

## Meeting of Otago and Southland Regional Transport Committees

**1 December 2016**

Clutha District Council Chambers  
1 Rosebank Terrace  
Balclutha

11.30 am  
RTC induction workshop from 10.20 am

### A G E N D A

1. Welcome
2. Apologies
3. Public Forum, Petitions and Deputations
4. Notification of Extraordinary and Urgent Business
  - 4.1 Supplementary Reports
  - 4.2 Other
5. Questions
6. Matters Arising from the Minutes of 11 August 2016 (copy attached – for Committee’s information)
7. Chairman’s Report
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9. Extraordinary and Urgent Business
10. Public Excluded Business



Fraser McRae  
Director, Policy and Resource Planning



Russell Hawkes  
Senior Policy Planner - Transport



## Item 1 RLTP Programme Update

<b>MORF ID:</b> A297919	<b>Strategic Direction:</b> ES - Transport
<b>Report by:</b> Russell Hawkes, Senior Policy Planner (Transport), ES	<b>Approved by:</b>
<b>Executive Approval:</b>	

### Purpose

To update the Regional Transport Committees on progress to 30 October 2016 with approvals through to final implementation of the various improvement projects included in the Otago Southland Regional Land Transport Plan and National Land Transport Programme (NLTP) for the 2015-2018 period.

### Summary

The tables provided below include information to allow the Committees to monitor progress on improvement projects that were included in the Otago Southland RLTP for the 2015 to 2018 period. A new table detailing emergency works approvals within the Local Roads sector has been included, as requested by the Committees.

The Committees are requested to review progress with the various projects and identify any items they see as needing to be addressed, if the long-term goal and the objectives of the Otago Southland Regional Land Transport Plans (RLTPs) are to be met.

### Recommendation

**It is recommended that the Regional Transport Committees note the report and provide direction on any actions they require, based on the information provided.**

### Report

#### Background

The Committees have requested a schedule of Improvement Projects be prepared to allow them to monitor progress on each project from approval in the Regional Land Transport Plan through to final implementation and construction. The schedule includes a traffic light indicator where green puts the project on target for final construction, as set out in the Regional Land Transport Plan. A delay to the plan is indicated by an orange or red light and some assistance from the Committee may be required to return the project to an “on plan” status.

In addition, the Committees requested a further schedule be prepared to monitor emergency works approval over the current National Land Transport Plan period. These approvals are of interest, as maintenance and renewal budgets are capped for the three years of the NLTP. Table 2 provides the Committees with a schedule of emergency works approvals for the current National Land Transport Plan period. Emergency works payments are for works over and above the maintenance and renewals allocations within the National Land Transport Plan.

### ***Improvement Project Status Report – 30 October 2016***

Table 1 provides basic project details, the project owner's priority for advancing the project, the stage of the business case or funding approval that the project has reached, the expected time when it will achieve funding approval, its current status, plus comments on variances, where relevant.

Changes since the last report include:

- **SDC - *alternative Southern Scenic Route seal extension*** – project design and safety peer review underway with tenders due to be called in early 2017. Construction should commence by mid-2017.
- **NZTA - *Longbush Invercargill safety improvements*** – not being progressed as an improvement project. Will now be delivered under the State Highway Minor Improvements Programme block allocation.
- **CDC - *the Nuggets seal extension*** – construction commenced and first seal has been laid.
- **DCC - *Eastern Bypass*** - Council has delayed the project. Planned for construction in 2019-2022.
- **QLDC - *Eastern Access Road*** – due for completion December 2017.
- **NZTA - *State Highway 88 Shared Path*** – project added to RLTP Programme but may be delayed due to funding constraints.

### ***Emergency Works Status Report – 30 October 2016***

Table 2 provides details of emergency works approvals for the current National Land Transport Plan period. Emergency works payments are for works over and above the maintenance and renewals allocations within the National Land Transport Plan. To 30 October 2016, \$1,335,252 has been approved within the Local Roads sector for emergency works. Claims for an additional \$1,288,646 are yet to be approved.

