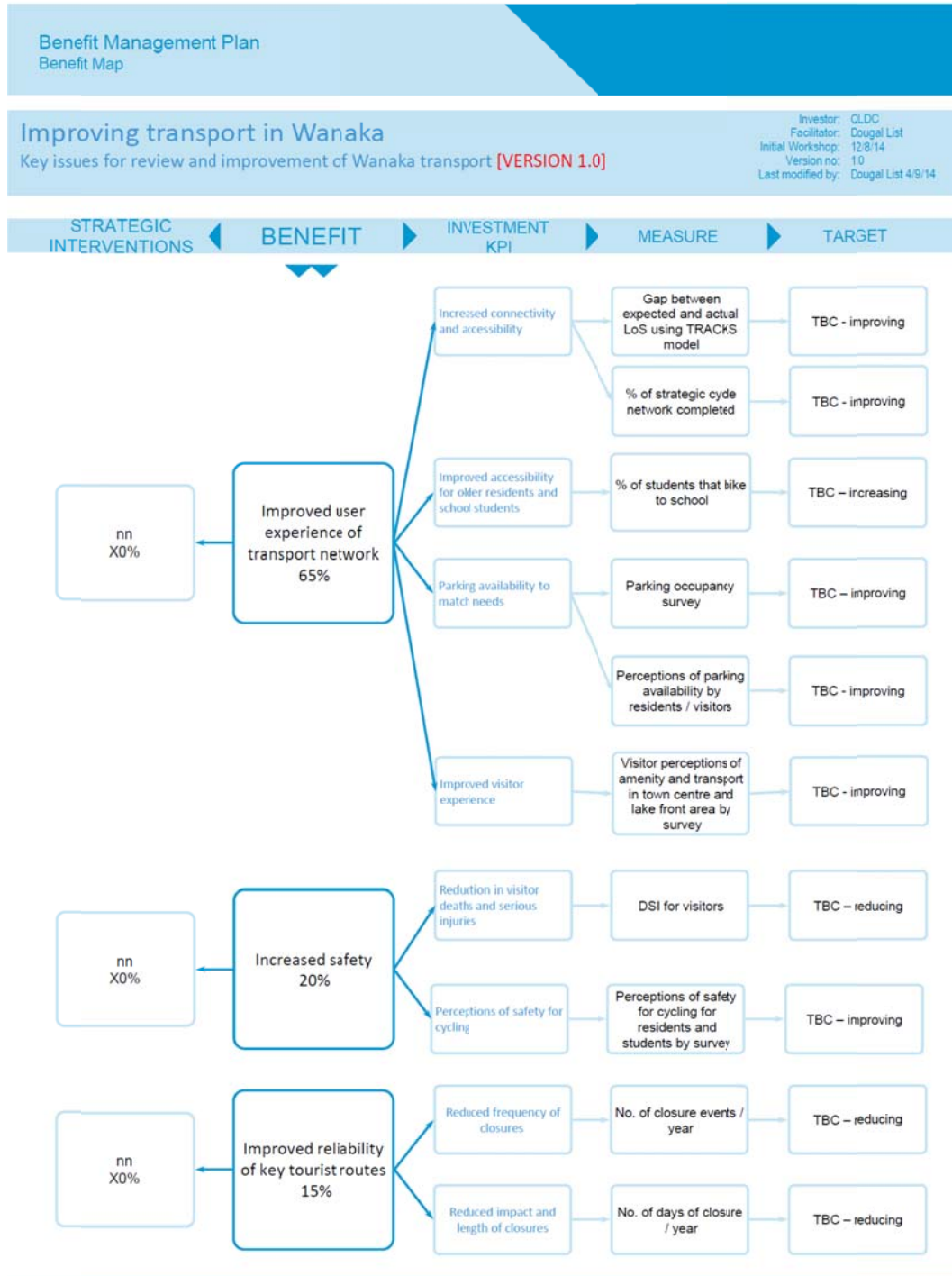
Key transport issues in the Wanaka area [VERSION 2.0]



