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# Wanaka Programme Business Case

10 January 2015

VERSION

Programme business case

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New Zealand Government

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## SUPPORTING DOCUMENTS

Wanaka Transportation Strategy Review, Abley Transportation Consultants, July 2015

National Land Transport Programme, 2015-18

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## EXECUTIVE SUMMARY

Like the district it is part of, the Wanaka ward has experienced rapid employment and residential growth. This has resulted in steady traffic growth. The council's population projections indicate that this is likely to continue. Much of this growth is a by-product of growing numbers of visitors that provides employment for residents in tourism related activities - around a quarter of employees in the ward are employed in the accommodation and food services sector.

The ways that people get around Wanaka are not dissimilar to what will be found in other provincial areas. There is a high preponderance of car use amongst adults, while the provision of ministry of education school bus services means that around a third of school children use this mode to get to and from school each day.

A strategic case for transport investment was undertaken in 2014. This provided evidence of the key transport problems facing Wanaka and provided the impetus for the development of this programme business case. Those problems are:

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

Nevertheless, while the evidence supports the validity of the problems, Wanaka has a relatively small population that creates risks around the funding of any programme of transport investments. Its small population translates to a small rating base for council funding of projects and programmes. It also creates difficulties around eligibility for NZ Transport Agency funding - as a centre with less than 30,000 residents, under current rules the ward cannot attract funding for cycling projects (unless this is done under the minor improvements budget).

Wanaka is also not experiencing the severity of congestion or crashes that other centres are. As a visitor destination, it has a lower tolerance of these aspects (or to put it another way: moderate congestion is likely to have a greater negative effect on visitors' views of Wanaka than moderate congestion in metropolitan centres).

The programme put together in this business case addresses the road network, cycling and walking and parking.

- For the road network, the business case promotes the continuation of good planning and monitoring through regular reviews of the transport model, planning for changes to the network and protection of future changes. A risk is that if this doesn't occur, Wanaka's growth will prevent the transport network responding to growth at the right time.
- The business case sets out a cycling and walking network, that in the first instance will be based on routes to schools, but enhanced in time to provide an attractive alternative to road use for commuters
- Parking is intended to support the roading and cycling & walking initiatives. At present parking is relatively unregulated and as demand increases opportunities to bring in measures to ensure that the Wanaka town centre remains accessible.

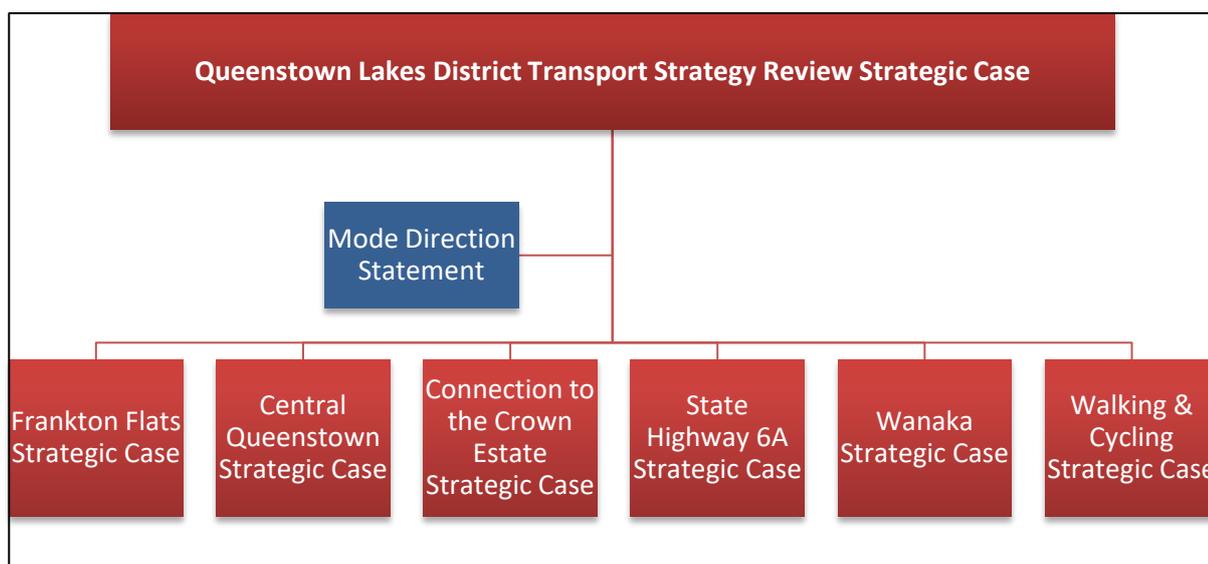
A key challenge however will be council's ability to fund the programme with the NZ Transport Agency's support.

## PART A – THE STRATEGIC CASE

### 1 INTRODUCTION

### 2 PROGRAMME CONTEXT

The 2 main transport strategies for the Queenstown Lakes District – the Wakatipu Transportation Strategy and the Wanaka Transportation and Parking Strategy – were adopted by QLDC back in 2007 and 2008 respectively. They are now due for review. Working with NZTA and ORC the strategy review process was broken down into several areas based on where we think the priorities lie. This is illustrated by the following diagram.



**Diagram One: Strategy Review Structure**

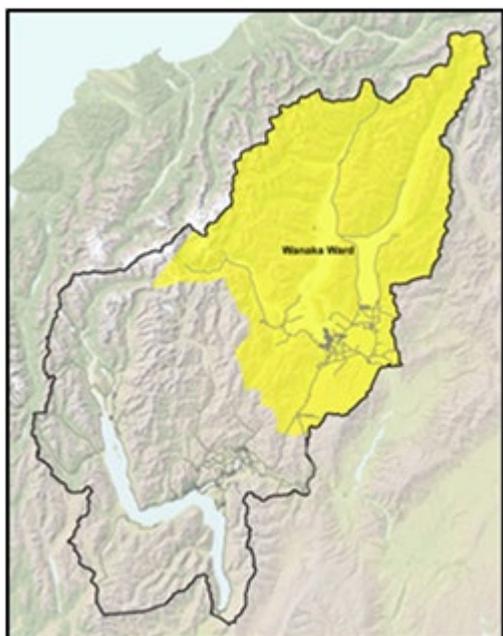
The mode direction statement referred to in Diagram One was developed with NZ Transport Agency, QLDC and Otago Regional Council input to promote complementary approaches to transport management across the portfolios. This year it is intended to confirm programme business cases for Queenstown Town Centre, Wanaka and Frankton Flats.

The following six principles have been distilled from the mode direction statement:

- 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
- Acknowledge the role of transport in promoting the health and well-being of the community

#### 2.1 GEOGRAPHIC AND ENVIRONMENTAL CONTEXT

The geographical extent of the Queenstown Lakes District's Wanaka Ward is shown in Diagram Two. The ward is largely rural in nature and comprises the Wanaka township and a number of smaller communities (Makarora, Cardrona, Luggate, Albert Town, Lake Hawea).



**Diagram Two: Geographical Extent of Wanaka Ward**

## 2.2 SOCIAL CONTEXT

In 2013 the Wanaka ward had a population of 6,471 people (2013 Census, usually resident population). This was a 28% increase over that recorded by the 2006 Census. Wanaka Ward accounts for 22.9% of the District's population.

Outputs from the 2013 Census picture Wanaka as a relatively affluent visitor area, with a small resident population:

	Wanaka Ward	Queenstown Lakes District	New Zealand
The median income of people aged 15 and over	\$33,600	\$35,100	\$28,500
Proportion of the population aged 15 and over with an annual income of less than \$20k	28.5%	25.9%	38.2%
Proportion of households with access to 3 or more cars	18.5%	19.6%	16.1%
Proportion of the population aged 15 and over that were unemployed	3.2%	2.5%	7.1%

**Table One: 2013 Census Data for Wanaka – Comparison with Queenstown Lakes District and New Zealand**

The Ward's population is forecast to continue growing significantly as is illustrated by Diagram Three. The data used for this diagram was sourced from the Council's 2011 population projections, which were an input to the update of the Strategic transport model for Wanaka. This shows the approximate doubling of population between 2012 and 2046, with a focus of much of that growth on the Wanaka township (as bounded by the Cardrona and Clutha Rivers, and Lake Wanaka).

Within the Wanaka township (Diagram Four) the projected population growth to the north of the Wanaka town centre and within the Three Parks sub-division is evident. Elsewhere, the urban area is expected to experience ongoing but less significant growth.

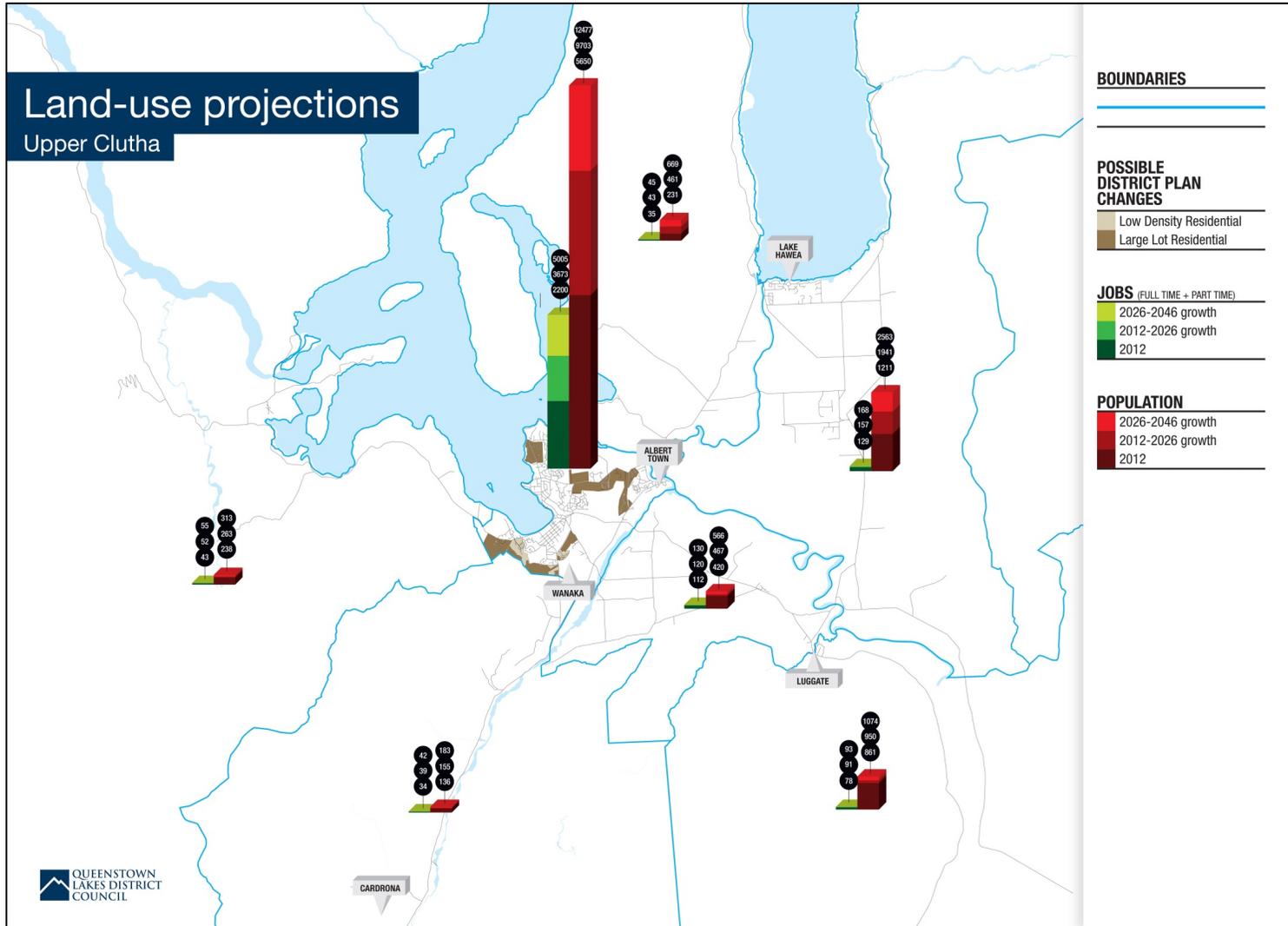


Diagram Three: QLDC Population and Jobs Projections for Wanaka Ward

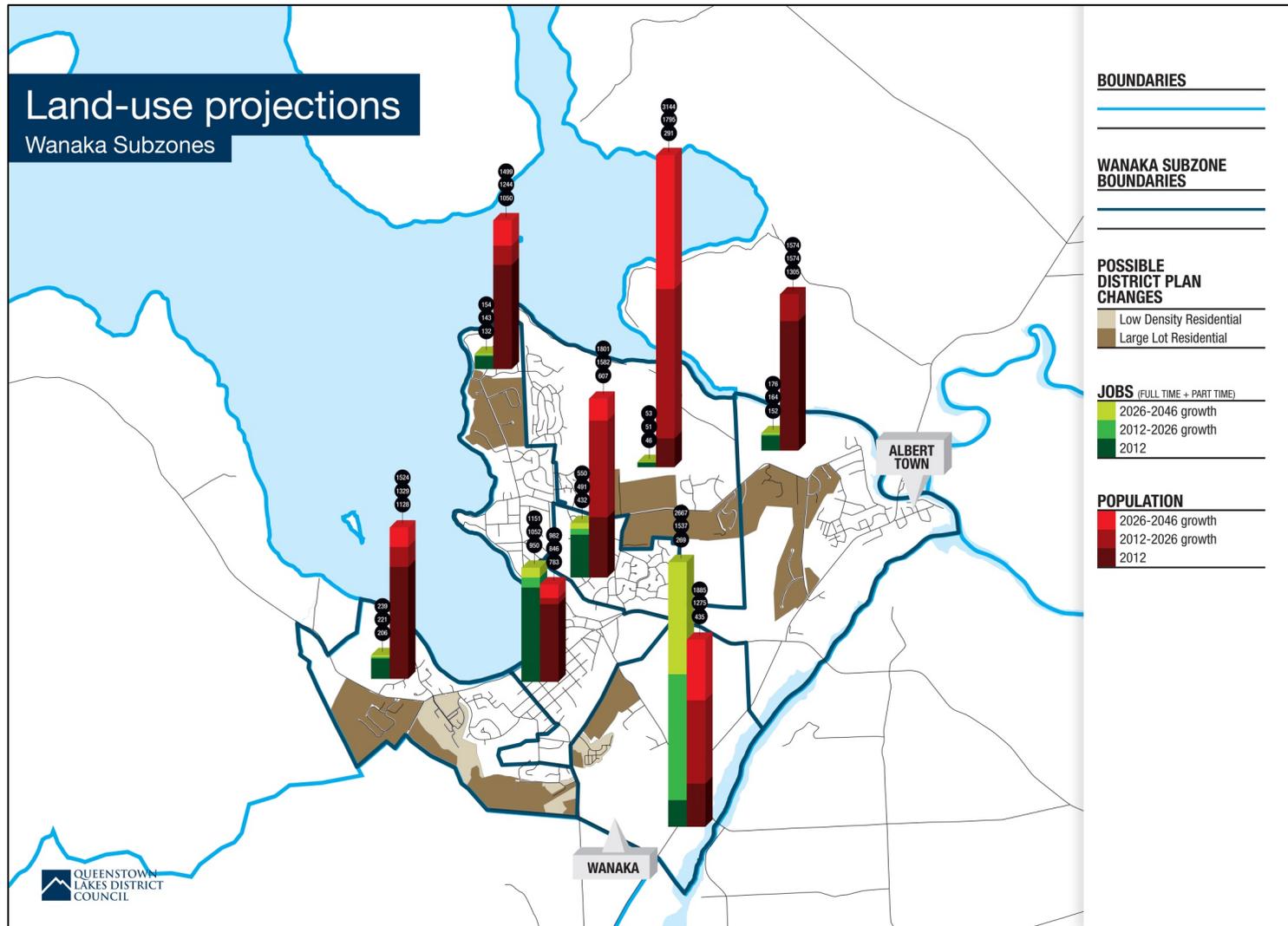


Diagram Four: QLDC Population and Jobs Projections for Wanaka township

## 2.3 ECONOMIC CONTEXT

The following information from the 2013 census (Department of Statistics) shows the top five industries by employment in the Ward.

Industry	Wanaka		Queenstown-Lakes District	
	Employee count	Percent of total employee count	Employee Count	Percent of total employee count
Accommodation and food services	860	25.1	5,080	29.6
Retail trade	600	17.5	2,240	13.0
Construction	280	8.2	1,460	8.5
Education and training	220	6.4	730	4.2
Rental, hiring and real estate services	210	6.1	650	3.8

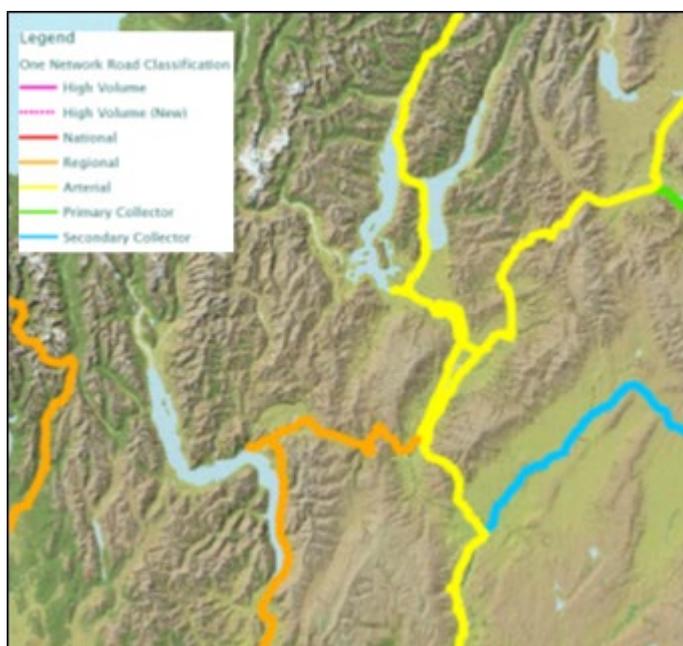
**Table Two: Top five industries in Wanaka, By employee count, For year ended February 2013 (2013 Census, Department of Statistics)**

These illustrate the traditional importance of the visitor industry and the population growth that in turn is driving the construction industry activity.

The distribution of jobs is illustrated by Diagrams Three and Four. On a ward-wide basis the Wanaka township is overwhelmingly the employment centre for the Ward, and this is not expected to change in the future. Focusing in on what is happening within the Wanaka township, the key feature is the growth of jobs in the Three Parks subdivision to a point from the late 2020s where it will well exceed the jobs in the town centre and Anderson Heights areas.