State Highways emergency works approvals are not included, as the figures are not available on a regional basis.

#### **Views of Affected Parties**

There are no matters in this report which require consideration under this heading.

#### **Legal Compliance**

There are no legal issues identified within the report.







#### **Consistency with Council's LTP/Annual Plan/Policy/Strategy**






The contents of this report are consistent with Environment Southland's and Otago Regional Council's planning requirements.









#### **Financial and Resource Implications**






There are no financial or resource implications for Environment Southland or Otago Regional Council contained in this report.

**Table 1: Monitoring progress of project items in Otago Southland RLTPs**








Project Details					Project Development & Status				
Project	Project Owner	NLTP Details	RTC Priority	Current NLTP Status	Business Case Development	When Physical Work Is Anticipated	Project On Schedule To Be Completed As Per RLTP	Current Status	Risk Of Non-delivery
Stock Effluent Facilities	ES	\$344,200 2015-2016	One	Approved	N/A	Late 2016	Yes		Final Site confirmation. Risk Low
Pyramid Bridge Replacement	GDC	\$1,750,000 2015-2018	One	Probable	The Combined BC is before GDC, SDC and NZTA at the moment.	2017/18	Yes		Risks (consenting, funding, land acquisition) have been identified through business case process. Risk medium
Alternative Scenic Route Seal Extension	SDC	\$7,150,00 2015-2016	One	Approved	Design undergoing safety peer review. Construction tenders planned for early 2017.	Mid 2017.	Project scope increased and construction 1 year later than RLTP.		Low
Edendale Realignment	NZTA Southland	\$6,560,000 2015-2018	One	Probable	Design Underway	Mid 2017	Yes		Risk - Low
Elles Road Roundabout	NZTA Southland	\$1,123,560 2015-2017	One	Proposed	Detailed Business Case underway	2017/18	No, construction starting 1 year later		Risk - Low
Invercargill Moto Rimu Safety Imp	NZTA Southland	\$450,000 2015-2017	Two	Proposed	Design underway	2017/18	No, construction starting 1 year later		BRC <1. Maybe included with Elles Rd Risk - Moderate




Project Details					Project Development & Status				
Project	Project Owner	NLTP Details	RTC Priority	Current NLTP Status	Business Case Development	When Physical Work Is Anticipated	Project On Schedule To Be Completed As Per RLTP	Current Status	Risk Of Non-delivery
Longbush In'gill Safety Imp	NZTA Southland	\$473,000 2015-2017	Two	Proposed	Not a Capital Project	2017/18			Risk – Low, but now is a Minor Improvement Project
Mataura Intersection Improvements	NZTA Southland	\$500,000 2015-2017	Two	Proposed	Not a Capital Project	2016/17	Yes		Delivered via minor improvements 16/17 Risk - Low
Milford Rockfall /Avalanche Protect	NZTA Southland	\$4,546,667 2015-2017	One	Probable	Strategic Case Complete	2018	No, construction starting 1 year later		Appropriate level of intervention to be determined. Risk - Low
Visiting Drivers Signature Project	NZTA Southland	\$2,800,000 2015-2017	One	Probable	Design underway	2017	No, construction starting 1 year earlier		Nil
Seal Extension of The Nuggets Road	CDC	\$1,900,000 2015/16 \$855,000 2016/17	One	Approved	NA	April 2016	No. Now split over two years with \$125,000 increased cost. 15/16 - \$98K 16/17 - \$2.6M Carry over actioned and approved in TIO. Potential cost savings to be achieved and to be confirmed		Low

