

**Infrastructure Committee
11 March 2021**

Report for Agenda Item | Rīpoata moto e Rāraki take : 2

Department: Property & Infrastructure

Title | Taitara Arthurs Point Crossing Single Stage Business Case

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

The purpose of this report is to inform the Infrastructure Committee of the completion of the Arthurs Point Crossing Single Stage Business Case (APC SSBC) and seek endorsement of the recommended next steps to take Stage 1 (active modes bridge) forward into the delivery stages and Stage 2 (road bridge) to be deferred for reconsideration during the 2031-2041 LTP, or until funding is available, if earlier.

RECOMMENDATION | NGĀ TŪTOHUNGA

That the Infrastructure Committee:

1. **Note** the contents of this report; and
2. **Endorse** the Arthurs Point Single Stage Business Case and proceed with the recommended staged approach.

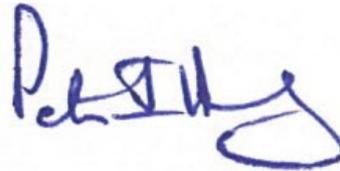
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27/01/2021

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28/01/2021

CONTEXT | HOROPAKI

- 1 The single lane Edith Cavell Bridge at Arthurs Point is the sole crossing over the Shotover River on the busy local road between Arrowtown and Queenstown. The single span reinforced concrete arch bridge was constructed in 1919 and is approximately 50m long and 30m high.
- 2 The current issues associated with the bridge include the following:
 - A lack of active travel facilities are a safety issue and significant barrier to active travel
 - It reaches capacity at peak times, with traffic delays
 - It is a heritage structure that may not perform well in an earthquake
- 3 The APC SSBC stems from the recommended programme of the Queenstown Integrated Transport Programme Business Case (QITPBC), endorsed by Waka Kotahi (WK) and the Queenstown Lakes District Council (QLDC), and supported by Otago Regional Council (ORC) in 2017. The identification of the project preceded the current Way to Go partnership between QLDC, WK and ORC.
- 4 The project was identified as an activity to be addressed in a Single Stage Business Case. The project is closely linked to the Wakatipu Active Travel Network (WATN) project, however, crossing the Shotover River was left out of the WATN SSBC on the premise that a separate business case would be produced to justify its need and demonstrate that it could be delivered. The economic case for the Arthurs Point to Queenstown route of WATN Stage 2 is largely contingent on an upgraded Arthurs Point Crossing being in place. The river represents a key barrier to completing the walking and cycling network, with an upgraded crossing critical to achieving the WATN project's Investment Objectives.
- 5 The current QLDC 30 Year Infrastructure Strategy identified the project for its potential to contribute to improving network resilience and improvements to attract and increase the number of walking and cycling trips as well as improve traffic wait times and safety related to vehicle queuing.
- 6 The Arthurs Point Crossing Single Stage Business Case (Attachment A) has been developed by WSP between April 2020 and January 2021. The business case serves as both the robust, evidence based identification of the preferred option, and also an application to NZTA for funding assistance. The Business Case proposes the project is delivered as follows:
 - a. APC Stage 1: an active modes bridge approximately 400m downstream from the existing Edith Cavell bridge (with connecting trail tying in around the old Arthurs Point pub car park to the south and Atley Road to the north). It is proposed that this is delivered during 2021/2022 as a variation to the Wakatipu Active Travel Network Stage 2 project which is currently ongoing.
 - b. APC Stage 2: a new two-lane road bridge approximately 100m downstream from the existing Edith Cavell bridge. The heritage Edith Cavell Bridge will be converted

to a walking and cycling bridge once the road bridge is built. It is proposed that this project is deferred for reconsideration during the 2031-2041 LTP (corresponding with Waka Kotahi NZ Transport Agency 2030-2033 NLTP).

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

- 7 The need for providing new, improved and connected active travel routes is present in all high level transport policy and in all local transport programme level business cases.
- 8 The business case process follows a set sequence from identifying (or confirming) problems and opportunities, to identify a long list of options, which are then analysed and prioritised until a preferred option or options are clear. These are then analysed even further, to understand how they will meet investment objectives, how much they are likely to cost, how and when they will be constructed, and who will manage / operate them. Typically, this looks forward some 30 years, with an emphasis on ongoing reviews. Investment from WK is possible if the outcomes align with their existing assessment framework. Details on the various elements of this process are explored in detail in the attached business case.
- 9 The business case includes details of funding requirements, including contributions from partners, specifically WK, who have been a partner throughout the process, providing investment advice and walking / cycling expertise. Approval of the business case is a pre-requisite to funding from WK.
- 10 The current LTP (2018-2028) includes \$39.6 million for design and construction of a new bridge to replace the existing Edith Cavell Bridge to be delivered over the period of 2018/19 – 2031/32. The revised funding plan is summarised below:

Summary of estimated financial costs	2020/21	2021/22	2031/32	2032/33
	Stage 1		Stage 2	
Net Project Property Cost (P50)	\$ 375,100		\$ 1,778,600	
Pre-implementation phase (P50)	\$ 277,000		\$ 1,414,500	
Implementation phase (P50)	-	\$1,621,000	-	\$15,379,000
TOTAL	\$652,100	\$1,621,000	\$3,193,100	\$15,379,000
	\$2,273,100		\$18,572,100	

- 11 The following investment objectives were agreed with project partners:
 - a. Provides a safer, more accessible path for all confidence levels of pedestrian and cyclist between existing routes (and planned upgrades) in the short term

- b. Ensures travel time reliability is maintained for growing vehicle traffic volumes
- c. Improves overall network and route resilience to seismic events and closures of SH6A in the long term
- d. Enables future land use development and growth by providing additional traffic and utilities capacity

12 **Option 1 – Do nothing**

Advantages

- a. No significant expenditure

Disadvantages

- a. Does not meet the investment objectives.
- b. Does not address the current lack of safe access for walking / cycling.
- c. Does not provide for future infrastructure.
- d. Relies on existing “heritage” infrastructure.

13 **Option 2 – Endorse** the Arthurs Point Single Stage Business Case and proceed with the recommended staged approach.

Advantages

- a. Cost effective way to address active mode issues in the short term.
- b. Provision of a safe walking / cycling crossing.
- c. Encourages behavioural changes.
- d. Acknowledges timely interventions for resilience and affordability issues.
- e. Provides improvements to the alternate route from Arrow Junction to Queenstown.

Disadvantages

- a. Requires investment, possibly beyond the current LTP.

14 **Option 2** is the recommended option as it presents a staged approach, which considers short term safety and amenity, and longer term resilience and efficiency.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 15 This matter is of high significance, as determined by reference to the Council's Significance and Engagement Policy because of the levels of community interest and positive effects on the environment. Significant levels of consultation across a wide range of stakeholders and the general public has been completed throughout the suite of related transport workstreams.
- 16 The persons who are affected by or interested in this matter are residents, stakeholders and ratepayers of the Queenstown Lakes District community as well as visitors and businesses.
- 17 The Council will continue to consult, including to individual property owners and stakeholders, as required, as the two stages of the project progress through the design and construction phases.

> MĀORI CONSULTATION | IWI RŪNANGA

- 18 The Council has attempted to engage with iwi during the early stages of the project. The location has no known political or spiritual significance and the importance of the place to Tangata Whenua is not known, though Aukaha have informally indicated that there are no concerns with cultural impacts in the project area.
- 19 Further thorough and comprehensive iwi consultation will be required prior to and during the formal planning process.

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

- 20 This matter relates to the Community & Wellbeing risk category. It is associated with Risk 00012 Core Infrastructure is insufficient – poor infrastructure planning within the QLDC Risk Register. This risk has been assessed as having a high inherent risk rating.
- 21 The approval of the recommended option will support the Council by allowing us to implement additional controls for this risk. This shall be achieved by managing a staged approach to address the risk.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

- 22 The current LTP (2018-2028) includes \$39.6 million for design and construction of a new bridge to replace the existing Edith Cavell Bridge to be delivered over the period of 2018/9 – 2031/32. The proposed LTP 2021 -2031 includes \$2million in years 2021 – 2023, and \$24 million in years 2029 – 2032.

COUNCIL EFFECTS AND VIEWS | NGĀ WHAKAAWEAWE ME NGĀ TIROHANGA A TE KAUNIHERA

23 The following Council policies, strategies and bylaws were considered:

- Vision Beyond 2050: Disaster defying resilience, thriving people, zero carbon communities and breath-taking creativity.
- Climate Action Plan 2020 – adopting sustainability in design, and providing for healthier transport options.
- QLDC Disability Policy – will respond to the needs of disabled people living in and visiting our district – by improving access and amenity.
with a focus on removing barriers to their full participation in our community;

LOCAL GOVERNMENT ACT 2002 PURPOSE PROVISIONS | TE WHAKATURETURE 2002 O TE KĀWANATAKA Ā-KĀIKA

24 The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by providing identification and delivery of alternative transport mode options;
- Can be implemented through current funding under the Ten Year Plan and Annual Plan, with the addition of funding from Waka Kotahi;
- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

ATTACHMENTS | NGĀ TĀPIRIHANGA

A	Arthurs Point Crossing Single Stage Business Case
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