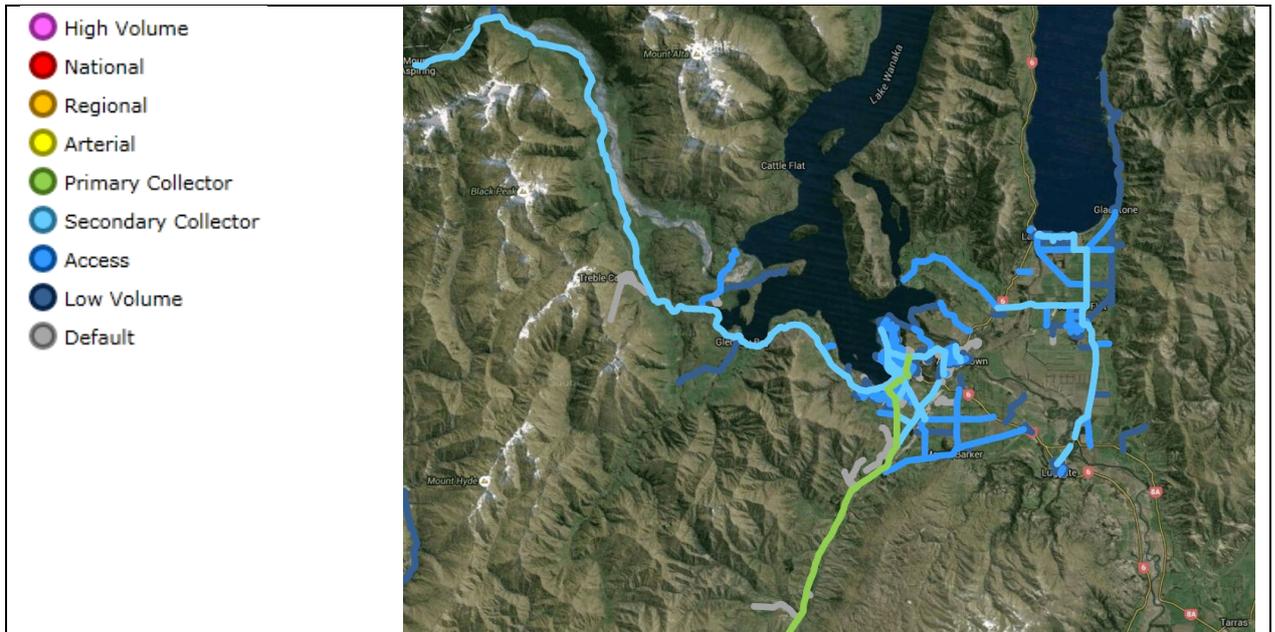
## 2.4 TRANSPORT CONTEXT

The ward is served by State Highways that provide for inter-regional movement between the district and the West Coast, Central Otago, and Southland. The framework of the state highway network is shown on the map in Diagram Five.



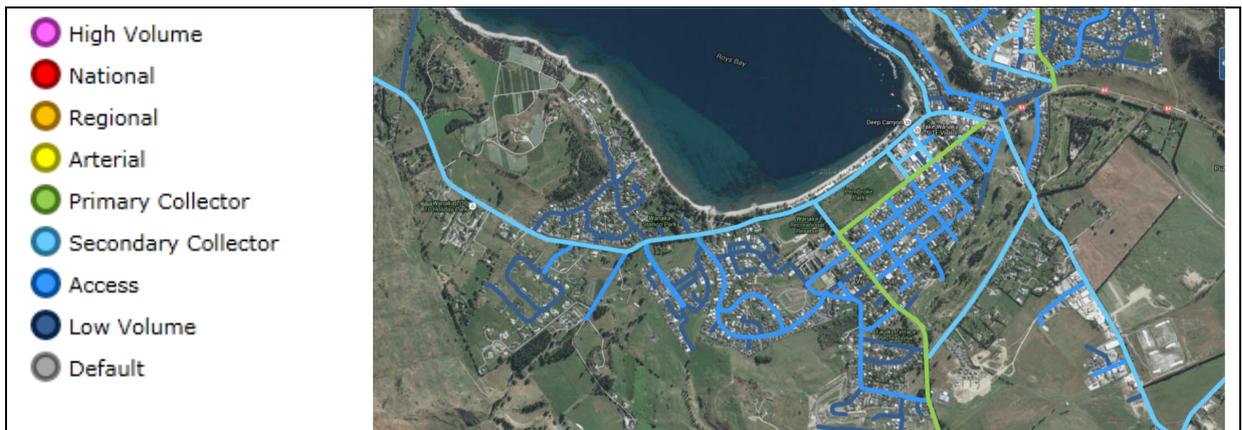
**Diagram Five: State Highway One Network Road Classifications**

The functions of the local roads in the area are shown by the following excerpt from the one network road classification (ONRC) for the ward.



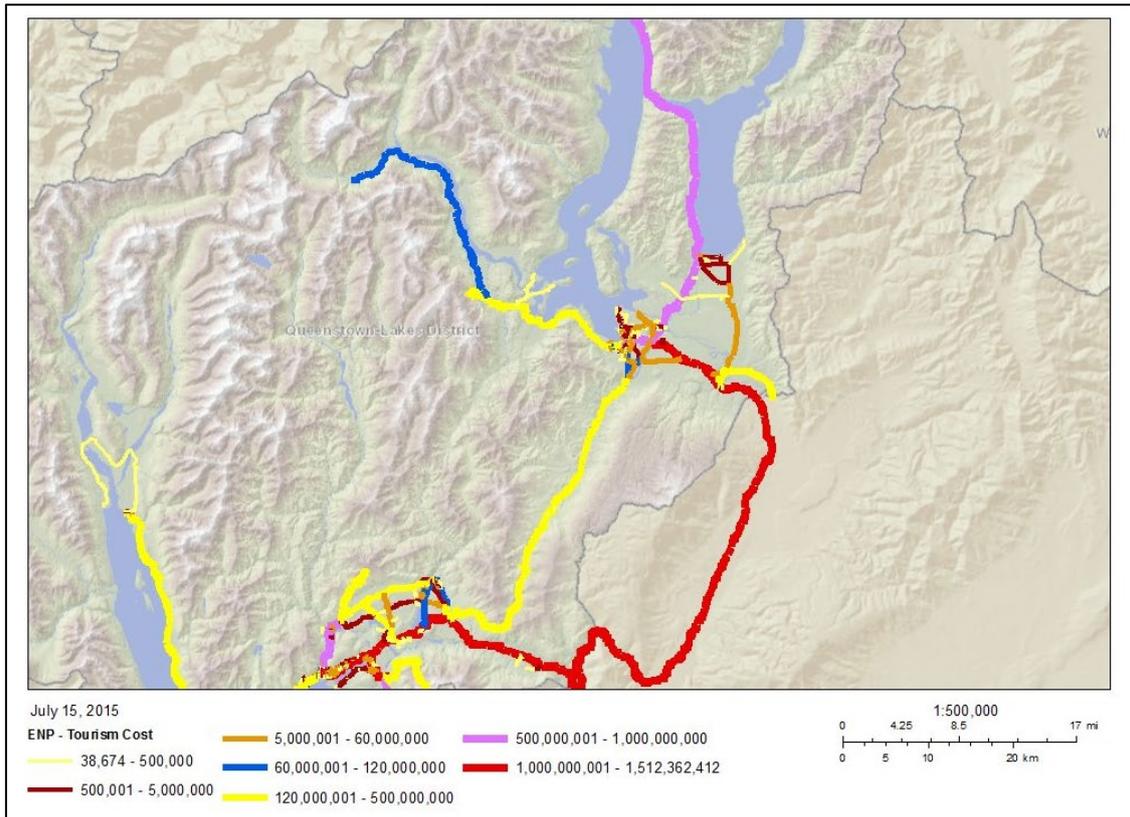
**Diagram Six: ONRC - Wanaka Local Roads**

Within the Wanaka township a finer grain of road function is reflected by the following road typology map in Diagram Seven.



**Diagram Seven: ONRC - Wanaka Township Local Roads**

The overall theme of the classifications is that ward roads (state highways and local roads) are at the lower end of the ONRC 'scale'. This reflects the low volumes of traffic. This is slightly misleading given the economic value of the network users. The following excerpt is from the Council's economic network plan (Diagram Eight).



**Diagram Eight: Excerpt from QLDC Economic Network Plan**

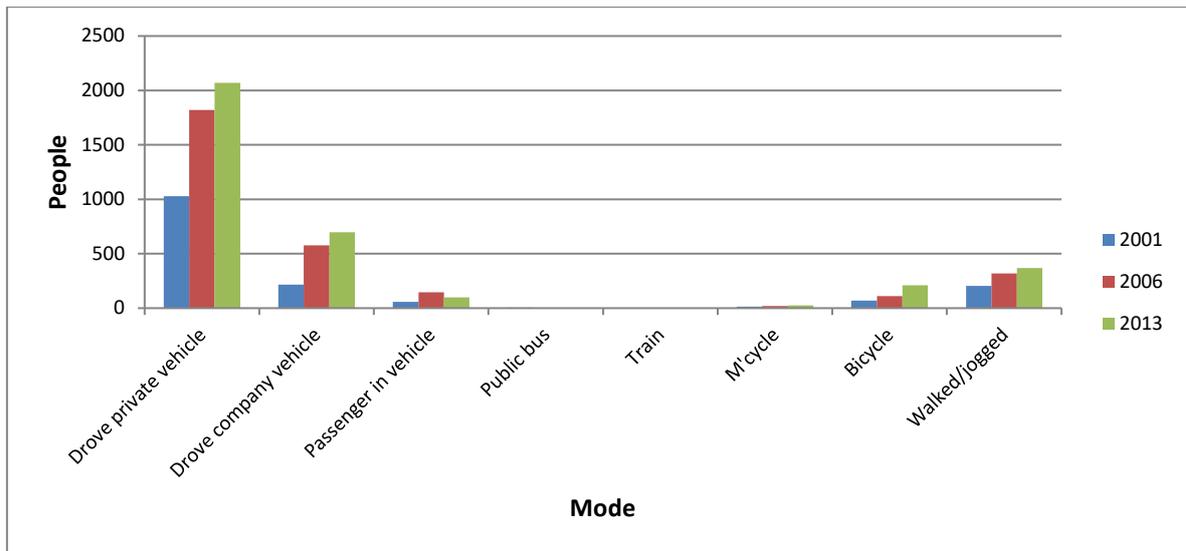
This highlights the importance of the state highway network for inter-regional travel by international visitors. Still important, but to a lesser degree are the visitor routes to the ski fields (Mt Aspiring Road, and Cardrona Rd) and the Crown Range Road as an inter-regional visitor route.

### 2.4.1 Journeys to work

As summarised by the Department of Statistics ([http://www.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-about-a-place.aspx?request\\_value=15004&tabname=Transport](http://www.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-about-a-place.aspx?request_value=15004&tabname=Transport)):

- The most common means of travel to work on census day for people in Wanaka was driving a private car, truck or van (55.7 percent of people who travelled to work used this form of transport).
- This was followed by driving a company car, truck or van (18.9 percent) and walking or jogging (12.6 percent).

The following graph provides a more detailed breakdown:

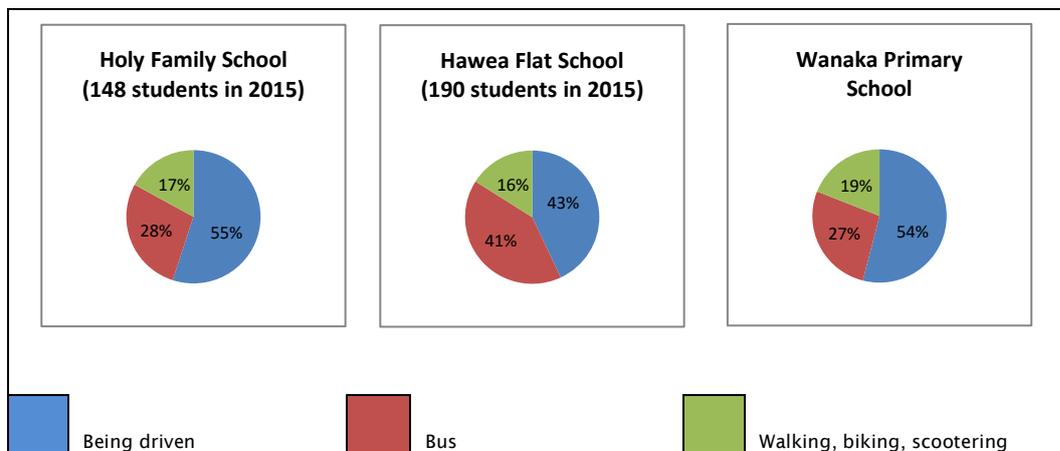


**Graph One: Census Data: Journey to Work Data for Wanaka Ward (Source: Department of Statistics)**

As well as illustrating the dominance of travel by car for getting to work (whether as a driver or a passenger), the graph shows the growth in people travelling. Between 2001 and 2013 the number of people driving to work by private vehicle and walking/jogging grew by 101% and 80% respectively.

### 2.4.2 School travel

Our surveys of the primary schools indicate the following patterns for travel behaviour



**Graph Two: Journey to School Data (source QLDC ‘hands-up surveys’)**

The travel behaviour for Mt Aspiring College is expected to broadly reflect the primary school patterns. While we don’t have a full break down of the travel patterns we know that approximately 30% of the school roll (741 students) travels by bus to school.

From information obtained from the Ministry of Education we know where the key ‘catchments’ for each school are. The MoE information is not presented in this business case because of MoE confidentiality requirements.

## 3 PARTNERS AND KEY STAKEHOLDERS

### 3.1 INVESTMENT PARTNERS

#### 3.1.1 Queenstown Lakes District Council / Wanaka Community Board

The Queenstown Lakes District Council is responsible for managing the local road network that forms, with the state highway, the land transport network within the Wanaka Ward.

Investment by the Queenstown Lakes District Council is required to improve the public parking resources and local roading, roadsides and pathways to fully realise the benefits for solving Problems A and B as identified in the strategic case (also shown in the investment logic map – Appendix A).

#### 3.1.2 NZ Transport Agency

The Transport Agency is responsible for managing, operating, planning for and improving state highways. This is done by the Highways and Network Operations group within the Transport Agency. As an investment partner the Transport Agency manages State Highway 6, which provides for inter-regional travel and links Wanaka with the West Coast, Central Otago, the Wakatipu Basin and Southland. State Highway 84 is a short off-shoot from State Highway 6, linking Wanaka town centre with the wider state highway network.

### 3.2 KEY STAKEHOLDERS

As shown in Table Three below, the Council has involved a range of stakeholders in aspects of the development of this programme.

Key Stakeholders	Focus areas
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.'
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 Wanaka airport
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.

Table Three: Key Stakeholders

## 4 STRATEGIC ASSESSMENTS – OUTLINING THE NEED FOR INVESTMENT

### 4.1 DEFINING THE PROBLEMS

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 Investment Logic Map is attached as Appendix A.

The stakeholder panel 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.

Analysis of these problems is presented below. The investment logic map is attached as Appendix A.

### 4.2 PROBLEM 1: 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 set out in the strategic case referred to four key points in support of this problem statement:

- Issues Identified by the 2008 Transport Study have only partially been addressed
- Wanaka's population and traffic has grown since 2001 and is expected to continue growing
- Incomplete implementation of 2008 strategy
- Road safety is not improving

The review of the District wide strategic transport model forecasts a reduction in forecast network flows and improvements in forecast levels of services from that predicted by the Wanaka Transport and Parking Study. The modelling consultant (Abley Transportation Limited) advises that this is due to

- Land use forecasts are lower (the 2026 forecasts from 2007 are comparable to the 2041 forecasts of the updated model)
- New development distributed more evenly across network: in the old model all Three Parks and Plan Change 46 development fed onto Ballantyne Rd; this is now distributed across SH84, Ballantyne, Cardona Valley and Golf Course Roads.
- The updated model is more sophisticated and so better represents travel demand.
- Less intensification in town centre is now forecast and so less interaction between the town centre and Three Parks/PC46 development.

The remainder of this section presents a revision of the strategic case against the four points presented in the Wanaka strategic case.

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

The Wanaka Transportation and Parking Study was undertaken 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 identified<sup>1</sup>. These are set out in the left hand column in Table Four. The column to the right provides commentary on the continued relevance of each issue.

Issue	Relevance today (updated)
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<sup>1</sup> These issues have been taken from the MWH Report: Wanaka Transportation Study Final Scoping report (November 2007), Section 5 Existing Situation.

<p><b>Planning for Growth</b> - 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.</p>	<p><u>Still</u> highly relevant: Population has increased since 2007 (refer Graph One) and is projected to continue to grow. However, this growth is not as pronounced as previously forecast.</p> <p>Nevertheless, subdivisions such as Three Parks, and the Northlake subdivision, as well as proposals to upzone existing urban areas, will affect traffic demands on the Wanaka transport network.</p>
<p><b>Town centre and Lake Front Amenity</b> - 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 since Wanaka was a village.</p>	<p>Relevant. Measures to improve Ardmore Street amenity and its role as a retail and visitor destination, rather than a cross-town link, have been implemented. This is a work in progress. Further 'calming' of town centre streets, and Lakeside Road, alongside changes to the adjacent Lakefront Reserve are presently being contemplated as part of the Lakefront Reserve Redevelopment Plan.</p> <p>Changes to Brownston Street parking and the upgrade of the Brownston St / Ardmore Street intersection to a roundabout have improved Brownston Street's performance as a cross town route.</p>
<p><b>Network Connectivity and Severance</b> - 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.</p>	<p>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.</p> <p>The link remains significant as a severance point because of the potential walking and cycling catchments for the townships schools and employment areas.</p>
<p><b>Commercial Node Segregation</b> - 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</p>	<p>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 good access to/from this area by all modes.</p>

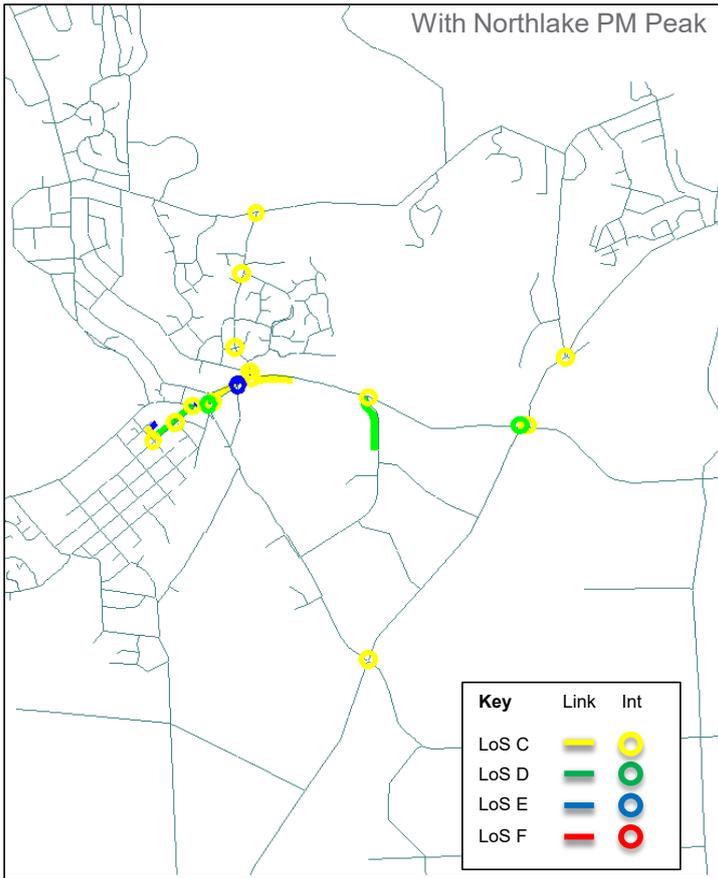
**Table Four: Review of Issues Identified by the 2008 Transport Study**

The 2007 modelling concluded that under a do minimum option the following parts of the network would be operating at 'Level of Service E':

- SH84 (Ardmore to Ballantyne), Ardmore Street (Brownston to Helwick),
- the SH84/Ballantyne Rd intersection, and
- the SH84/MacPherson Street intersection

The following LoS plots show the levels of service forecast by the 2015 model update:<sup>2</sup>

<sup>2</sup> The levels of service are a measure of congestion. **LoS D (yellow)** reflects approaching unstable flow. Speeds slightly decrease as traffic volume slightly increase. **LoS E (green)** represents unstable flow, operating at capacity. Flow becomes irregular and speed varies rapidly.