Project Details					Project Development & Status				
Project	Project Owner	NLTP Details	RTC Priority	Current NLTP Status	Business Case Development	When Physical Work Is Anticipated	Project On Schedule To Be Completed As Per RLTP	Current Status	Risk Of Non-delivery
							once earthworks completed.		
Central City Safety & Accessibility Upgrade	DCC	\$800,000 2015-2017	One	Proposed	PBC approved. Programme Manager being appointed.	Commencing 2018/19	Yes		Low
Eastern Bypass	DCC	\$2,500,000 2015-2017	One	Proposed	PBC completed. Next stage to be confirmed.	2019/20 – 2021/22	No, Council have delayed the programme		Low
Peninsula Roading – Portabella Road	DCC	\$16,350,000 2015-2017	One	Probable	Concept/detailed design	2017/18 – 2018/19	Yes		Low
Strategic Corridors; Warehouse Precinct	DCC	\$80,000 2017-2018	Two	Proposed	PBC completed. Next stage to be confirmed.	Project not yet started. Is in 2021/22 – 2022/23 in RLTP	tbc		Medium
Street Light Renewal With LED	DCC	\$6,000,000 2016-2017	Two	Probable	Underway 75% complete (single stage)	2017/18 – 2018/19	No, project delayed by 1 year		Low
Central City and NEV Cycle Network	DCC	\$9,240,000 2015/17	One	Probable	IBC/DBC in progress	2017/18 – 2018/19	No will go into next NLTP period		Low
Stock Effluent Facilities	ORC	\$1,278,400 2015-2017	One	Probable	Entry point to be confirmed; still need to establish site locations	First new STED to be started towards end of 2016/17	No, commencement has been delayed		Low
Eastern Access Road	QLDC	\$10,873,415 2015/16	One	Proposed	Completed	Completed by December 2017	Yes		Low

Project Details					Project Development & Status				
Project	Project Owner	NLTP Details	RTC Priority	Current NLTP Status	Business Case Development	When Physical Work Is Anticipated	Project On Schedule To Be Completed As Per RLTP	Current Status	Risk Of Non-delivery
Queenstown Integrated Transport Strategy	QLDC	\$450,000 2015-2017	One	Proposed	PBC underway	Aspects ongoing until 2017/18	Yes		Low
Queenstown TC Business Case Implementation	QLDC	\$450,000 2015-2017	Three	Proposed	SC and PBC approved by NZTA	Works in progress.	Yes		Low
Wanaka Business Case Implementation	QLDC	\$450,000 2015-2017	Three	Proposed	SC to be reviewed January 2017	Minor works in progress.	No		Low
Street Light Upgrade 2016.18	WDC	\$500,000 2016-2017	Three	Probable	Tender currently out for supply of streetlights for WDC & Southland and closes mid-November. To be awarded early December. WDC collaborating with NZTA Otago for LED streetlight upgrade. Tender for streetlight supply early 2017	2016/17	Yes		Low
Kataiki Erosion Mitigation	NZTA Otago	\$120,000 2015/16	Three	Proposed	Programme Business Case Underway	2017/18	No, construction starting 3 years earlier		Risk - low



Project Details					Project Development & Status				
Project	Project Owner	NLTP Details	RTC Priority	Current NLTP Status	Business Case Development	When Physical Work Is Anticipated	Project On Schedule To Be Completed As Per RLTP	Current Status	Risk Of Non-delivery
Maheno Flood Mitigation	NZTA Otago	\$700,000 2015-2017	One	Proposed	Programme Business Case Underway	2017/18	No, construction starting 3 years earlier		Risk - low
Nevis Bluff Rockfall Protection	NZTA Otago	\$3,050,000 2015-2017	One	Proposed	Entry point to be confirmed	2017/18	No, behind schedule		Appropriate level of intervention to be determined. Risk - Low
Pine Hill /Great King Street Intersection Imp	NZTA Otago	\$2,240,000 2015-2017	One	Proposed	Strategic Case underway	Late 2017/18	No, behind schedule		Could be difficult to develop and effective and affordable solution Risk - moderate
Waikouaiti Flood Mitigation	NZTA Otago	\$1,500,000 2015-2017	One	Proposed	Programme Case underway	2017/18	No, construction starting 3 years earlier		Risk - low
Beaumont Bridge Replacement	NZTA Otago	\$2,400,000 2016-2017	Three	Proposed	IBC/DBC underway	2018/19	No, construction starting 2 years earlier		Risk - low
Big Kuri Creek Flood Mitigation	NZTA Otago	\$980,000 2016-2017	Three	Proposed	Not a Capital Project	2017/18	No, construction starting 3 years earlier		Risk – low Note this will most likely be managed as an operational activity rather than a capital project
Grant Rd to KF Bridge Improvements	NZTA Otago	\$6,000,000 2015-2017	One	Proposed	Stage 1 construction underway.	Stage 1 2016/17 Stage 2 2019/20	No, construction starting 3 years		Risk - low