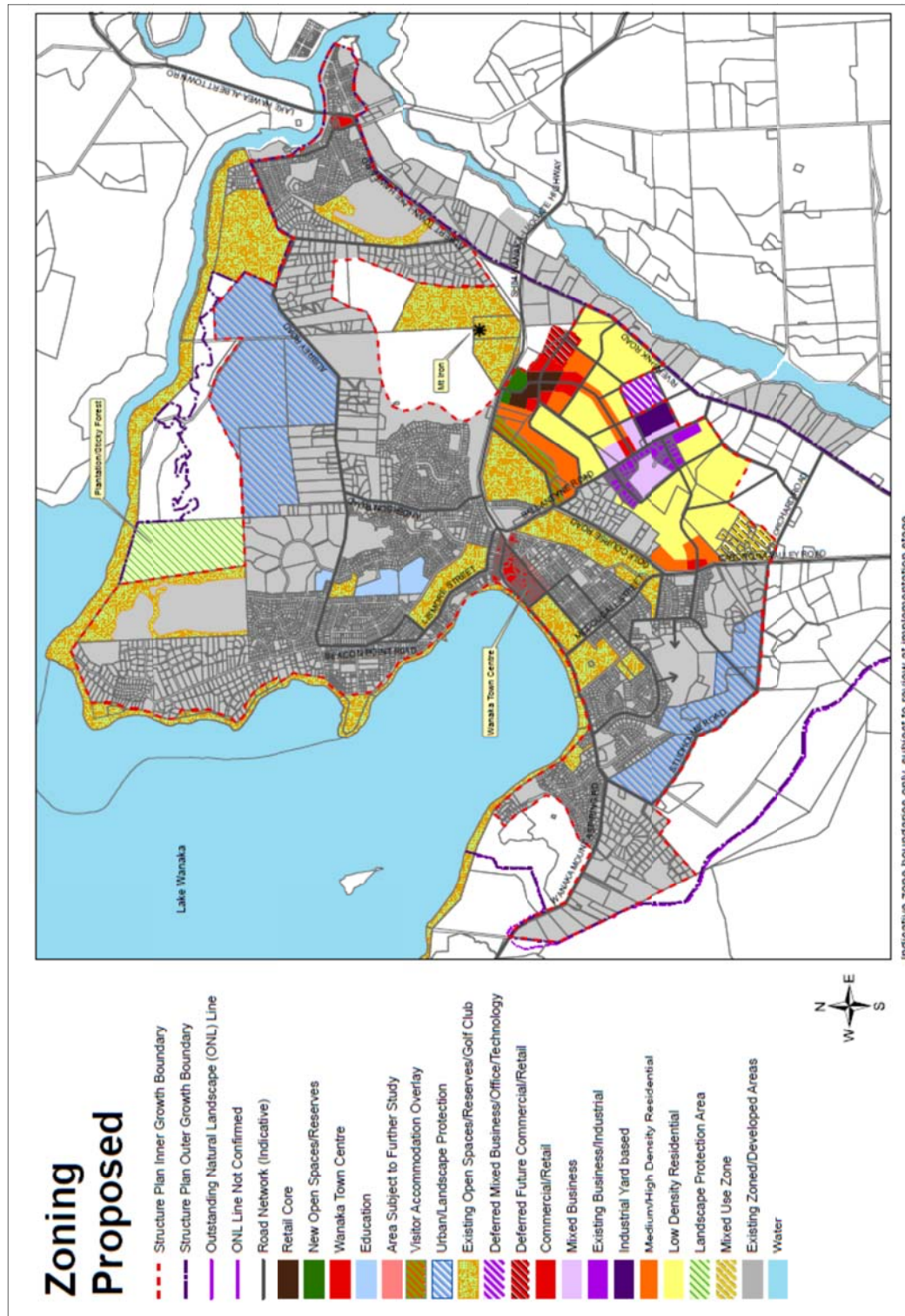
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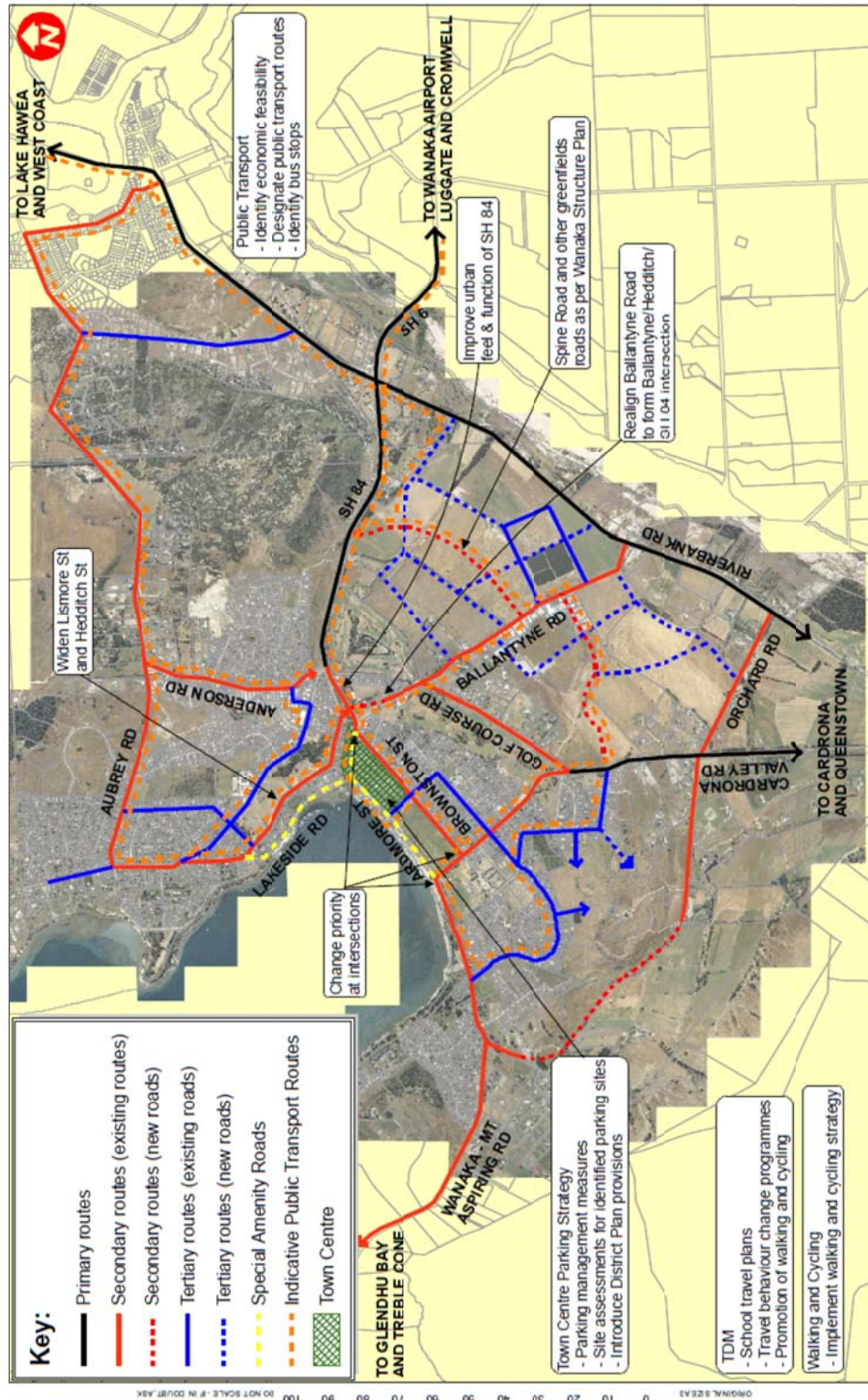
Attachment Two – Benefits Map