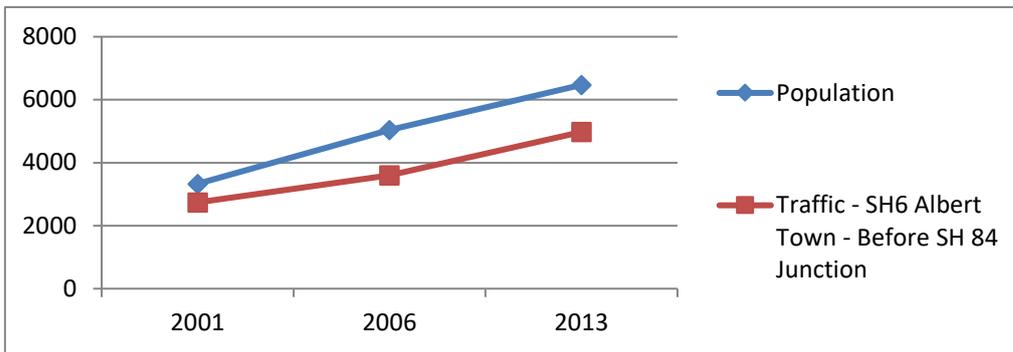


**Diagram Nine: Wanaka Level of Service Plots 2041 (Output from 2015 Model Update)**

Under the updated model, and as shown in the previous figure the only parts of the network that would experience LoS E (Blue) in the PM winter peak would be the Ardmore/Brownston St intersection.

- **Point Two: Wanaka’s population and traffic has grown since 2001 and is expected to continue growing**

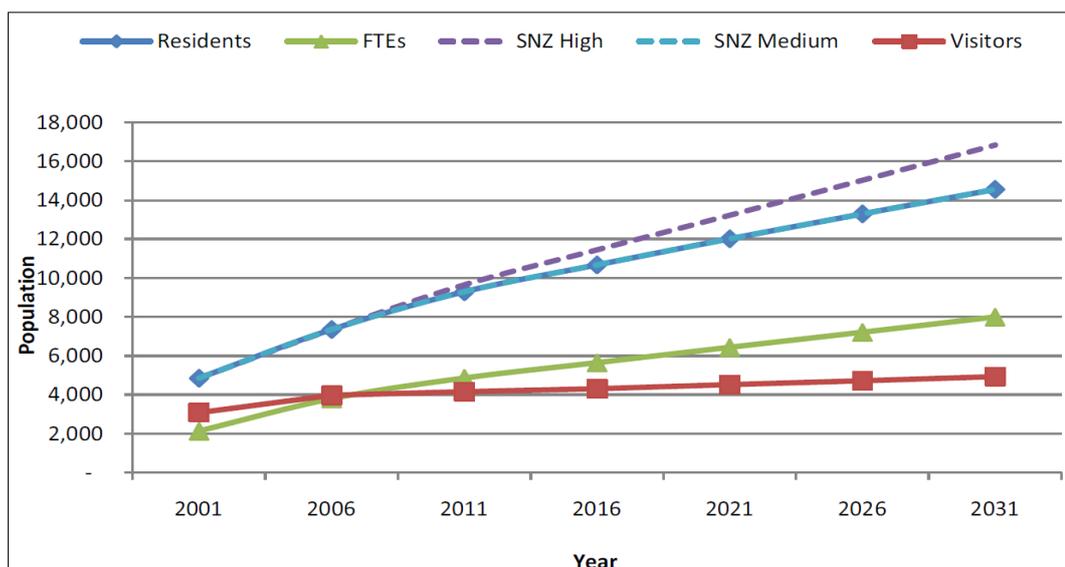
The 2008 transport strategy was responding to predictions that Wanaka’s population would double within 20 years. Growth that has occurred since then supports this prediction. Graph Three illustrates the changes in usually resident population since 2001<sup>3</sup> and comparable changes in traffic volumes from one of the NZTA’s count locations within the Ward.



**Graph Three: Wanaka Population Growth Trends (Historic)**

Graph Four, below, is an excerpt from the QLDC’s 2011 population projections report. (Rationale, Queenstown Lakes District Growth Projections, March 2011).

<sup>3</sup> 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 Four: Population Growth Trends (Projected)**

Accordingly, it can be expected that the traffic will continue to grow in line with population projections, albeit at a slower rate than previously projected.

- **Point Three: 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.

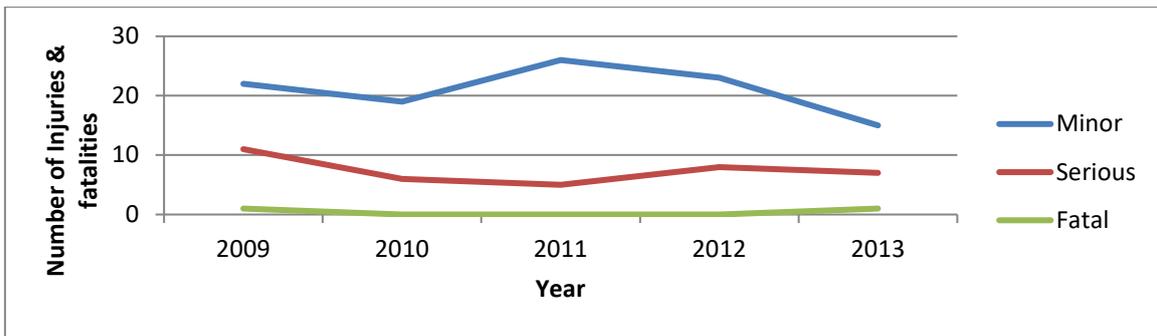
The go-ahead for the Northlake subdivision does bring back into question whether the Ballantyne - Hedditch - Lismore alignment is the correct one for a crosstown route, or whether the link between Golf Course Road and Anderson Road should be re-considered.

- **Point Four: Road safety is not improving**

A feature of the crashes being experienced in the Wanaka Ward is that, similar to many provincial/rural areas, Wanaka's roads have relatively low traffic volumes and as consequence crash patterns are not as defined as the busy metropolitan areas. The Wanaka Ward has no crash blackspots.<sup>4</sup>

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<sup>4</sup> A crash blackspot is a location where 5 or more serious injury (i.e. involving a minimum of an overnight hospitalisation) or fatal crashes have occurred.



Graph

Five: Road Crash Injuries and Fatalities 2009 to 2013

Graph Five tends to dispel the suggestion that injuries and fatalities from road crashes are increasing. From 2010 through to 2014 there were 402 reported crashes (ranging in severity from non-injury through to fatality). Of these:

- 181 were at urban locations and 221 rural
- 292 were on local (QLDC) roads and 110 were on the state highways

Of the 402 reported crashes, 44 resulted in serious injury (where someone had to be hospitalised) or a fatality. Of these

- 11 were in urban area and 33 were in rural areas
- 28 were on local (QLDC) roads and 16 were on the state highways

Diagram Ten shows the locations of relatively high numbers of multiple crashes within urban Wanaka. These show the prominence of intersection crashes.

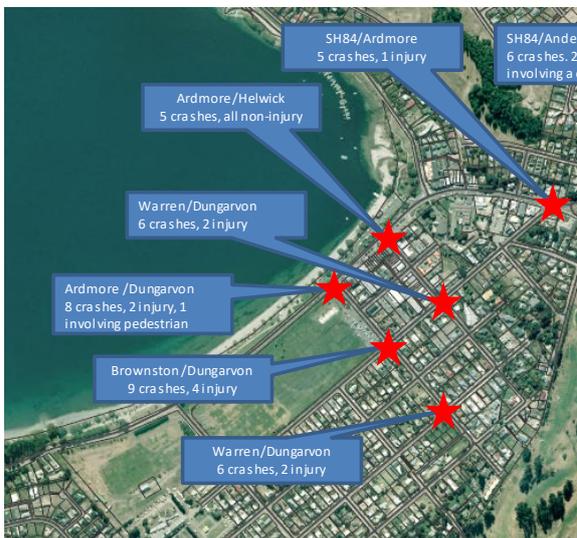


Diagram Ten: Wanaka Township Crash Locations (2010 through to 2014)

The next diagram (Diagram Eleven) shows the locations of serious injury and fatal crashes at rural locations. These display the prominence of the main routes as locations for these crashes, although there is little coincidence in specific location.

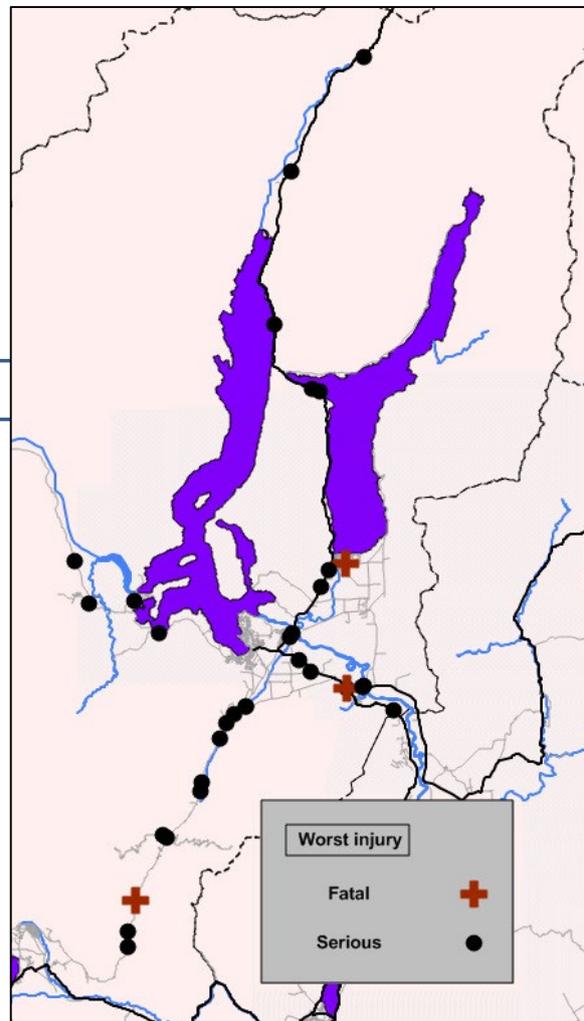


Diagram Eleven: Wanaka Ward Rural Crashes (2010 through to 2014)

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

It is acknowledged that by national standards Wanaka's road safety problems are low. However, there is a perception that there is a problem, which indicates a lower level of tolerance of crashes.

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.

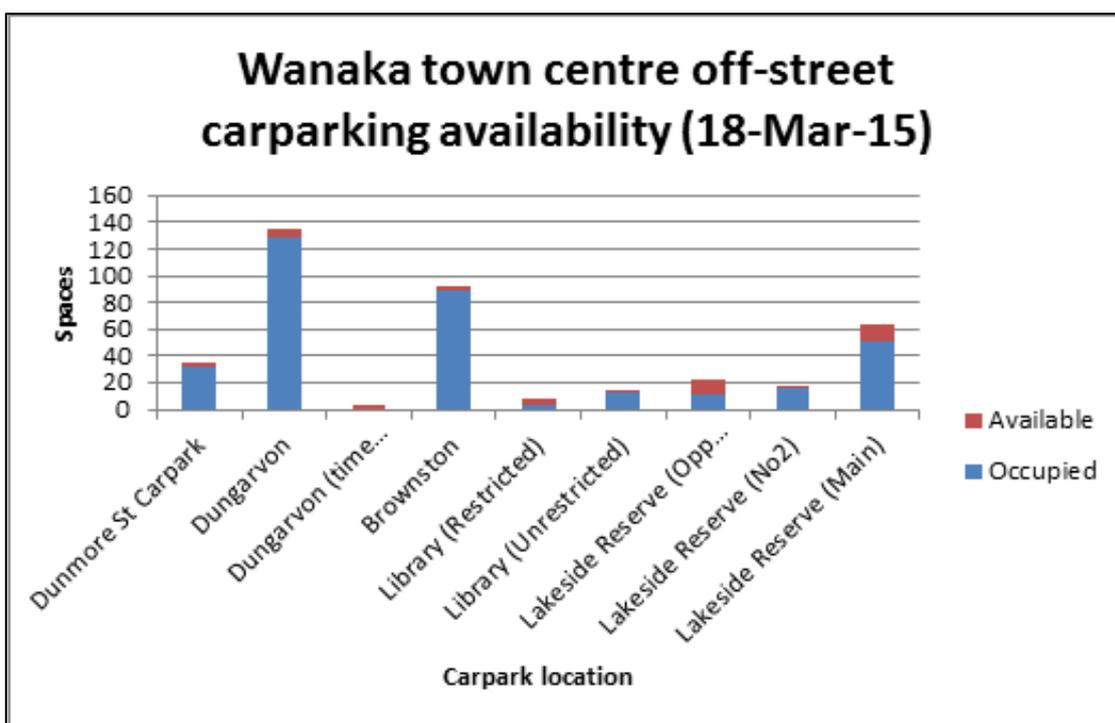
#### 4.3 PROBLEM TWO: CONFLICTING EXPECTATIONS OF RESIDENTS AND VISITORS OF THE TRANSPORT NETWORK WILL INCREASINGLY LEAD TO NEGATIVE EXPERIENCES FOR USERS.

**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 user 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.

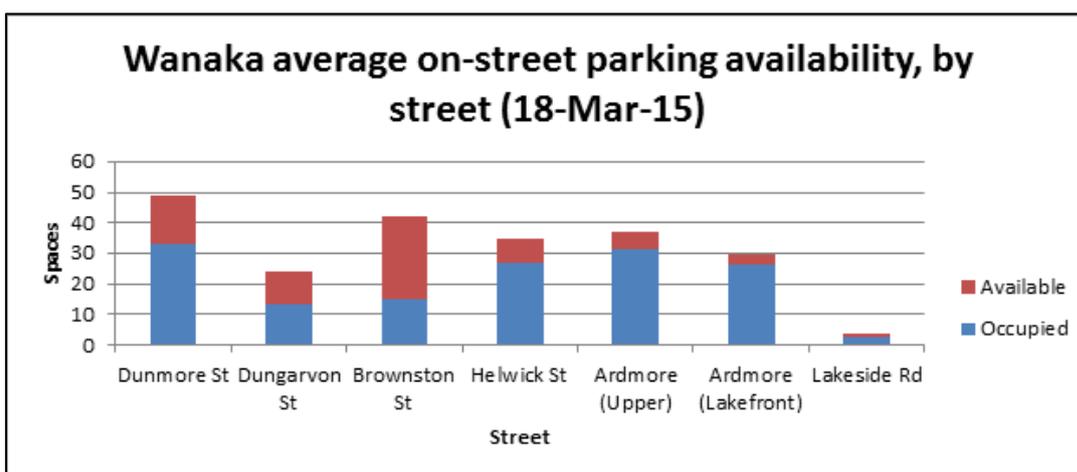
**Evidence base:** The current transport network is, when compared to many other districts, unregulated. This management regime has been appropriate when demand on the network have been low. However, with the growth in demand, conflicts between visitors and residential transport demands are growing.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

**4.4 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 cause 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 excerpt from the QLDC Economic Network Plan (Diagram Eight) 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 <sup>5</sup>	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) provided 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.

#### 4.5 SMART INVESTMENT OBJECTIVES

The investment objectives are set out in Appendix B.

Problems →	Increasing population and visitors are leading to parts of the network not being fit for purpose	Differing visitor and residents' needs are not all provided for in the transport network, which will result in increasingly negative experiences	Key tourist routes are vulnerable to road closures which impacts on visitor numbers to Wanaka
Linked KPIs ↓			
Gap between expected and actual LoS using Tracks model	✓		
% of strategic cycle network completed	✓	✓	
% of students that bike to school	✓	✓	

<sup>5</sup> The value equates to the ENP's calculation of the total expenditure of the visitors using the route during their visit to New Zealand

Parking occupancy survey	✓	✓	
Perceptions of parking availability by residents / Visitors	✓	✓	
Visitor perceptions of amenity and transport in town centre and lake front area by survey	✓	✓	
Deaths and serious injuries for visitors	✓	✓	
Perceptions of safety for cycling for residents and students by survey	✓	✓	
Number of closure events per year			✓
Number of days of closure per year			✓

**Table Five: ILM Problems, linked to KPIs**

Table Five indicates which KPI's are relevant to each problem.

- Problem One: the impact of the programme in addressing this problem will reference five quantitative and 3 qualitative measures. These address traffic congestion, cycling parking and road safety. This data will be collected at the time of the model updates, together with existing surveys. New surveys are required to collect the qualitative data.
- Problem Two: the impact of the programme on this problem will be very similar to that used in assessing impact on problem one (the key exception being that there will be no reference to congestion measures)
- Problem Three: The impact of the programme on this problem will be measures by reference to two quantitative measures relating to road closures. This will use existing information.