Project Details					Project Development & Status				
Project	Project Owner	NLTP Details	RTC Priority	Current NLTP Status	Business Case Development	When Physical Work Is Anticipated	Project On Schedule To Be Completed As Per RLTP	Current Status	Risk Of Non-delivery
					Stage 2 DBC underway		earlier		
Dunedin One Way Pair Cycle Lanes	NZTA Otago	\$4,544,000 2015-2017	One	Proposed	Design underway	2017	Yes		Risk - low
Visiting Drivers Signature Project	NZTA Otago	\$2,800,000 2015-2017	One	Probable	Design underway	2017	No, construction starting 5 years earlier		Nil
State Highway 88 Shared Path	NZTA Otago	\$16,800,000 2016-2018	N.A. Program Variation		Design underway	2017/18	Yes		Risk – moderate due to funding constraints

**Table 2: Emergency Works Approvals – 2015-2018 as requested by RTC 8 March 2016**

*Figures based on RCA submitted claims to date*

Road Controlling Authority	Approved 1 July 2015 to 30 June 2016	Approved 2016/17	Claimed but Not Approved 2016/17	Total To Date 2015/18 RLTP
Gore District Council	\$0.00	\$0.00	\$0.00	\$0.00
Invercargill City Council	\$0.00	\$0.00	\$0.00	\$0.00
Southland District Council	\$97,528.00	\$347,259.00	\$0.00	\$444,787.00
Southland State Highway Network Operations	Not available	Not available	Not available	Not available
Central Otago District Council	\$12,389.00	\$332,215.00	\$0.00	\$344,604.00
Clutha District Council	\$0.00	\$0.00	\$0.00	\$0.00
Dunedin City Council	\$514,408.00	\$0.00	\$1,288,676.00	\$2,618,706.00
Queenstown Lakes District Council	\$15,801.00	\$15,652.00	\$0.00	\$31,453.00
Waitaki District Council	\$0.00	\$0.00	\$0.00	\$0.00
Otago State Highway Network Operations	Not available	Not available	Not available	Not available

## **Item 2 Reviewing the Otago and Southland Regional Land Transport Plans: Process and Timeline**

<b>MORF ID:</b>	<b>Strategic Direction:</b>
<b>Report by:</b> Jane Turnbull, Manager, Strategic and Transport Planning, ORC and Russell Hawkes, Senior Policy Planner (Transport), ES	<b>Approved by:</b> Fraser McRae, Director, Policy and Resource Planning, ORC
<b>Executive Approval:</b> Fraser McRae, Director, Policy and Resource Planning, ORC	

### **Purpose**

To advise the Regional Transport Committees (RTCs) on a suitable process and timeline for reviewing the Otago and Southland Regional Land Transport Plans (RLTPs), and to seek the RTCs' approval of dates for the Committee meetings in 2017 and of the consultation processes to be used.