Attachment Three: Wanaka Structure Plan (2007)



Attachment Four: Wanaka Transport & Parking Strategy



Attachment Five – Mode Direction Statement

Benefit	Freight	Parking	Roadway	Public transport	Cycling	Walking	Landuse
Benefit 1: Improved productivity of the transport network (60%)	Facilitate access and mobility for freight on appropriate freight routes, particularly at times of the day that reduce the impact on the network and the community.	Integrate the management of on and off-street parking with transport planning and network management to reduce unnecessary circulating traffic within the town centres.	Provide priority on the road network to maximise the movement of people rather than vehicles Encourage general traffic to use arterial roads that avoid significant conflicts with abutting land use.		Encourage and support higher levels of cycling and walking activity through improved cycle facilities and good connections between the on and off road networks. Encourage and support higher levels of pedestrian activity through land-use planning that enables people to live within walking distances of local services, including public transport services, and through improved pedestrian facilities. Reduce the overall demand for travel by ensuring that land-use planning is coordinated with transport management policies.		
			Provide safe and reliable access to visitor activity areas by multiple modes.				
			Provide good visitor travel experiences. The transport system should not adversely affect the environment or the amenity of the adjacent land uses.				
Benefit 2: Improved reputation for the Queenstown District (30%)			Provide attractive town centres for people and businesses with good transport connections for all modes.				
				Provide a high quality public transport service that is efficient, reliable and frequent.			
			Reduce the incidence of road closures as a result of unexpected and unplanned events			Improve the health and well-being of the community by providing better access to facilities for active modes.	
Benefit 3: Improved community wellbeing (10%)							

Attachment Six: Excerpt from QLDC Economic Network Plan