#### 4.6 THE BENEFITS OF INVESTMENT

The potential benefits of successfully investing to address these problems were identified as part of a second facilitated investment logic mapping in September 2014. The stakeholder panel identified and agreed the following potential benefits for the proposal:

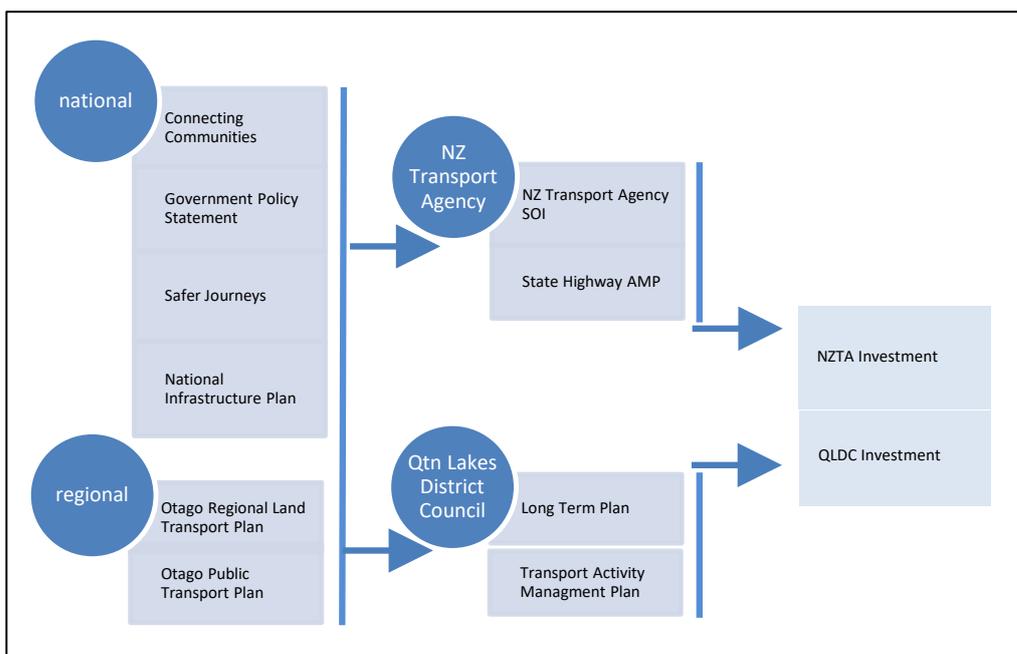
- Benefit one: Improved user experience of transport network
- Benefit two: Increased safety.
- Benefit three: Improved reliability of key tourist routes

The benefit map is attached as Appendix B.

#### 4.7 ALIGNMENT TO EXISTING STRATEGIES/ORGANISATIONAL GOALS

To justify its investment in the transport programme promote by this business case, each of the prospective investment partners will need to be convinced that its investment is in line with its purpose and priorities. Accordingly, the early part of business case development focuses on whether intervention is consistent with each organisation's strategies. This provides guidance as to whether the QLDC and Transport Agency should continue to be involved in the business case development.

The following diagram illustrates the key strategies and plans that guide NZ Transport Agency, and QLDC transport investment.



**Diagram Twelve: Otago Transport Strategy and Plan Framework**

The column to the left contains the plans and strategies that NZ Transport Agency and QLDC have regard to, while the middle column contains the agency specific plans. These latter plans (together with the legislation that applies to these public agencies), explain the different roles the agencies take in implementing a transport programme.

The key Acts are

- For NZTA, the Land Transport Management Act 2003, which created NZ Transport Agency and defines its purpose
- For QLDC, the Local Government Act 2002, which defines the purpose of local government
- For both agencies, the Land Transport Act.

Table Six, on the next page, presents a summary of the investment partner's alignment with the business case problems and benefits.

**Table Six: Alignment between Agency strategies and ILM Problems**

	Strategic context		
	National and regional strategies (that both investment partners give regard to)	Agency specific	
		NZ Transport Agency	Queenstown Lakes District Council
	<ul style="list-style-type: none"> <li>Connecting New Zealand</li> <li>Government Policy Statement on Land Transport Funding</li> <li>Safer Journeys</li> <li>NZ Infrastructure Plan</li> <li>Otago Regional Land Transport Plan</li> </ul> <p>Establishes economic growth &amp; productivity, road safety and value for money as the three key tenets of strategic directions for transport.</p> <p>Regional Land Transport Plan follows national strategic directions. Sets four priorities:</p> <ul style="list-style-type: none"> <li>The right transport service and infrastructure delivered to the right level at best cost</li> <li>The network is reliable and resilient, helping community resilience</li> <li>Transport services and infrastructure support economic productivity and growth</li> <li>Being able to access the network, no matter what their mode, in a manner that is convenient and affordable to funders and users.</li> </ul>	<ul style="list-style-type: none"> <li>NZ Transport Agency Statement of Intent</li> <li>State highway activity management plan</li> </ul> <p>Provides strategic framework for Agency. Medium term objectives include</p> <ol style="list-style-type: none"> <li>Integrate national and local transport networks to support strategic connections and travel choices.</li> <li>Implement the Safe System approach to create a forgiving land transport system that accommodates human error and vulnerability</li> <li>Incentivise and shape safe and efficient travel choices using a customer focused approach.</li> <li>Greater resilience of the state highway network</li> <li>Deliver consistent levels of customer service that meet current expectations and anticipate future demand.</li> <li>Align investment to agreed national, regional and local outcomes and improve value for money in all we invest in and deliver.</li> </ol> <p>Priorities include</p> <ol style="list-style-type: none"> <li>Predictable journeys for urban customers.</li> <li>Safer speeds that are right for the road.</li> <li>Make urban cycling a safer and more attractive transport choice</li> </ol>	<ul style="list-style-type: none"> <li>QLD Long Term Plan</li> </ul> <p>Provides long term community outcomes and 10-year council outcomes. The following Long Term council outcomes are relevant:</p> <ul style="list-style-type: none"> <li>High performing infrastructure and services that: <ul style="list-style-type: none"> <li>Meet current and future needs and are fit for purpose</li> <li>Are cost-effectively &amp; efficiently managed on a full life-cycle basis</li> <li>Are affordable for the district</li> </ul> </li> <li>The District's natural and built environment is high quality and makes the District a place of choice to live, work and visit.</li> <li>The District has a resilient and diverse economy</li> </ul>
<p><b>Business Case Problems</b></p> <ol style="list-style-type: none"> <li>Increasing population and visitors are leading to parts of the network not being fit for purpose.</li> <li>Differing visitors' and residents' needs are not all provided for in the transport network, which will result in increasingly negative experiences.</li> <li>Key tourist routes are vulnerable to road closures which impacts on visitor numbers to Wanaka</li> </ol> <p><b>Business Case benefits</b></p> <ol style="list-style-type: none"> <li>Improved user experience of transport network</li> <li>Increased safety.</li> <li>Improved reliability of key tourist routes</li> </ol>	<p>The problems and benefits identified through the ILM process have particular relevance to the 'economic growth &amp; productivity' and road safety directions of national transport strategy.</p> <p>With respect to the regional strategies there is strong alignment with the resilience priorities. Again the support for economic productivity and growth aligns with the problems/benefits that reference tourism and user experience.</p>	<p>The Agency's participation in the Wanaka Programme Case is justified through its role as manager of the state highway network that forms a significant part of the Wanaka road network. The problems and benefits align well with the Agency's priorities; particularly around resilience, economic growth and productivity, and road safety.</p> <p>The scale of the Agency investment will rely on the Agency's prioritisation of Wanaka problems and benefits against those of other parts of the state highway network.</p>	<p>The council outcomes are closely aligned with the problems and benefits particularly in addressing current and future needs, the quality of the natural and built environment and attainment of a resilient and diverse economy.</p>
Assessment Summary	Good alignment of problems / benefits with two national / regional directions (economic growth & productivity, and value for money).	Transport Agency strategic framework and activity management plan provide case for Agency investment in transport programme	QLDC framework provides strong case for transport investment.

## 5 ISSUES AND CONSTRAINTS

Factor	Time	Probability	Impact on programme	Comments / mitigation
<b>Factors affecting demand</b>				
Changes to land uses in the town centre differ from those assumed in programme development	Ongoing	More than likely	<p>Changes in land use have the potential to significantly increase or reduce the demand place on the transport network, and therefore affect the programme</p> <p>The review of the strategic transport model that provided inputs to the development of the programme made assumptions on future land uses, based principally on the district plan. It also took into account known development proposals including the Northlake subdivision.</p>	<p>It will be necessary to have regard to changes to the land-uses, particularly in and around the Wanaka township where most job and residential growth is forecast to occur. This will be done through regular transport model updates that will make use of updates to QLDC population and job projections. Generally these will be through routine programmed updates, but updates may be initiated by major changes such as plan changes that enable development not anticipated by the transport model.</p> <p>There is presently some uncertainty over the uptake of available residential and commercial capacity in Wanaka. This affects the timing of measures to address traffic demand. At the time much of the modelling for the Wanaka study was undertaken, the proposed Northlake Plan change was before the Environment Court. The modelling assumed the plan change would be approved at Environment Court level. Sensitivity testing was also undertaken to test several scenarios reflecting different rates of development.</p>
<b>Factors affecting supply</b>				
Investment partners reject programme initiatives	Ongoing	Reasonably foreseeable	<p>Initial feedback from NZ Transport Agency is that it will have difficulty funding this programme. In particular</p> <ul style="list-style-type: none"> <li>• The congestion issues are well into the future – not being experienced significantly at the moment</li> <li>• The Wanaka area does not qualify for walking and cycling funding given that it does not meet the NZTA definition of a “main urban area”.</li> <li>• NZ Transport Agency has traditionally not funded parking provision and management</li> </ul>	<p>Dialogue with NZ Transport Agency over these issues will be continued. Opportunities will be explored for Agency funding through minor improvements programmes. Council will pursue those measures it supports with local funding.</p> <p>There is also concern that opportunities to address future issues may be lost (i.e. through land around intersections being ‘built-out’).</p>
<b>Factors affecting cost</b>				
Project scoping	Ongoing	More than likely	<p>The programme provides a high level mix of projects aimed at addressing the problems identified through the business case process. Further business case work applied to the individual projects will refine scope and costings. Significant variations are likely to prompt programme reviews.</p>	<p>The projects included in the programme have been scoped at a high level. Scope may alter as detail is developed.</p> <p>Progress individual business cases for key projects</p>

# PART B – DEVELOPING THE PROGRAMME

## 6 ALTERNATIVES AND OPTIONS

In considering the development of the programme, three broad strands of transport investment were identified for Wanaka: road network planning, cycling & walking development, and parking development & management. The absence of a public transport 'strand' recognises that conventional bus services (fixed route and timetable) are unlikely to be feasible within the ORC/NZ Transport Agency fare-box recovery criteria. However, niche services are likely to develop in response to specific demands, such as journeys between the town centre and skifields. In addition, the Ward displays a high reliance on the Ministry of Education's school bus services for getting school children to / from school each day. The Ministry does not plan to reduce these services.

The programme development has explored the potential for management of the transport system to divert growth in traffic towards cycling and walking.

The approach taken has been to develop parking and cycling & walking development scenarios concurrently. For the roading network a separate commission, involving the update of the strategic transport model with commentary on key community issues was undertaken.

### 6.1 ALTERNATIVE AND OPTION GENERATION

For parking, the following scenarios were explored:

Scenario	Brief description
Do minimum	<ul style="list-style-type: none"> <li>No major projects.</li> <li>Changes to controls addressing localised short term issues.</li> </ul>
Return on investment	<ul style="list-style-type: none"> <li>Running the parking activity as a business.</li> <li>Overriding objectives of parking management existing resource to achieve high usage and maximise return on investment</li> <li>Increases to parking supply only if they will achieve a commercial return.</li> </ul>
Travel behaviour change	<ul style="list-style-type: none"> <li>No significant changes to parking supply.</li> <li>Overriding objective of parking management is to influence mode decisions.</li> </ul>
Predict and provide	<ul style="list-style-type: none"> <li>Increase parking supply in line with predicted demand (derived from traffic growth projections).</li> </ul>

For cycling and walking, the following broad scenarios were explored

Scenario	Brief description
Do minimum	<ul style="list-style-type: none"> <li>No major projects. Responding to minor requests for improvements in ad hoc manner.</li> </ul>
Suppress demand	<ul style="list-style-type: none"> <li>Discourage cycling and walking by prohibitions, circuitous routes, priority. Reduce proportion of people walking &amp; cycling outside town centre</li> </ul>
Vulnerable Users	<ul style="list-style-type: none"> <li>Development of cycling and walking networks in response to school travel plans</li> </ul>
Brand-led	<ul style="list-style-type: none"> <li>Development of Wanaka brand that attaches development of urban cycling &amp; walking initiatives with "Wanaka</li> </ul>
Reduce convenience of alternatives	<ul style="list-style-type: none"> <li>No capacity improvements (road/parking) for vehicular traffic. Introduction of disincentives to vehicular travel.</li> </ul>

Medium Infrastructure	• Implementation of low cost on-road facilities. No physical separation from traffic
High infrastructure	• Implementation of planned hierarchy of cycling & walking network, including destination facilities

A scenarios workshop held with the Wanaka Community Board and representatives of the Wanaka Tracks Strategy Group, Upper Clutha Tracks Trust and Lake Wanaka Tourism refined the options down to the following five:

Scenario	Brief description
Do minimum	<ul style="list-style-type: none"> <li>• No major projects. Responding to minor requests for improvements in ad hoc manner.</li> <li>• Suppress demand by enabling a road network that is increasingly hostile to cyclists and pedestrians</li> </ul>
Vulnerable Users	<ul style="list-style-type: none"> <li>• Development of cycling and walking networks in response to school travel plans</li> </ul>
Brand-led	<ul style="list-style-type: none"> <li>• Development of Wanaka brand that attaches development of urban cycling &amp; walking initiatives with "Wanaka"</li> </ul>
Medium Infrastructure	<ul style="list-style-type: none"> <li>• Implementation of low cost on-road facilities. No physical separation from traffic</li> <li>• Strong communication of the cycling and walking network through branding and travel planning</li> <li>• Use of parking and roading management to encourage cycling and walking and to discourage commuter/school travel by car</li> </ul>
High infrastructure	<ul style="list-style-type: none"> <li>• Implementation of planned hierarchy of cycling &amp; walking network, including destination facilities</li> <li>• Strong communication of the cycling and walking network through branding and travel planning</li> <li>• Use of parking and roading management to encourage cycling and walking and to discourage commuter/school travel by car</li> </ul>

The refinement acknowledged that:

- A strategy of suppressing cycling and walking use was unacceptable. Although it might be justified as a means of reducing the number of crashes involving cyclists and pedestrians, adopting this approach would be in conflict with the strategic directions of both NZTA and QLDC, in particular
  - Making urban cycling a safer and more attractive transport choice, and
  - Providing a built environment is high quality and makes the District a place of choice to live, work and visit.
- A strategy of reducing the convenience of car travel would simply reduce the accessibility of Wanaka unless it was coupled with measures to improve cycling and walking. Accordingly, the 'reducing the convenience of car travel was subsumed into the 'high infrastructure' scenario.

In developing the programme three different approaches were undertaken

- A desktop review of the roading network was undertaken through a update and running of the strategic transport model for the district and a review of crash data
- A process of workshops and public consultation was undertaken for the development of parking management and developed
- Strategic directions were set for cycling and walking, and a programme of business case development set for the implementation of projects.

The overall approach is illustrated by the following diagram

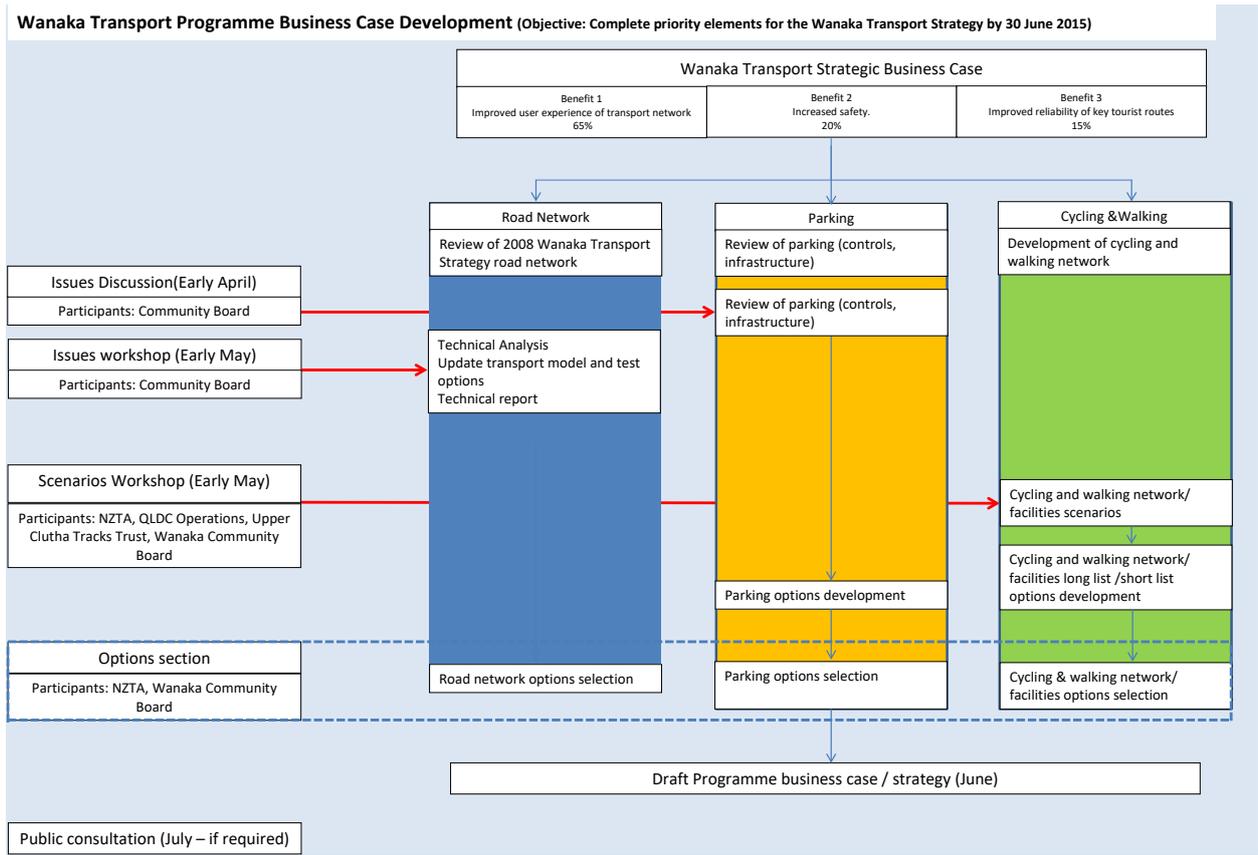


Diagram Thirteen

6.2 PROGRAMME ASSESSMENT

The following tables provide an assessment of the programme option by mode, using the guidance from the Community Board workshop.