### **Summary**

The Committees need to complete their review of the Otago and Southland Regional Land Transport Plans 2015-2021, and obtain their regional council's approval of changes to the plans, by the end of April 2018. NZTA expects this review to be in two parts, each involving consultation with representative groups of land transport users and providers, as follows:

1. a review of the common strategic front-end of the two plans, applying business case principles; and
2. an update of the 2018-2021 part of the programme of activities seeking funding from the National Land Transport Fund (NLTF) funding, as part of the 2018-2021 National Land Transport Programme (NLTP) .

The review will be substantive and will require the RTCs to produce a new RLTP document.

### **Recommendation**

It is recommended that the Regional Transport Committees resolve to:

1. undertake the review of the Otago and Southland Regional Land Transport Plans 2015-2021 together, retaining a common strategic front-end to the plans;
2. note that both Committees' Terms of Reference provide for a single, pan-regional Otago Southland Technical Advisory Group (TAG) of technical transport officers from the approved organisations likely to be seeking NLTF funding, to assist the Committees in developing RLTPs;
3. ask the Otago Southland Technical Advisory Group to advise and support the Committees throughout the review of the Otago and Southland Regional Land Transport Plans 2015-2021;

4. note the likely timeline for the components of the RLTP review set out in Table 1 of this report, adopts the schedule for RTC meetings listed in the table, and proceeds with the review of the strategic front-end of the document;
5. agree to the inclusion of a common South Island issues section at the front of the reviewed RLTPs;
6. ask the Otago Southland Technical Advisory Group to organise three rounds of consultation during the review of the RLTPs, as follows:
  - (a) a series of roadshows with the Mayors, Chief Executives and Infrastructure Group Managers of each of the Otago and Southland territorial authorities, to be undertaken in the period 22 February to 8 March 2017 inclusive, in order to communicate and discuss:
    - (i) the proposed strategy for land transport in the two regions; and
    - (ii) the RTCs' expectations concerning projects and activities that need to be put forward to deliver the desired outcomes for Otago and Southland;
  - (b) a series of consultation forums or meetings in Otago and Southland in April 2017 with land transport user groups/organisations, to discuss the proposed content of the strategic front-end of the RLTPs, including key priorities and objectives; and
  - (c) use of the special consultative procedure in November 2017, to consult on the revised RLTPs, including the programme of activities being recommended for funding in the 2018-2021 NLTP.

## **Report**

### **Background**

Regional land transport plans (RLTPs) are statutory documents prepared under the Land Transport Management Act 2003 (LTMA) and set out the region's land transport objectives and policies for at least 10 years plus recommendations concerning the activities that the region wishes to receive NLTF funding for. The previous Otago and Southland Regional Transport Committees completed their first RLTPs in 2015. The programme part of the first RLTPs covers a six year period, but most of the detail concerns the first three years only - 2015/16 to 2018/19 inclusive (as with Councils' Long-term Plans).

The LTMA requires regional transport committees to complete a review of an RLTP during the six months before the end of the third year (Section 18CA). The LTMA also stipulates that in carrying out the review the RTC must have regard to the views of representative groups of land transport users and providers.