Walking and Cycling Strategic Directions

Programme Scenario	Do minimum	Vulnerable users	Brand-led	Medium infrastructure	High Infrastructure
Broad description	No major projects. Responding to minor requests for improvements in ad hoc manner.	<p>Not concerned with mode shift</p> <p>Development of cycling and walking networks in immediate catchments in response to school travel plans.</p> <p>Specification of road design standards (limited to footpaths, crossing points) to ensure their suitability for elderly and the young</p>	<p>Development of aspirational brand that leads walking and cycling development in Wanaka.</p> <p>Focus on soft TDM (business travel plans), transport information and promotion of cycling and walking modes</p> <p>Use of low cost parking management to encourage mode shift.</p> <p>Relies on culture change to lead change in the community (including the BAU activities within Council)</p>	<p>Brand-led scenario with</p> <ul style="list-style-type: none"> <li>• Rapid implementation of planned hierarchy of cycling &amp; walking network, including destination facilities</li> <li>• Implementation of low/medium cost facilities targeting the "enthused &amp; confident" cyclists.</li> </ul>	<p>Brand-led scenario with</p> <ul style="list-style-type: none"> <li>• Staged implementation of planned hierarchy of cycling &amp; walking network, including destination facilities</li> <li>• Strong integration with tracks network</li> </ul> <p>Implementation of low/medium cost facilities targeting the "interested but concerned" cyclists.</p>
<p>Possible high level options by areas of influence:</p> <ul style="list-style-type: none"> <li>• Parking (on and off-street)</li> </ul> <ul style="list-style-type: none"> <li>• Roads and roadsides</li> </ul>	-	<p>Controls on parking in immediate vicinity of schools to improve road safety</p> <p>Lower speed limits around schools</p> <p>Cycling and walking audits based on school catchments</p> <p>Improved footpaths and crossing points where specific child/elderly demand is identified</p> <p>Installation of BAU physical works (minor improvements)</p>	-	<p>Parking charges used to generate funding for cycling and walking facilities</p> <p>Cycle parking in public spaces</p> <p>District plan requirements for parking and other end-of-trip facilities</p> <p>Limitations on commuter car parking</p> <p>Provision of on-street parking in line with street typology</p> <p>Branded pedestrian way-finding signage in town centre and cycleway signage across the ward</p> <p>Lower speed limits on local streets and within the town centres (or where separated facilities aren't in place).</p> <p>Street typology guides management of town centre streets</p> <p>Cycling and Walking audit on urban streets</p> <p>Completion of footpaths network on all streets (including state</p>	<p>Parking charges used to generate funding for cycling and walking facilities</p> <p>Secure cycle parking/lockups in public spaces</p> <p>Provision of e-bike charging</p> <p>District plan requirements for parking and other end-of-trip facilities</p> <p>Limitations on commuter car parking</p> <p>Provision of on-street parking in line with street typology</p> <p>Lower speed limits on local streets and within the town centres (or where separated facilities aren't in place). Supported by street design</p> <p>Street typology guides management of town centre streets</p> <p>Cycling and Walking audit on urban streets</p> <p>Completion of footpaths network on all streets (including state highways)</p> <p>Pedestrian and cyclist underpasses / signalised crossings</p>

<ul style="list-style-type: none"> <li>Public transport</li> <li>Communications</li> </ul>	-	Installation of bike stands at school bus stops where appropriate	Installation of bike stands at transport stops where appropriate  Encouragement of bus operator provision of bike racks on buses Information / promotion campaign Soft TDM School travel plans Business travel plans	highways)  At-grade road crossings  Painted cycle lanes Installation of bike stands at transport stops where appropriate  Funding of transport operators to provide bike racks on vehicles Information / promotion campaign Soft TDM School travel plans Business travel plans	Separated on-road cyclist facilities  Town centre shared spaces  Installation of bike stands at transport stops where appropriate  Funding of transport operators to provide bike racks on vehicles Information / promotion campaign Soft TDM School travel plans Business travel plans
Cost (range)	-	✓✓	✓	✓✓	✓✓✓
Time (range)		0-5 years	2 years - ongoing	0-10 years	0-20 years
Risks: Technical Operational Financial	Objectives not achieved. Projects more difficult to implement at later stage Walking and cycling are increasingly discouraged because of perceived/real danger.	Limited impact	Credibility – people see through the hype More cyclists/pedestrians = more crashes Low uptake of cycling Regression of walking Contrary to QLDC brand No buy-in to brand from other stakeholders (	Low uptake of cycling Paint on roads make no difference	<ul style="list-style-type: none"> <li>Limited land availability</li> <li>Low uptake of cycling and walking</li> <li>Practicality/cost of retrofitting streets, suburbs</li> <li>NZTA unlikely to give priority to Wanaka – infrastructure funding likely to be ratepayer sourced</li> <li>NZTA/ORC don't buy in to "solutions"</li> <li>Community backlash in investment in low use modes – not roading solutions</li> <li>High investment risk for private sector</li> </ul>
Stakeholders Environmental Safety Economic Accessibility Political	Wanaka Community Board	Wanaka community (Wanaka Schools Wanaka Community Board, smaller community associations, businesses and residents) NZTA (funder) Police (education officer)	Wanaka Community Lake Wanaka Tourism Wanaka Chamber of Commerce Upper Clutha Tracks Trust Department of Conservation NZTA (funder / State highway operator) Developers (Willowridge, Northlake, etc.)	Wanaka Community Lake Wanaka Tourism Wanaka Chamber of Commerce Upper Clutha Tracks Trust Department of Conservation NZTA (funder / State highway operator) Developers (Willowridge, Northlake, etc.)	Wanaka Community Lake Wanaka Tourism Wanaka Chamber of Commerce Upper Clutha Tracks Trust Department of Conservation NZTA (funder / State highway operator) Developers (Willowridge, Northlake, etc.)
Dis-benefits	Objectives are not achieved	Objectives not achieved: Limited scope <ul style="list-style-type: none"> <li>Geographically doesn't address all of Wanaka</li> <li>Doesn't get to all target groups (i.e. visitors)</li> </ul>	Doesn't directly address the infrastructure deficiencies  Parking controls without boosting alternatives may make centres less accessible	Out of sync with current community paradigm	Out of sync with current community paradigm Cost to ratepayers
Dependencies	Ambivalent community	Cooperation of schools to resource and participate	Good quality marketing Strong private sector / community response Change of council structure to deliver non-infrastructural scenario outputs	Funding Good quality marketing Strong private sector / community response Change of council structure to deliver non-infrastructural scenario	Funding Good quality marketing Strong private sector / community response Change of council structure to deliver non-infrastructural scenario

			Willing of council to adapt its brand to accommodate a Wanaka brand	outputs Willing of council to adapt its brand to accommodate a Wanaka brand	outputs Willing of council to adapt its brand to accommodate a Wanaka brand
Benefits					
Improved user experience of transport network, 65%					
Increased safety, 20%					
Improved reliability of key tourist routes, 15%					

Key

	Positive contribution
	Negligible effect (positive or negative)
	Negative contribution

Parking: Strategic Directions Assessment

Programme Scenario	Do minimum	Make more efficient use of the parking resource	Promote travel behaviour change	Increase parking supply
Broad description	No major projects. Changes to controls addressing localised short term issues	No significant changes to parking supply. Overriding objectives of parking management (time restrictions, parking charges) of existing resource to achieve high usage and maximise return on investment	No significant changes to parking supply. Overriding objective of parking management is to influence mode decisions.	Increased parking supply in medium and longer terms
Possible high level options by areas of influence: <ul style="list-style-type: none"> <li>• Parking (on and off-street)</li> <li>• Roads and roadsides</li> <li>• Public transport</li> <li>• Communications</li> </ul>	Operational review of parking controls. Implement ad hoc changes  Develop road function typology to guide provision of on-street parking  Review on-road signage	Definition of / agreement of parking resource roles  Introduction of parking charges to reflect cost of providing facilities  Manage resource to optimise usage (parking occupancy and turnover)  Provide bus stops, loading zones and taxi stands in locations where they will be well used.  Improved communication of where to park in Wanaka (web-based)  Real time information on parking availability	Provide secure public cycle parking facilities (on-street off-street)  Install on-street bus stops on bus routes, and coach stops on bus routes to maximise coverage of urban areas  Use district plan to influence private supply of car parking, cycle parking and end-of-trip facilities for cyclists and pedestrians.  Parking controls (time-restrictions, user restrictions, charges, etc.) to influence use of parking resource by commuters, visitors, cyclists, etc.  Use district plan to limit private supply of parking  School and business travel plans	Develop plans for design, construction and funding of additional parking resources (including land, parking building/s) in line with predicted demands  Introduction of parking charges to fund additional facilities  Use district plan to encourage private supply of parking
Cost (range)	\$	\$\$	\$\$	\$\$\$
Time (range)	4 mths	1-10 years	1-10 years	5-30 years
Risks: Technical Operational Financial	Increasing frustration with difficulty in finding a park as demand grows  Increased parking nuisance in residential streets	Reduction in trips to places where parking controls/charges are in place  Could result in low utilisation of controlled / charged parking areas – spillover into residential streets	Could result in low utilisation of controlled / charged parking areas – spillover into residential streets  Retailer/business sector buy-in  Visitors may be resistant to mode shift (prevalence of self-drive)	Funding

Stakeholders Environmental Safety Economic Accessibility Political	Reduced compliance with existing parking restrictions  Parking management is inconsistent with measures aimed at increasing use of alternative modes			Visitors may be unlikely to shift modes
Dis-benefits	Parking facilities are not contributing to township accessibility effectively  Wanaka's reputation as a place to visit and live is diminished  Travel behaviours become more entrenched making change more difficult to achieve in future years.	For some in the community parking charges may be unaffordable.	May be ineffective because of parking options in township residential areas  Many people who do not have good travel choices will be disadvantaged	Changes to township amenity - further car dominance.  May be catering for peak demands - carparks may be underutilised for periods of the year
Dependencies	User acceptance of parking unavailability	Improved/cheaper real time parking info technologies  User acceptance of greater parking controls	User buy-in to the idea of increasing use of alternative modes  Cycling and walking network improvements  Shift towards cycle tourism  Improved/cheaper real time parking info technologies  Ongoing development of school travel plans	User acceptance of parking charges  Community acceptance of rates increases
Benefits Improved user experience of transport network, 65%  Increased safety, 20%  Improved reliability of key tourist routes, 15%				

Key

	Positive contribution
	Negligible effect (positive or negative)
	Negative contribution

## 7 RECOMMENDED PROGRAMME

### 7.1 PROGRAMME OVERVIEW

The actions proposed fall into 3 areas: Parking and other end-of-trip facilities; roads, roadsides and pathways; transport information. This approach recognised that Council’s and NZTA’s ‘toolbox’ for meeting growing transport demands does not include public transport services aimed at the general public. Because of Wanaka’s small size, conventional public transport services are unlikely to be feasible within the ORC/NZ Transport Agency farebox recovery criteria. However, niche services are likely to respond to specific demands.

It needs to be stressed that Wanaka has a high reliance on the Ministry of Education’s school bus services for getting school children to / from school each day. Unlike many schools in metropolitan areas the school catchments extend well walking & cycling distances that can be managed by school aged children. The Ministry has no plans to remove school bus services in the Wanaka Ward.

### 7.2 WANAKA STREET TYPOLOGY

In consultation with the community board a street typology was developed to assist the application of the programmes. This is shown in Diagram Fourteen.



Diagram Fourteen

Based on the typology for the town centre the following priorities between uses are proposed.

Priority	Street typology	Local access	Parking Precinct	Service Lanes	Shared Zone
Function	Brownston St/SH84 Arterial Arterial traffic route, main street, property access	Property access	Parking & commercial access	Service lane, pedestrian access to businesses	Pedestrian access within town centre and to lakefront

High   Low	Traffic Flow	Traffic / Pedestrian Flow	General parking	Traffic / Pedestrian Flow	Pedestrian Flow
	Pedestrian Flow	Pedestrian Amenity	Traffic / Pedestrian Flow	Pedestrian Amenity	Pedestrian Amenity
	General parking	General parking	Pedestrian Amenity		General Parking
	Pedestrian Amenity				Traffic Flow

The table needs to be considered with the following provisos:

- Road safety will be paramount in considering the allocation of kerb-space
- Specific uses (bus stops, mobility parks, taxi stands, loading zones) can over-ride these priorities. This is because there is usually little flexibility in where these specific uses can be installed.

The approach taken sees the provision for traffic and pedestrian flow being of highest priority on the Brownston Street. Provision for general parking and amenity improvements though important rank lower because they are less important to the main function of the road.

In the bulk of the other streets, we have proposed that pedestrian amenity be given more importance, again with provision of parking ranking behind. This approach leaves the way open for council to engage in street improvements, such as the use of shared spaces that will improve the attractiveness of the town centre as a place. It will also enable further consideration of

- A project to resolve the future form of Lakeside Rd, Ardmore St (between Dungarvon St and Lakeside Rd) and Helwick Street (between Dunmore Street and Ardmore St) in the context of the Lakefront Development Plan.

This approach does not ignore the importance of parking, and impacts of such projects on on-street parking supply will need to be evaluated.

### 7.3 PARKING AND OTHER END-OF-TRIP FACILITIES

‘Parking’ includes carparking, bus stops and bike parking. It can include facilities that are on private properties – it is common for councils in New Zealand to use their district plans to encourage property owners to provide showering and locker facilities for people walking or cycling to work.

A programme for parking and other end-of-trip facilities has been developed on the basis of the following principles:

- Parking management (on and off-street) in the core of the retail and business areas will give priority to short-term parking that improves customer and visitor access to those facilities. With distance from the core area parking time restrictions will be relaxed.
- Parking management will be used to support the improved attractiveness of cycling and walking. This will include provision of destination facilities for cyclists.
- The allocation of kerbside space will be consistent with the town centre street typology described earlier.

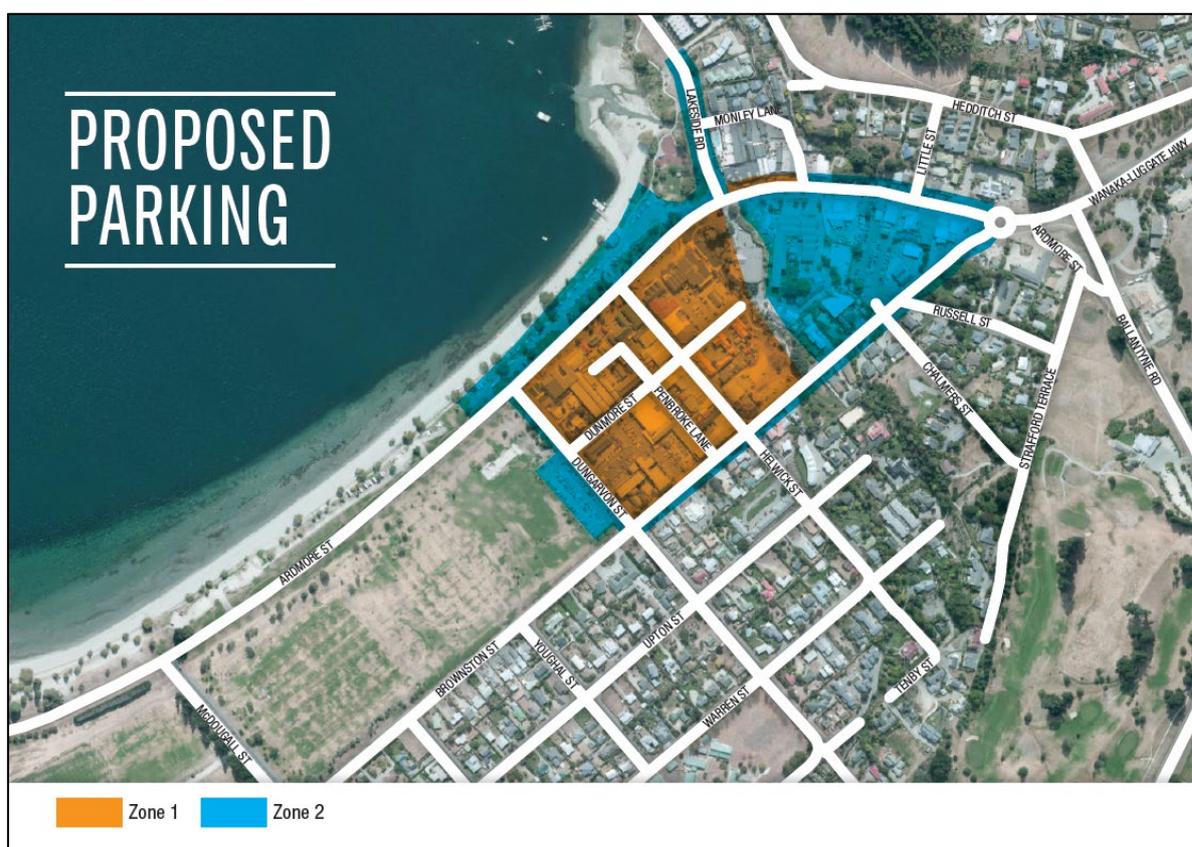
These principles seek to encourage cycling and walking as good options for getting around Wanaka and ensure that car-parking management is consistent with the nearby activities that are creating the parking demand.

The hierarchical approach to parking management (short stay parking in the core and relaxation of restrictions with distance from the core) has been in place for many years in Wanaka. Growth in demands has, however, led to consideration of parking charges as a way of increasing the turnover of parking spaces, thus ensuring the accessibility of the core of the town centre.

In the context of high availability of unrestricted parking within short walking distance of the core of the town centre, there are presently no proposals to increase parking supply though buying more land or constructing parking buildings. However, options to build additional supply and 'land bank' land for future parking will be explored. Lower cost options, such as formalising parking on road reserve – such as alongside Pembroke Park, at upper Ardmore Street (near the old Paradiso Cinema site) and on Lismore Street will be considered.

As is proposed for the Queenstown town centre, it is proposed that revenue gained from parking charges be used as a funding source of transport improvements. The NZTA has indicated that it will part fund approved projects up funding from parking revenue with on transport project that it has approved. For every dollar of parking revenue available for the improvements fund NZTA would add another dollar provided the proposed expenditure is for a pre-approved project.

A structure for the management of parking is provided by the hierarchy of tiers set out in the following map (Diagram Fifteen):



**Diagram Fifteen**

The structure envisages 3 tiers of parking management that would apply to public on and off-street parking. The following table explains the broad approach

Zone	On-street parking	Off-street parking
1	<p>This zone covers the core of the town centre, where intensity of land-use (and consequent demand for parking) is at its highest. In this area access to these activities is achieved by maintaining relatively high rates of turnover in the use of parking spaces. The boundaries of the zone reflect the current extent of the P30 parking (although there are examples of shorter stay parking based around access to particular activities). The off-street carpark within this zone is the Dunmore Street carpark. This carpark has 48 spaces and is usually close to full.</p> <p>Cycle parking will be installed in the Dunmore Street carpark.</p> <p>A key challenge within this area is the poor compliance with time restrictions. Council will formalise target levels of compliance and develop methods for their achievement</p>	

	(acknowledging the recent rejection of a proposal to install pay and display machines incorporating free parking at current levels).
2	<p>Zone 2 covers streets immediately adjacent to Zone 1. The controls provide for longer stays for visitors.</p> <p>The zone includes the Brownston Street and Dungarvon Street carparks and Bullock Creek Lane (council free-hold land that provides access to the Library and the arts centre). Given these carparks' close proximity to the core of the town centre short stay parking will be considered for these areas. The key disadvantages of replacing unrestricted parking with short stay parking will be the dislocation of all day parkers and the potential to create more short stay parking than is needed. Accordingly, time restrictions will be phased in and linked to the provision of commuter parking on the periphery of the town centre. Cycle parking will be installed in council carparks and on-street</p>
3	<p>This zone is presently unrestricted. As the town centre grows it is likely that on-street commuter parking will increase</p> <p>Opportunities to formalise and increase supply of unrestricted on-street parking on Ardmore St, adjacent to Pembroke Park, and Lismore Lane, in the vicinity of the Monley Lane steps.</p> <p>The Wanaka Lakefront Development Plan identify opportunities for</p> <ul style="list-style-type: none"> <li>• better provision for campervans (particularly through improved signage) will be explored</li> <li>• improved carpark layout to assist parking search without having to use Ardmore St to travel between carparks.</li> </ul>

#### 7.4 PARKING PROGRAMME IMPLEMENTATION STRATEGY AND TRIGGER POINTS

The following table outlines the timing of the proposed strategy implementation projects. These are set out where

- Short term refers to the 2015/16 – 2017/18 period
- Medium term refers to the 2018/19 – 2024/25 period
- Long term refers to the 2025/26 – 2044/45 period
- The reference number against each project can be used to go to further information about the project in Appendix Two.
- I denotes “implementation”
- B denotes “business case”
- D denotes “design”

Ref	Business Cases & Projects Town Centre and Fringe	Short	Med	Long
1.1	On and Off-street parking - Operational review of charges and time restrictions.	I*	I	I
1.2	Installation of secure bike parking facilities <ul style="list-style-type: none"> <li>• Brownston St, Dunmore Street and Dungarvon Street carparks</li> <li>• On-street</li> </ul>	I	I	I
1.3	District plan review <ul style="list-style-type: none"> <li>• Retention of no parking requirement in town centre</li> <li>• Encouragement of end-of-trip facilities for cyclists and pedestrians</li> <li>• Requirement for integrated traffic assessment</li> </ul>	BI	BI	BI
1.4	New off-street parking	BD	I	I

#### 7.5 ROADS, ROADSIDES AND PATHWAYS

This is the infrastructure that Council and NZTA provide for us to drive, walk, bike and bus on. It includes the footpaths, roads, and tracks, as well as facilities such as bus shelters, and street lights.

The strategic directions seek the use of roads, roadsides and pathways to reduce the number of commuter vehicles travelling into the town centre and to encourage a shift in the mode split, away from private vehicle use for visitor and school trips.

As well as giving regard to the mode development principles described earlier, a programme for roading, roadsides and pathways has been developed on the basis of the following principles

- Roading, roadside and pathways projects will complement and promote the town centre street typology
- Roads, roadsides and pathways projects will seek to provide safe, convenient, and continuous links between trip origins and destinations
- The impacts of roading projects on the operation of all transport modes (including cycling and walking and future provision of public transport) will be assessed as part of all project design.



Diagram Sixteen

7.6 CYCLING AND WALKING (GO BACK AND REFERENCE PARA IN 2.4.2)

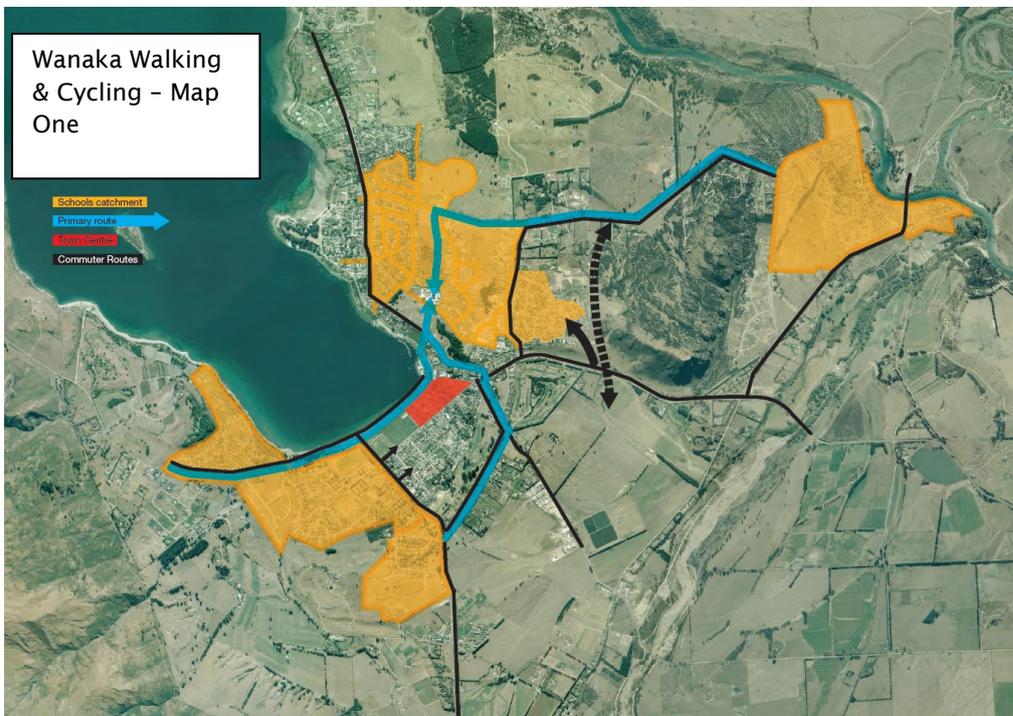


Diagram 17

7.7 ROADS, ROADSIDES AND PATHWAYS PROGRAMME IMPLEMENTATION STRATEGY AND TRIGGER

## POINTS

The following table sets out the projects.

Ref	Projects	Short	Med	Long
2.1	Ballantyne Rd Corridor Upgrade	BD	I	
	• Ballantyne / Riverbank Rd Safety Improvements			
	• Ballantyne Rd (Riverbank – SH84)			
2.2	Town Centre Shared Space	BD	BDI	
2.3	Cross town / SH connection (Ballantyne Rd/Hedditch Street)	B	DI	
2.4	Road network review		B	
2.5	Cycling and Walking Catchment Audits/Minor Improvements	BDI	BDI	BDI
2.6	Main school bike/walk routes			
	• Lakefront	BD	I	I
	• Albert town	BD	I	I
	• Golf Course Rd	BD	I	I
	• Aubrey / Three Parks (new link)	BD	I	I
2.7	Main commuter bike/walk routes			
	• Cardrona – McDougall/Golf Course		BDI	I
	• Ardmore		BDI	I
	• Beacon Point/Lakefront		BDI	I
	• SH6/SH84		BDI	I
	• Aubrey-Anderson link		BDI	I
	• Ballantyne		BDI	I
2.8	Intersection improvements			
	• Ballantyne Rd/Riverbank Rd			
	• SH84/Anderson Rd	BD	I	
	• SH84 / SH6 (NZTA)	B	D	I
2.9	Anderson Rd Corridor improvements	BD	I	
2.10	Crown Range Rd route safety study	BD	I	I
2.11	Grey-spot study	BD	I	I

### 7.8 TRANSPORT INFORMATION IMPLEMENTATION STRATEGY AND TRIGGER POINTS

Transport information covers information that assists people make choices about how to travel. It also includes the information to help people use the system.

A programme for transport and has been developed on the basis of the following principles

- The agencies providing transport information will be encouraged to take a consistent approach to the provision of accessible and accurate information on transport options.
- Transport information will support the efficient use of the transport network and the transport choices it provides.

The agencies will develop and maintain a transport communications plan.

The following table sets out the transport information projects.

Ref	Business Cases & Projects	Short	Med	Long
3.1	On-street wayfinding signage system	DI		
3.2	Transport Communications Plan	BDI	I	I
3.3	School travel planning	I	I	I
3.4	Business travel planning	DI	I	I

### 7.9 PUBLIC TRANSPORT SERVICES IMPLEMENTATION STRATEGY AND TRIGGER POINTS

Public transport services can include everything from ferries, to buses, to intercity coaches and taxis. Regional councils have oversight for the planning of public transport services, which typically will focus on the provision of urban scheduled bus and ferry services.

As mentioned earlier it is not anticipated that scheduled urban services will be introduced to the ward within the foreseeable future. However, a myriad of other services will operate and develop. These include:

- Taxi and small passenger vehicle services
- Coach services bringing visitors to and through the ward
- Scheduled services between Wanaka and other nearby centres, including Queenstown and Cromwell
- Total mobility services for the disabled

Over recent years this element of the passenger transport sector has undergone changes, with providers coming and going. Council will need to be alert to these changing needs principally by responding to requests for areas to stop and pick up /set down passengers. This role extends to enforcement of parking restrictions and enabling operators to provide service information at stops and stands.

The following principles will be adopted in seeking to improve the performance of public transport services

- QLDC will work with NZTA and ORC to use revenue from town centre parking facilities to fund targeted improvements to public transport services and infrastructure

The following table sets out the public transport service projects.

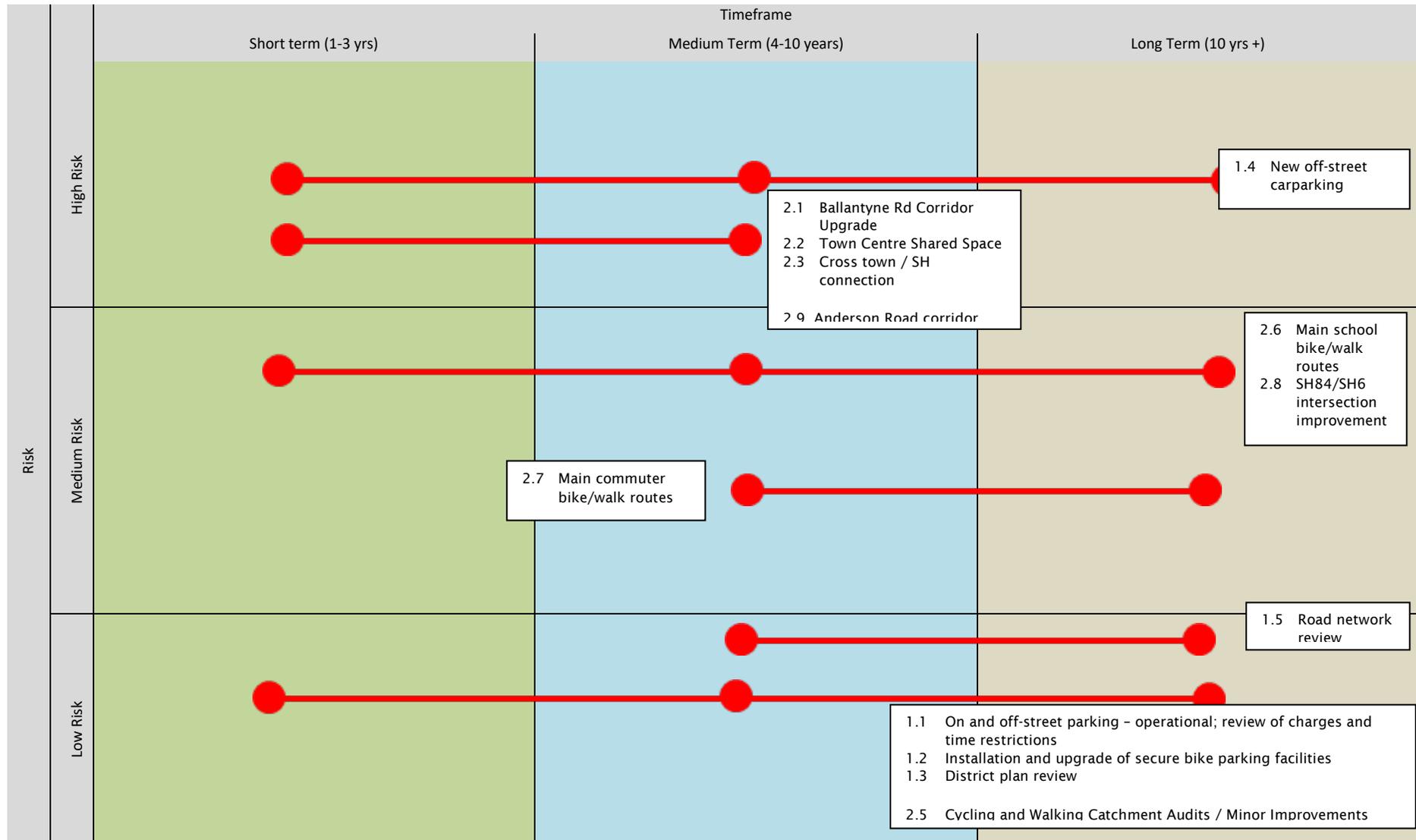
Ref	Business Cases & Projects	Short	Med	Long
4.4	Skifields to town centre journey	SDI		

In developing a programme implementation strategy the following questions need to be considered:

- What is the optimal timing for activities in the programme to achieve the SMART objectives?
- Where activities in the programme rely on certain trigger points or synergies with changes in land use?

The implementation strategy will identify the organisations responsible for delivering on their parts of the programme, and will give direction to the criticality of each element to achieving the SMART investment objectives.

The implementation strategy should also consider how the SMART investment objectives will be reviewed after delivery of each activity in the programme. There may be no need to pursue parts of the programme if after review, a few of the activities have delivered the majority of the outcomes and benefits. This could also then result in a change in the trigger points for when further activities in the programme may be required.

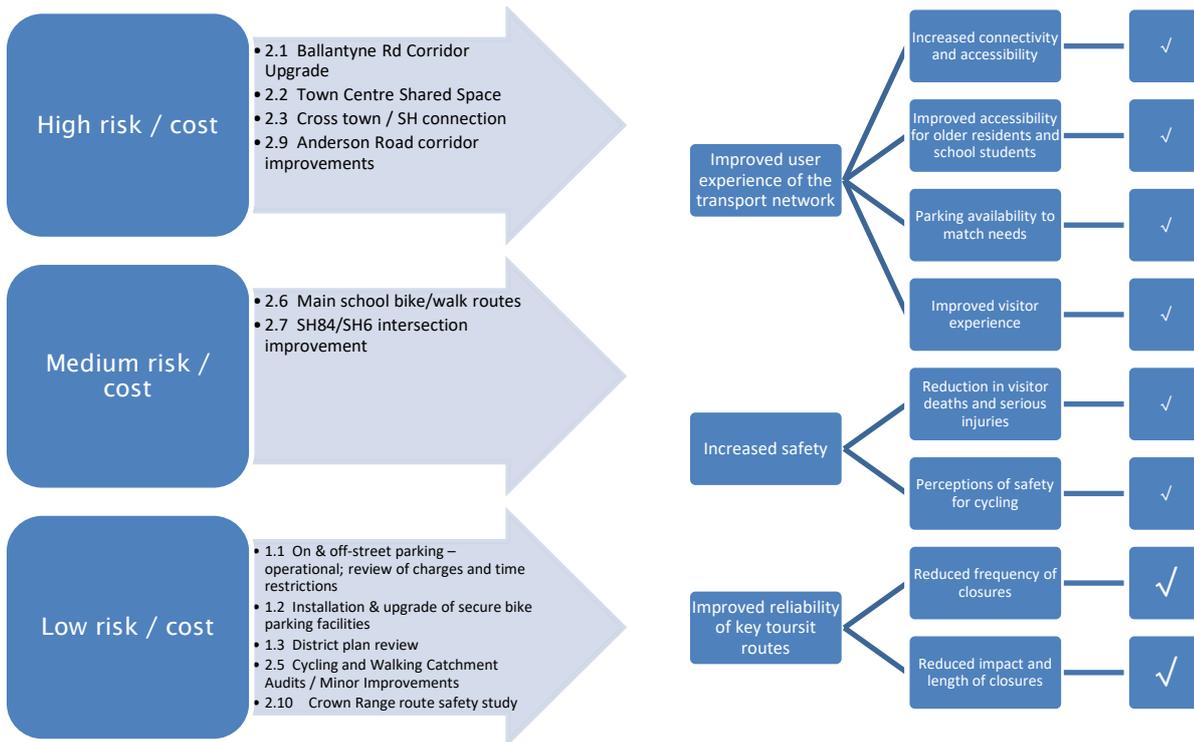


## 8 RECOMMENDED PROGRAMME – ASSESSMENT

### 8.1 PROGRAMME OUTCOMES

The programme is designed to achieve the benefits identified through the ILM process, by addressing the KPI's. This is explained by the following diagrams. The commentaries following each diagram reference the measures for each investment KPI. These are shown in the Benefit Map in Appendix B.

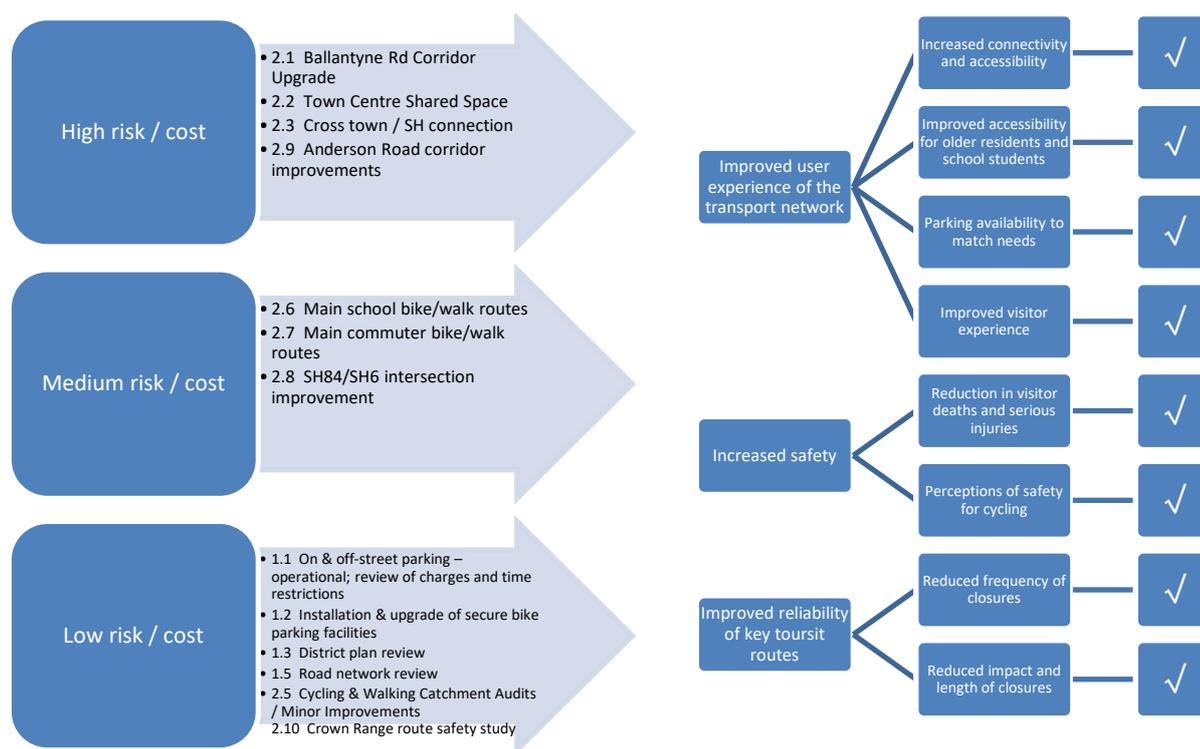
#### 8.1.1 Short term



Minor expenditure on elements such as parking reviews and the installation of low cost improvements will occur in the short term. The focus of the activities planned for the short term is however to progress individual business cases under the programme. This will provide inputs to the upcoming review of the Council's long term plan and the development of the next Otago Regional Land Transport Plan. The latter will be critical to obtaining NZTA commitment to co-invest in ongoing road network reviews and in the cycling and walking improvements proposed in the programme.