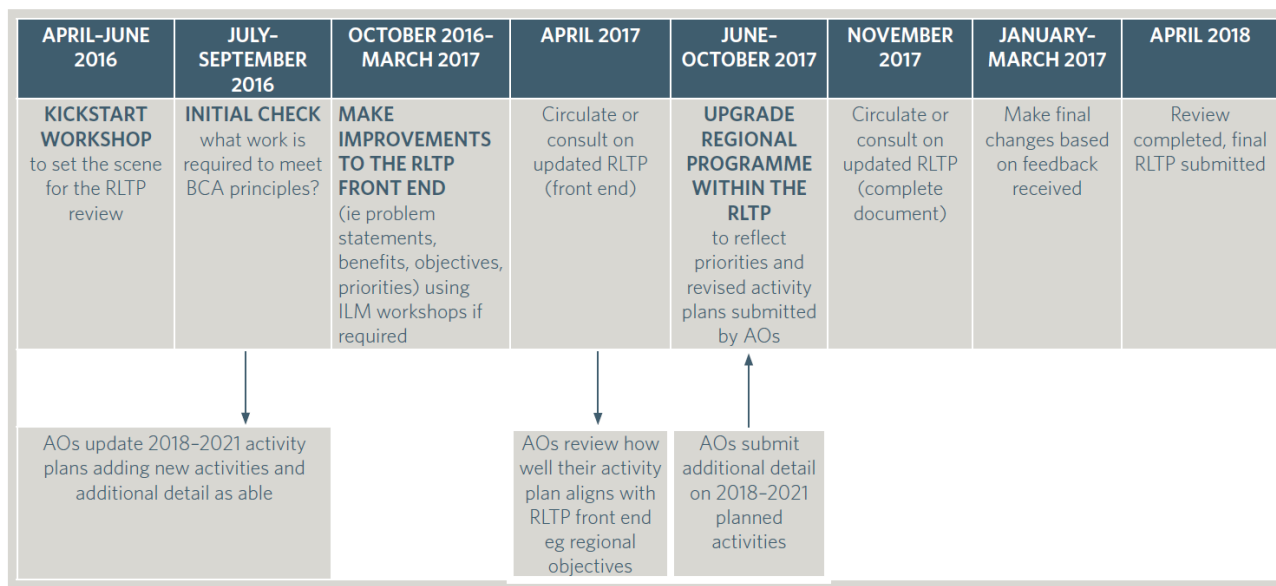
There is also a clear expectation that proposed activities within RLTPs are aligned with, and help give effect to, the objectives and priorities of the Government Policy Statement on Land Transport (GPS). The Minister of Transport is due to release a draft of the next GPS before the end of 2016, to seek feedback and finalise it by mid-2017.

**Timeframe recommended by NZTA**

The size and scale of the review and the process to be used is up to individual regional transport committees to decide within the prescribed form and content of the RLTP, while taking into consideration the timelines needing to be met to enable the NZTA to develop the NLTP.

The NZTA has recommended a timeline (while noting that each RTC must determine the exact path it will follow, which will depend on the scope of the review required) – see diagram below.

**HIGH-LEVEL TIMELINE FOR RLTP REVIEW 2018**



We have worked with the TAG to develop a suitable timeline for reviewing the Otago Southland RTCs that meets with NZTA’s expectations. Table 1 below set out this proposed timeline (*Note: all the RTC meetings are scheduled on Fridays to minimise clashes with other Council meetings*).

**Proposed timeline for RLTP review, including RTC meeting dates for 2017**

In Table 1 the second column summarises the work required by the TAG and/or regional council staff, and the last two columns show RTC meeting dates and matters to be covered at those meetings (*Note: this table only identifies meeting items concerning the RLTP review; there will be other subjects that need to be covered in these meetings*).

Month	RLTP review - work item	RTC meeting / workshop dates	RTC meeting subject
December 2016	Work on RLTP front-end	1 December	Induction Set the RLTP priorities: problems/challenges to be addressed, the anticipated benefits anticipated; objectives
January 2017	Staff/TAG Work on RLTP front-end; and compile the supporting evidence		
February	Hold a series of roadshows in late February / March with each AO, to discuss the proposed priorities. <i>These roadshows will also cover NZTA’s proposed State Highway Investment Proposal (SHIP) and the basic</i>	<i>Mid Feb. meeting followed by a workshop:</i> Friday 17 February	Submission on draft GPS NZTA to present its strategic long-term view of the sector; also Early Investment Signals and their significance Check that the RLTP statements on role