Accordingly, the impacts of the programme on the investment KPI's is likely to be generally low in the short term. Significant existing activity in resilience and winter maintenance programmes will continue to achieve good levels of route reliability

### 8.1.2 Medium Term



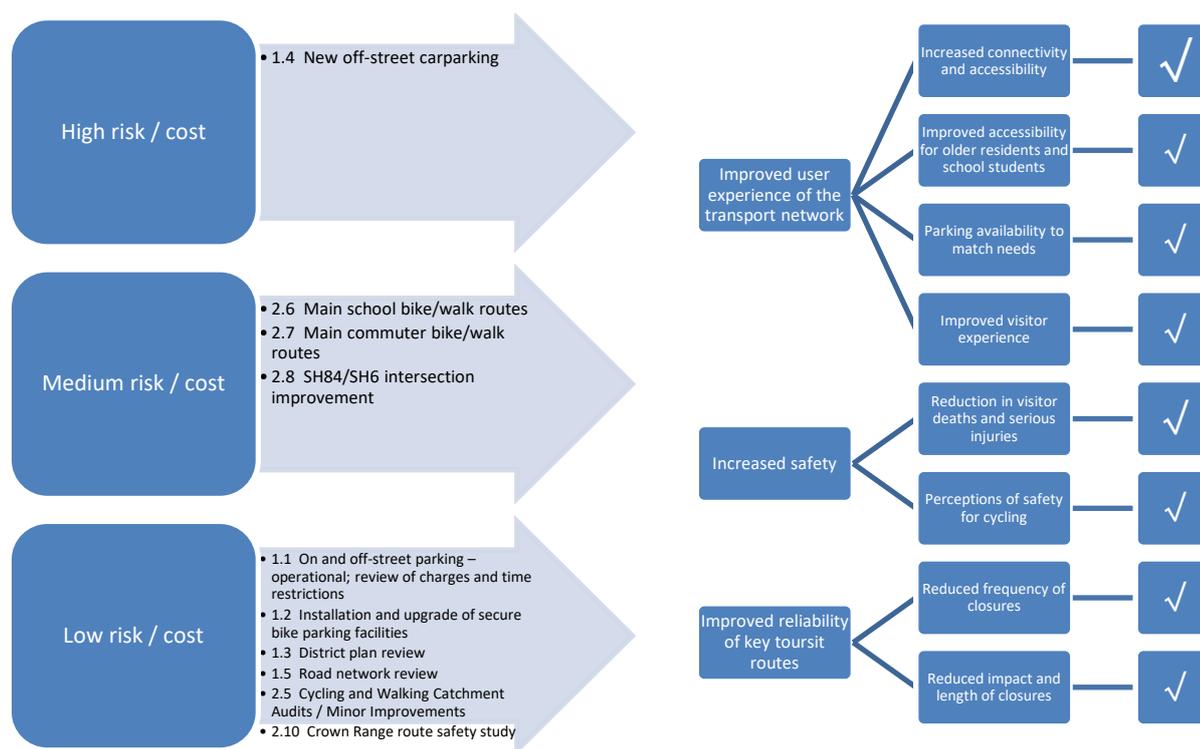
This phase will be dominated by the implementation of significant programme elements, in particular:

- Roading improvements on Anderson Road, Ballantyne Road and the cross-town / State highway 6 connection (Ballantyne Road / Hedditch Street / Lismore Street)
- The completion of the strategic cycle network through the implementation and improvement of the school and commuter networks.

These elements will be expected to contribute significantly to the impact on the measures and the investment KPI's.

Parking availability will be improved by implementation of improved management options in the medium term. However significant increases in supply are not likely in this period.

### 8.1.3 Long Term



In the long term the key infrastructure projects will be completed. This is reflected in the anticipated high impact of the programme on most measures in the long term.

### 8.2 PROGRAMME RISK

This section considers the risks associated with the programme. These can be broken down into the key risk areas such as:

- Technical;
- Operational;
- Financial;
- Stakeholder/Public;
- Environmental and social responsibility;
- Safety; and
- Economy.

### 8.3 VALUE FOR MONEY

This section will detail the results of the economic analysis. An indicative benefit cost analysis should be provided. Indicative BCR ranges should be calculated for activities, and the programme as a whole.

### 8.4 SENSITIVITY ANALYSIS

The forecasting of future costs and benefits at the programme level will involve a degree of uncertainty and the economic analysis will be sensitive to the assumptions or predictions inherent in the analysis.

Two types of uncertainty may occur: the first relating to the size or extent of costs or benefits, such as variations in construction, maintenance or operating costs, or predicted traffic flows not eventuating and the other relating to the timing and scale of unpredictable events.

Summarise the sensitivity analysis undertaken, what variables have been examined, and what the impact is on

the programme BCR.

## 9 PROGRAMME FINANCIAL CASE

The QLDC has made the following provision in its long term plan for implementation of the Wanaka programme:

- \$150k per annum (Wanaka transport strategy implementation)
- funding allocations from district wide parking budget (unsubsidised) and minor improvements programme.

The nature of the programme is that the review of the long term plan within the next two years (leading to the adoption of the 2018-28 plan) will enable funding levels to be reviewed with inputs from the business case development.

For the most part the programme will be funded by QLDC. Advocacy for funding support will be required to obtain NZTA co-investment, particularly as relates to the cycling and walking activities.

An area of concern relates to the SH6/84 intersection. There is no clear case for physical changes to this intersection in the short or medium terms on the basis of safety or intersection capacity. However, development of land around this intersection has the potential to constrain future options to upgrade this intersection. NZ Transport Agency will be encouraged to consider options for protecting its ability to upgrade the intersection in the longer term.

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# PART C – DELIVERING AND MONITORING THE PROGRAMME

## 10 MANAGEMENT CASE

### 10.1 PROGRAMME GOVERNANCE AND REPORTING

Overall governance responsibility for the programme will rest with QLDC – this recognises the current status of the programme where accountability for most project elements rests with the Council. The QLDC will keep NZ Transport Agency and ORC informed of progress in the implementation of the programme.

### 10.2 STAKEHOLDER ENGAGEMENT AND COMMUNICATIONS PLAN

Stakeholder engagement will vary according to the nature of the individual programme elements. As each business case commences the stakeholders will be identified.

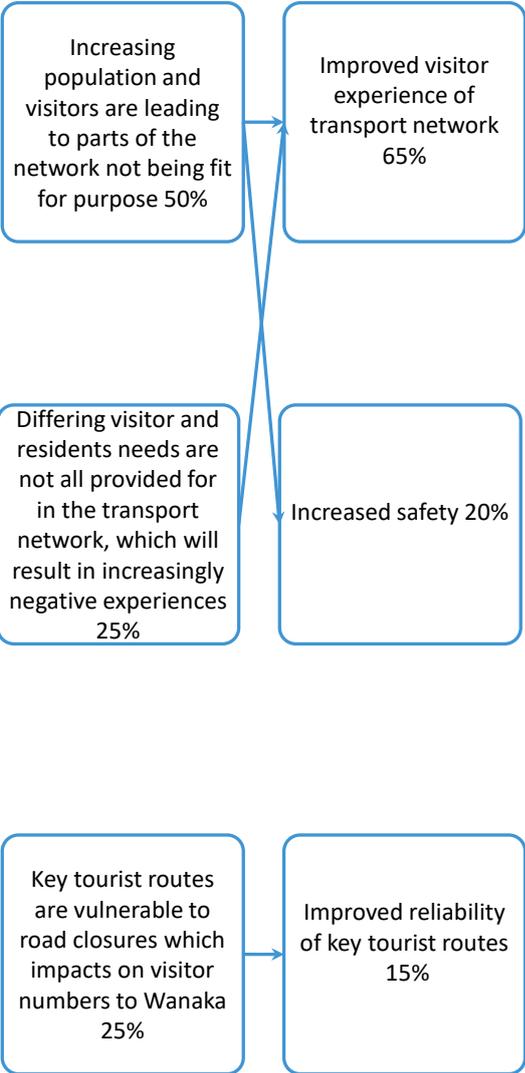
### 10.3 PROGRAMME PERFORMANCE AND REVIEW

The progress in implementing the programme will be reported each year to the Wanaka Community Board. This will follow the annual March/April traffic and parking surveys.

APPENDIX A – INVESTMENT LOGIC MAP

Informing the review of the Wanaka Transport Strategy

Key transport issues in the Wanaka area



Lyal Cocks  
Dougal List  
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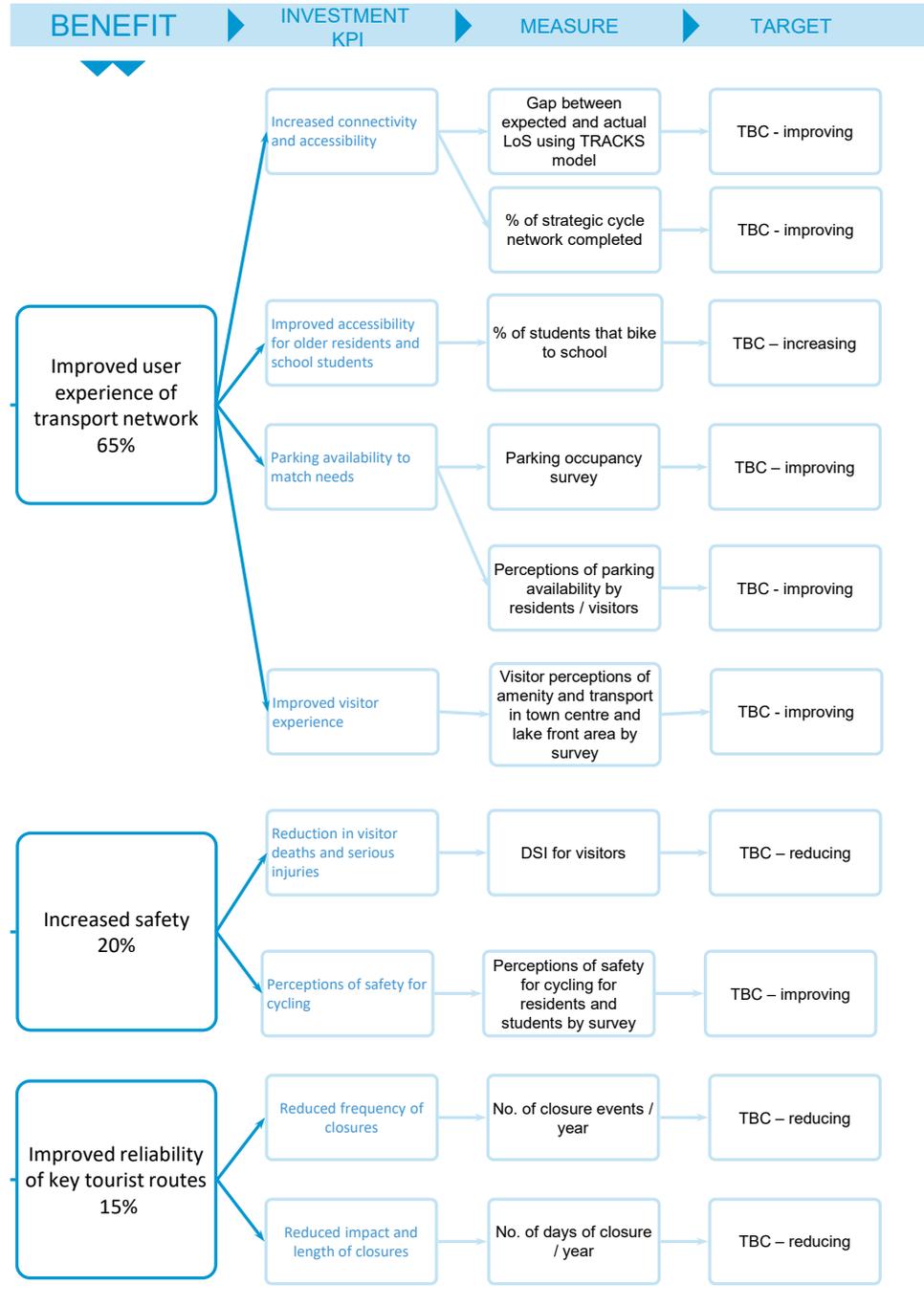
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Dougal List 18/08/14  
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**APPENDIX B – BENEFIT MAP**

**Informing the review of the Wanaka Transport Strategy**

Key transport issues in the Wanaka area

Investor: QLDC  
Facilitator: Dougal List  
Initial Workshop: 25/8/14  
Version no: 1.0  
Last modified by: Dougal List 4/9/14



Template version: 4.0

## APPENDIX C – CONSULTATION SUMMARY

### A) CONSULTATION AND COMMUNICATION APPROACH

The nature of the programme has meant that consultation has occurred over some elements but not others.

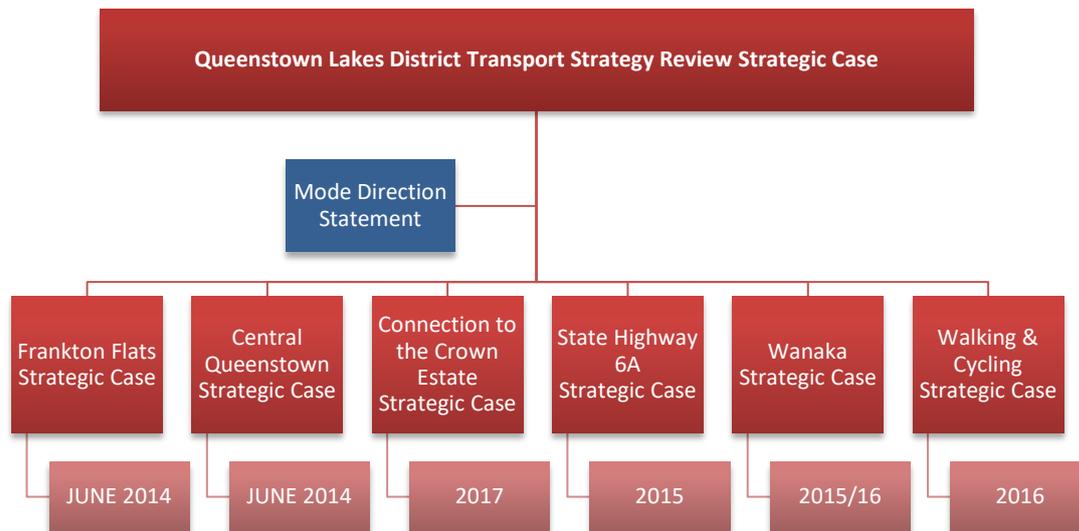
- No consultation has yet been undertaken over the road network planning. The process to date has been a desktop review of the network model outputs. This identified three key areas of road network planning, and each of these will require stakeholder involvement and public consultation.
- A similar approach has been taken for the cycling and walking network development. At community board level a framework for taking forward the development of the network has been agreed. Public consultation will be an important element of the development of the individual projects
- For parking, consultation was undertaken in 2015. This addressed the strategy direction for parking management as well as operational proposals. A four-week feedback period over the parking proposals set concluded on Monday the 19th of October. At feedback deadline 158 online responses had been received and a further 12 responses were received by way of emails and letters. A hearing, to enable the respondents to speak to their written comments was held on Wednesday the 11th of November. In line with the Community Board's decision at its meeting on the 21st of October, the full Community Board acted as hearings panel.

The link to the decision report to council is: <http://www.gldc.govt.nz/assets/Uploads/Council-Documents/2015-Full-Council-Agendas/26-November-2015/Item-9/9-Wanaka-parking.pdf>. This report explains how the submissions on the proposals were considered. The particular area where the approach was amended was in respect of charging for parking as a means of achieving improved compliance with parking restrictions. Most submitters opposed charging on the basis that it wasn't required and was 'out-of-character' for Wanaka. As a consequence the focus on the programme will be on developing options for achieving compliance, for consideration by the Community Board.

## APPENDIX D: MODE DIRECTIONS STATEMENT

### Introduction

The Queenstown Lakes District's 'district wide strategic business case' envisages transport strategy development taking place over a series of portfolios. The structure is summarised by the following diagram.



This mode direction statement provides a bridge between the District wide strategic case and the individual portfolio business cases (Frankton Flats, Queenstown town centres, etc.). It's intended that this will contribute to consistency across individual transport projects in guiding decisions at portfolio level on

- the competing demands for the limited road space on the network and helping to prioritise the trade-offs that need to be made.
- the problems and benefits identified by the district-wide strategic business case.

This document presents a number of principles and success factors that help to set a broad direction for mode development within the individual portfolio cases. It is intended that these will be considered and adapted, as appropriate, within each portfolio business case.

## Document Intent

By developing a broadly consistent approach to the development of the individual portfolio business cases, transport investment will be more effective in addressing the transport problems (and the benefits of addressing those problems) identified by the District-wide strategic business case.

For this approach to work, partnerships are needed, across all players involved. QLDC, NZTA, ORC, and other relevant stakeholders will use this document to inform decisions that affect the way the transport system is managed and developed through the portfolio business cases.

The benefits identified in the District wide strategic case equate to three long term aims that we want to see for the Queenstown Lakes District. The three benefits are:

1. Improved productivity of the transport network
2. Improved reputation for the Queenstown District
3. Improved community wellbeing

## Background

This document was developed by officers from Queenstown Lakes District Council, Otago Regional Council, and the NZ Transport Agency.

The district wide Queenstown Lakes District Council Transport Strategy Review Strategic Business Case is the 'overarching strategic case' for the Queenstown Lakes District. This provides a strategic direction for improvements to the transport system. The nature of the problems and benefits assessed by the Strategic Business Case pointed to the development of a number of 'Portfolio Business Cases', where more detailed problem analysis would be needed. This approach was taken because of the need to address priority areas (the portfolios) rather than take an all-encompassing approach to strategy development.

The Strategic Business Case identified a need to create a consistent and focused way to promote a smarter and more proactive approach to operating the existing transport system and the development of future transport projects. There is not a one-size-fits-all solution to transport problems across the Queenstown Lakes District. The portfolio approach, operating within the context of the District-wide Strategic Business Case and this mode development statement will enable the best outcomes can be developed.

This document has been developed using wider strategic documents that relate to the Queenstown Lakes District transport system.