Month	RLTP review - work item	RTC meeting / workshop dates	RTC meeting subject
	<i>elements of the business case approach.</i>		of each modes are still appropriate Check the RLTP policies are still appropriate Check the RLTP supporting evidence
		Roadshows in period 22 February to 8 March inclusive	
March	Prepare consultation material and organise consultation with representative groups of land transport users and providers	<i>Late March:</i> Friday 31 March	Sign off on RLTP consultation material
April	Undertake consultation including targeted meetings and online consultation	<i>During April (multiple sessions):</i> in period 3-12 &/or 25-28 April, on dates yet to be set	RTCs or a sub-group holds several forums Listen to the public's views on RLTP strategy/priorities
May	Feedback the consultation results to the RTCs RTCs adjust the strategic front-end Set process for preparing the Otago and Southland programmes	<i>Mid or late May:</i> Friday 19 May	Review further NZTA investment signals, if required Adjust the strategic front-end Set out their expectations for AOs programmes (to guide AOs as they finalise their own draft programmes) Consider proposed RLTP monitoring schema
June	Communicate to AOs the RTCs' expectations on programmes / projects that need to go into the RLTPs in order to deliver on the strategic front-end	<i>Late June :</i> Friday 30 June	Consider final GPS Affirm process for preparing the O&S programmes
July			
August	<i>Each AO submits their programme in TIO by 31 August</i>		
September	Support RTC to prepare the programme	<i>Workshops/meetings in September/October:</i> Friday 29 September Friday 6 October (if needed)	Formulate the programme component of each RLTP
October	Prepare draft RLTP including programme for full consultation	Mid October Friday 27 October	Adopt draft RLTP for consultation
November	Use the special consultative procedure for public consultation on draft RLTP	During November: multiple hearing sessions, as needed	Set up a hearing sub-committee, if required Hear formal submissions and formulate recommendations to the RTCs on these
December	Prepare feedback to RTCs on the consultation	Late January	Consider feedback on the RLTP and make any adjustments
January 2018	Finalise the RLTP		
March 2018	Obtain regional councils' approval of each RLTP		
April 2018	Submit final RLTPs to NZTA via Transport Investment Online		

### **Views of Affected Parties**

There are no matters in this report which require consideration under this heading. The proposals contained in this report do not trigger anything within the Significance or Engagement Policies of either regional council.

### **Compliance with Significance and Engagement Policy**

There are no issues within this report which trigger matters in this policy.

### **Legal Compliance**

There are no legal issues identified within the report.

### **Consistency with Council's LTP/Annual Plan/Policy/Strategy**

The contents of this report are consistent with Environment Southland's and Otago Regional Council's planning requirements.

### **Financial and Resource Implications**

There are no additional financial or resource implications.

### **Conclusion**

This report sets out the matters on which RTCs need to make decisions at this time, in order to ensure the review of the RLTP proceeds in the timeframe needed to meet the key deadlines set by the NZTA. Setting the RTC meeting dates for all of 2017 should help ensure full participation in the review of all organisations represented on the Regional Transport Committees.



**Item 3 Reviewing the Strategic Front-end of the Otago and Southland Regional Land Transport Plans**

<b>MORF ID:</b>	<b>Strategic Direction:</b>
<b>Report by:</b> Jane Turnbull, Manager, Strategic and Transport Planning, ORC and Russell Hawkes, Senior Policy Planner (Transport), ES	<b>Approved by:</b> Fraser McRae, Director, Policy and Resource Planning, ORC
<b>Executive Approval:</b> Fraser McRae, Director, Policy and Resource Planning, ORC	

**Purpose**

To seek the input of the Otago and Southland Regional Transport Committees into the review of the strategic front-end of the 2015-2021 Otago Southland RLTPs, applying systems thinking and business case principles to further develop the main priorities, and problems that the plans will address, along with objectives and desired outcomes.

**Summary**

The initial review of the front-end of the RLTPs needs to be completed by May 2017, as shown in Item 2 of this agenda. The Committees are going to hold a facilitated “systems thinking” session during their meeting, to further develop the thinking that will be incorporated into this review.