## Summary of Principles

The following table summarises the principles that are presented in the remainder of this document

Benefit	Freight	Parking	Roading	Public Transport	Cycling	Walking	Land use
<b>Benefit 1: Improved productivity of the transport network</b>  (60%)	Make the most of existing urban network capacity						
	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.	Manage of on and off-street parking consistent with the achievement of market share targets for public transport, cycling and walking	Provide priority on the road network to maximise the movement of people rather than vehicles.	Implement targeted service improvements consistent with the achievement of market share targets for public transport, cycling and walking	Encourage and support higher levels of cycling and walking activity through improved facilities and good connections between the on and off road networks.		
				Encourage and support higher levels of pedestrian and cycling activity, and greater use of public transport through land-use planning.			
<b>Benefit 2: Improved reputation for the Queenstown District</b>  (30%)	Provide safe and reliable access to visitor activities 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.						
	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.		
<b>Benefit 3: Improved community wellbeing</b>  (10%)			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.	
	Activity centres play a pivotal role in establishing a more economically sustainable and liveable urban environment and pedestrians form a key part of those areas, indeed pedestrian access is often more critical than general traffic access.						

## Part B – Where to from Here

This document will be a reference document for the subsequent Portfolio Business Cases. It will ‘inform’ the option analysis of the programme business cases.

Another step will also be the development of a **Network Operating Framework** (NOF). The NOF is an integrated planning framework/process that aims to better manage and plan the use of the transport network and guides the development and implementation of a Network Operating Plan. The NOF comprises of 4 core elements, developed through a series of stakeholder workshops.

## Mode Direction Statement - Guiding principles and Critical Success Factors

Benefits	What we mean by this Benefit	Guiding Principles	Critical Success Factors
<p><b>Benefit 1</b></p> <p><b>Improved productivity of the transport network (60%)</b></p>	<p>This benefit seeks to improve the productivity of the transport system by increasing the use of alternative modes and encouraging high occupancy modes that use road space more efficiently. It also seeks to reduce the overall demand to travel by ensuring that land use planning is aligned to the planning of the transport system.</p>	<p><u>Principle</u> – Make the most of existing urban network capacity</p>	<p>This principle recognises the opportunities presented by making better use of the existing infrastructure, by encouragement of more space-efficient modes and increasing ridership of vehicular traffic</p>
	<p>By achieving this benefit we will:</p> <ul style="list-style-type: none"> <li>enhance the accessibility, adaptability and responsiveness of the system</li> <li>provide an efficient, reliable and well-connected network</li> <li>reduce the growth in the number of private cars on the network</li> </ul>	<p><u>Principle</u> – Provide priority on the road network to maximise the movement of people rather than vehicles.</p>	<p>This will be supported through higher priority for initiatives that generate greater person throughput.</p>
	<ul style="list-style-type: none"> <li>future proofing the system for significant additional growth in resident and visitor numbers</li> </ul>	<p><u>Principle</u> – Implement targeted service improvements consistent with achievement of market share targets for public transport, cycling and walking.</p>	<p>Public transport improvements will be appropriate in some catchments as a means of improving the productivity of the transport system.</p> <ul style="list-style-type: none"> <li>Public transport* integrated with other modes to improve the connectedness of the transport system (i.e. bike racks on buses, bus stops located at well-connected pedestrian areas, etc.)</li> <li>Public transport to be reliable and attractive alternative for tourists</li> <li>PT to be integrated with tourists activities including, ski field transport.</li> <li>Higher frequency services on main routes with routes focused on areas where you can get the most patronage.</li> <li>PT to improve attractiveness of cycling and walking (i.e. through provision of bike racks on buses)</li> </ul>
		<p><u>Principle</u> – Encourage and support higher levels of cycling and walking activity through improved cycling and walking facilities and good connections between the on and off road networks.</p>	<p>This Principle recognises that walking and cycling are transport modes with valuable role to play in reducing the reliance on cars.</p> <p><u>Walking</u></p> <p>With specific regard to walking this includes the many short trips people make, including trips to public transport stops, walking to/from car parks etc. Identifying walking routes and providing priority to pedestrians will support an increase in walking trips into and around activity centres.</p> <p>Encouraging walking as a transport mode requires attention to a number of elements that contribute to attractive walking and cycling environments. This can be achieved through a variety of measures</p> <ul style="list-style-type: none"> <li>Improving safety, particularly at arterials, within urban areas and where necessary building pathways separate from traffic</li> <li>providing (improved) pedestrian connections between key destinations(/activity centres) with the experience being pleasant and consistent</li> <li>reprioritisation pedestrian movements at intersections and increased priority crossing opportunities, i.e. including adjustments to signalised intersections and zebra crossings</li> <li>improved provision for attractive purpose designed infrastructure, this can include increases to pavement width or quality and better dwelling in public spaces (i.e. installation of trees and vegetation or the provision of street furniture)</li> <li>discouraging private vehicle use around the times of days where people have the priority/majority</li> </ul> <p><u>Cycling</u></p> <p>Identify cycling routes to support cycling trips into and around activity centres through a variety of measures including the reprioritisation of movements, improved provision for cycling. These journeys to be well integrated with other modes (i.e. park and cycle, bike racks on public transport)</p> <p>This can be achieved through a variety of measures</p> <ul style="list-style-type: none"> <li>providing routes which allow for a greater separation from other conflicting traffic</li> <li>Reallocating existing road space to routes which have the potential to attract large numbers of cyclists will be given a higher priority based on the level of person throughput.</li> <li>Providing for cycling in new roading projects</li> <li>Providing routes that are direct to key destinations (/activity centres) with dedicated cycle facilities that cater for novice riders, as well as experienced commuting cyclists.</li> <li>All urban buses are able to carry bikes, and urban town centres have bike racks.</li> <li>Keeping abreast with changing technology</li> <li>Provision of good quality cycle facilities, within the roading corridor, including separate facilities, will play</li> </ul>

			<p>an important role in increasing the levels of cycling</p> <p>The long term aim is being able to travel full journeys off roads, or when required have good connections through on/off road and local state highway connections.</p> <p>Recognising the importance of the NZ Cycle Trail, and providing sufficient, attractive and safe choices for travel between parts of the Trail and activity centres and tourist destinations.</p>
		<p><u>Principle</u> – 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.</p>	<p>The transport system needs to promote resiliency to ensure the District is resilient, to extreme weather conditions as well as in the face of expected changes in oil priced fuels.</p> <p>This Principle aims to develop a well-designed transport system which supports efficient freight movements , this includes -</p> <ul style="list-style-type: none"> <li>• Optimising freight movement operational efficiently by ensuring that commuter traffic does not unduly delay freight traffic.</li> <li>• encouraging freight traffic on routes where there is minimal disruption with the surrounding land uses and other modes</li> <li>• allowing for just-in-time delivery of goods</li> <li>• Time of day being an important aspect, and access should be tailored depending on the time of the day.</li> <li>• Ensure existing freight hubs (i.e. Cromwell) continue to function effectively</li> <li>• Recognising the wider regional linkages towards Dunedin and Cromwell</li> <li>• providing overweight and over dimensional access, or cost effective alternative routes are available where this is not possible</li> <li>• All state highway roads and primary collector roads and above are accessible by HPMV vehicles</li> <li>• All local roads are accessible to 50max vehicles except where restricted by bridges</li> </ul>
		<p><u>Principle</u> – Encourage and support higher levels of pedestrian and cycling activity, and the greater use of public transport, through land use planning.</p>	<p>Integrate land use planning with transport planning and provide for future transportation requirements. Develop a regional strategic transport network that provides for existing and future transport requirement, and guides future integration of land use with the transport network.</p> <p>This principle aims to, develop patterns of settlement and complementary transport systems that will enable, encourage and support people to make reduce reliance on private vehicular travel, particularly for short trips.</p> <p>This may include -</p> <ul style="list-style-type: none"> <li>• Discourage the use of cars for short trips in and around activity centres</li> <li>• Discourage commuter drivers in the district, encouraging the use of alternative modes</li> <li>• Encourage self-driver visitors to use PT and walking and cycling in Queenstown town centre.</li> <li>• Acceptance of delays for general traffic on main routes during peak times.</li> <li>• In areas that cannot be easily cycled or walked, or in areas without public transport services, private motor vehicle use will be still be the appropriate mode of transport.</li> <li>• Encourage land use development to occur in locations where services and infrastructure already exist, over those that require new or extended transport services or infrastructure</li> </ul>
		<p><u>Principle</u> – Manage on and off-street parking consistent with the achievement of market share targets for public transport, cycling and walking.</p>	<p>Parking supply is managed to achieve the desired transport outcomes this can include</p> <ul style="list-style-type: none"> <li>• Adopt a hierarchy approach to parking management.</li> <li>• Parking supply, including off street sites are suited to intended purposes.</li> <li>• Sites are chosen to suit intended use.</li> <li>• Parking is tailored for uses/users i.e. coach parking, campervan parking and mobility parking.</li> <li>• Parking while you walk around the town. Long term parking where required.</li> <li>• Provide adequate and well located coach parking.</li> </ul>

Benefits	What we mean by this Benefit	Guiding Principles	Critical Success Factors
<p><b>Benefit 2</b></p> <p><b>Improved reputation for the Queenstown District</b></p> <p><b>(30%)</b></p>	<p>This benefit will be achieved by improved visitor travel experiences and having a variety of mode choices.</p>	<p><u>Principle</u> - Provide safe and reliable access to visitor activity areas by multiple modes.</p>	<p>This Principle recognises that visitors wish to have mode choices and their perceptions of the district will be influenced by the quality of those choices.</p>
	<p>This needs to be around the reputation</p> <p>Visitors have quality, safe travel experiences on Queenstown Lakes District's roads and trails.</p>	<p><u>Principle</u> - Provide good visitor travel experiences. The transport system should not adversely affect the environment or the amenity of the adjacent land uses.</p>	<p>This Principle recognises the importance that the growth of the tourism industry will have on the Districts transport system and the necessity to maintain the attractiveness of the district to tourists.</p> <p>Tourists have good experiences on roads - sufficient journey planning information, choice of public transport to a variety of destinations, safe and reliable road network, with adequate road side facilities and provision of information about differing travel choices - for example provision of adequate, appropriate coach parking, pick-up/drop-off points in areas used by tourists.</p> <p>Existing public transport is largely orientated to the visitor market. These visitor-oriented services should increasingly become an important mode of travel for tourists as opposed to private vehicles.</p> <p>Recognising the importance of the NZ Cycle Trail, and providing sufficient, attractive and safe choices for travel between parts of the Trail and activity centres and tourist destinations. Growth in cycle tourist on off-road trails, as amenities and connected services increases (i.e. bike hire). Promoting cycling to be less seasonal and an all year round activity.</p>
	<p>The ability of individuals, families, households and businesses to undertake necessary travel and carriage of freight in safe, healthy, convenient and affordable ways, with travel constrained only by the choices that people make (i.e. the realities of residential and business locations).</p>	<p><u>Principle</u> - Provide attractive town centres for people and businesses with good transport connections for all modes.</p>	<p>Encourage and support higher levels of pedestrian activity through land-use planning that enables people to live within walking distances of local services, including transport services, and through improved pedestrian facilities.</p> <p>Ensure there is good connectivity to the walking and cycling network.</p> <p>Promote walking as the main mode of transport around town centres and discourage private vehicle use during peak pedestrian times.</p>
		<p><u>Principle</u> - Provide a high quality public transport service that is efficient, reliable and frequent.</p>	<p>Targeted services to those areas with the most potential for increased patronage and where they will be greater use of the PT System, e.g. Fernhill and Frankton.</p>

Benefits	What we mean by this Benefit	Guiding principles	Critical Success Factors
<p><b>Benefit 3</b></p> <p><b>Improved community wellbeing</b></p> <p>(10%)</p>	<p>Encouraging more environmentally sustainable and healthy travel modes, such as walking and cycling</p> <p>Making the existing network more resilient through better management of and response to incidents.</p> <p>Provide better access to activity areas and job opportunities by providing travel choice</p>	<p><u>Principle</u> - Improve the health and well-being of the community by providing better access to facilities for active modes.</p>	<p>Identified walking routes can reinforce the strengths of existing land use and transport patterns by encouraging pedestrian movement in desired areas and creating viable commercial opportunities to attract private investment.</p> <p>The dominant mode for walking around the town centre, not for vehicles.</p> <p>Promote an increase in the number of children walking, cycling to schools</p> <p>Improved land-use planning practices will also assist in greater levels of cycling activity in the district because the cycle network will provide a greater level of accessibility to local services and attractions by bicycle.</p> <p>Increase in recreational cycling – park and cycle, retired people.</p> <p>Improve cycling network connectivity – a good network of connected trails (incl. SH, local roads and off road).</p> <p>Promote the district as a cycling destination to visitors</p>
		<p><u>Principle</u> -Reduce the incidence of road closures as a result of unexpected and unplanned events.</p>	<p>Making existing roads operate more effectively through better management of and response to incidents.</p> <p>Having a coordinated plan to operate “one network” will allow more efficient operation of traffic signals and traffic lanes, and better information and more reliable journey times for road users to provide smarter travel choices.</p> <p>Recognising the importance of the state highway network to ensure the district is resilient, particularly in winter, especially for freight vehicles.</p> <p>Importance of maintaining the main links to Dunedin, Invercargill and Christchurch, especially for freight.</p> <p>Encourage the development of resilience plans</p> <p>Providing communication on the entire network watching for road closures</p>
		<p><u>Principle</u> - Activity centres play a pivotal role in establishing a more economically sustainable and liveable urban environment and pedestrians form a key part of those areas, indeed pedestrian access is often more critical than general traffic access.</p>	<p>Enhanced public transport connections</p> <p>And car parking management</p> <p>More frequent and convenient crossing locations and reduced waiting times for pedestrians</p> <p>Discourage vehicles from in and around town centres.</p> <p>Parking located at convenient locations for suitable amounts of time.</p> <p>Enhanced connectivity for all modes</p>

## APPENDIX E: PROJECT - BRIEF DESCRIPTIONS

Ref	Business Cases & Projects
1.1	Operational Parking Reviews <ul style="list-style-type: none"> <li>• Reviewing time restrictions and charges</li> <li>• Undertaken every 3-4 years.</li> <li>• Most recent review undertaken in 2015</li> <li>• Key immediate action is development of operational targets for compliance, with associated monitoring</li> </ul>
1.2	Installation of secure bike parking facilities <ul style="list-style-type: none"> <li>• Bike parking facilities to be installed in modular form to allow incremental upgrades to <ul style="list-style-type: none"> <li>○ Increased capacity</li> <li>○ Add service – tyre pumps, e-bike chargers, showers/lockers</li> <li>○ Provide shelter</li> </ul> </li> </ul>
1.3	District Plan Review <ul style="list-style-type: none"> <li>• Transport provisions reviewed as part of the wider district plan review.</li> <li>• Undertaken roughly every 10 years.</li> <li>• Transport provisions of the current District Plan to be reviewed within the next 18 months</li> </ul>
1.4	New off-street parking <ul style="list-style-type: none"> <li>• Project to identify opportunities for additional or replacement off-street parking within close proximity of the town centre.</li> <li>• Will consider appropriateness of the Dunmore Street carpark in context of the shared space initiatives.</li> </ul>
2.1	Ballantyne Road Corridor Upgrade <ul style="list-style-type: none"> <li>• Will develop business case for the future function and form of Ballantyne Road (full length). Business case will provide input to 2018 long term plan and regional land transport plan</li> <li>• Ballantyne Road / Riverbank Rd intersection investigation to progress separately</li> </ul>
2.2	Town Centre Shared Space <ul style="list-style-type: none"> <li>• Will develop and implement plans for shared space / pedestrianisation of the core town centre streets</li> <li>• Elements of project are underway in 2015/16 with the examination of Ardmore Street and Lakeside Rd as part of the Lakefront Reserve Development Plan</li> </ul>
2.3	Cross town /State highway Connection (Ballantyne/Hedditch) <ul style="list-style-type: none"> <li>• Will progress the business cases for the Ballantyne – Hedditch connection, to provide input to the 2018 long term plan and regional land transport plan</li> </ul>
2.4	Road network Review <ul style="list-style-type: none"> <li>• Strategic review of the planned road network.</li> <li>• Last review undertaken in 2015 and should be undertaken every 5-6 years.</li> <li>• Includes updates to transport models following to coincide with national census</li> </ul>
2.5	Cycling and Walking Audits <ul style="list-style-type: none"> <li>• Reviews of road / path conditions against council standards. Outputs generally feed into minor improvements programmes</li> <li>• Undertaken every 3 years</li> </ul>
2.6	Main School bike /walk routes <ul style="list-style-type: none"> <li>• Development of detailed programme, funded by NZTA, for upgrade of school walking/bike routes</li> <li>• Significant improvements to commence in the 2018 long term plan period.</li> </ul>
2.7	Main commuter bike/walk routes <ul style="list-style-type: none"> <li>• Work to commence in 2018 long term plan period</li> <li>• Will link to school and recreation route work</li> </ul>
2.8	SH6/84 Intersection improvement <ul style="list-style-type: none"> <li>• Protection of ability to upgrade intersection in the long-term.</li> </ul>
2.9	Anderson Rd Corridor <ul style="list-style-type: none"> <li>• Business case required to identify capacity improvements.</li> <li>• Linked to cycling commuter route project</li> </ul>
2.10	Crown Range Rd route safety study <ul style="list-style-type: none"> <li>• Project to identify and prioritise safety improvements for Crown Range Rd.</li> <li>• Project will need to tie in with the district wide road safety programme business case (being developed separately within council)</li> </ul>

	<p>Grey Spot study</p> <ul style="list-style-type: none"> <li>• Project to identify and prioritise safety improvements for crash 'grey spots'</li> <li>• Project will need to tie in with the district wide road safety programme business case (being developed separately within council)</li> </ul>
3.1	<p>On-street wayfinding signage system</p> <ul style="list-style-type: none"> <li>• Project shared with Queenstown town centre</li> <li>• Development of appropriate level of wayfinding for pedestrians in the town centres</li> <li>• To be developed and implemented within the current long term period.</li> </ul>
3.2	<p>Transport Communications Plan</p> <ul style="list-style-type: none"> <li>• The communication of transport information by the network of agencies that visitors and residents go to for transport information is presently inconsistent (in terms of the ease of finding the information, and its accuracy)</li> <li>• Information needs are diverse - ranging from availability of parking; bus timetables, routes and fares; through to the routes off-road paths.</li> </ul>
3.3	<p>School travel planning</p> <ul style="list-style-type: none"> <li>• Continuation of current school travel plan</li> <li>• Review required of current investment to explore benefits of increasing this</li> </ul>
3.4	<p>Business travel planning</p> <ul style="list-style-type: none"> <li>• Development of business travel plan programme to be jointly funded by NZTA</li> </ul>
4.1	<p>Skifields to town centre journey</p> <ul style="list-style-type: none"> <li>• Project will work with skifield operators to improve rideshare transport options for conveying Skifield staff and customers between the Wanaka town centre and the skifields. Within scope will be infrastructure improvements location of carparking, bus stops and shelter as well as provision and promotion of services</li> </ul>