This report provides the background for that session, including an explanation of the business case principles that NZTA is asking be applied, and of how these principles are been incorporated into the Committees’ approach to the review. This report also identifies those parts of the 2015-2021 Otago Southland RLTPs document that will need to be updated during the review.

**Recommendation**

It is recommended that the Regional Transport Committees resolve to:

1. agree to retain a common front-end to the Otago and Southland RLTPs;
2. note that the NZTA requires principles of the Business Case Approach (BCA) be applied in the review of the Otago and Southland RLTPs;
3. participate in a joint, facilitated session to further develop the main priorities and problems that the plans will address, along with objectives and desired outcomes;
4. ask the TAG to further advance the development of the strategic front-end of the RLTPS and report back to the RTCs’ February 2017 meeting.

## Report

### Background

The current (2015-2021) Otago and Southland RLTPs share a common front-end. It is sensible to retain this approach during the review, because it makes the land transport strategy effective and robust. Moreover, journeys do not arbitrarily stop at regional boundaries.

The previous Regional Transport Committees commenced the review of the strategic front-end of the 2015-2021 Otago Southland RLTPs. Additionally, both the TAG and a group of territorial authority staff who are developing business cases for councils' operations and maintenance activities have provided input (in November 2016).

The facilitated session during this meeting will take, as its starting point, the compilation of the work done to date in reviewing the goal and desired outcomes for the two regions, plus the thinking done to identify:

- the main priorities and problems that the plans should address; and
- the way that activities recommended for funding should be grouped, with each group having one or more objectives.

The summary of the thinking to date on these matters is shown in the “systems thinking” chart, which will be included in the members' induction pack.

### ***Incorporating business case principles into the review of the strategic front-end of the RLTPs***

The LTMA stipulates that, for the purpose of including activities in the National Land Transport Programme (NLTP), the RLTP must be in the form and contain the detail that NZTA may prescribe in writing to regional transport committees. In turn, in preparing the NLTP every three years, NZTA must “take into account any regional land transport plans (LTMA)”.

The NZTA is requiring the principles of the Business Case Approach (BCA) be applied in developing and reviewing the RLTP, to help ensure that the resulting document contains a clear, compelling and desirable plan for advancing land transport in the region(s). NZTA's requirements on this matter are included in the induction pack being posted out to each RTC member - see *Business case approach guidance for 2018 RLTP review*.

The BCA is a principles-based approach to investment development that helps ensure that investment proposals seeking funding from the National Land Transport Fund (NLTF) are supported by a clear, concise business case.

NZTA's guidance material lists the four key principles at the heart of the BCA as:

- the importance of accurately identifying a problem and its consequences;
- the stating of the benefits associated with addressing the identified problem(s);
- the need to explore alternatives and options and then build the case for a particular response, with clear logic and evidence to support it;
- the need for informed discussion by the relevant parties throughout the development process.

The NZTA requires RTCs to be able to show they have applied these principles to the RLTP development, its review process and to the RLTP itself.

The approach the Committees are using to review the RLTPs applies these principles is set out in Table 1.

**Table 1: Business Case Approach Principle Requirements**

BCA Principle Requirements	How this principle is being incorporated into the RLTP review
Accurately identify a problem and its consequences	Incorporated into the systems thinking approach, as shown on the diagram to be distributed with the induction pack (this work is, as yet, incomplete).
State of the benefits associated with addressing the identified problem(s)	To be added once the problems have been identified.
Explore alternatives and options and then build the case for a particular response, with clear logic and evidence to support it	<p>The process of developing the RLTP review systems thinking chart has involved considering different alternative outcomes and objectives.</p> <p>The process of developing the programme of activities for 2018-2021, to address the key priorities identified, should explore different options for meeting the selected objectives and delivering on the desired outcomes.</p>
Have informed discussion by the relevant parties throughout the development process	See the process described in the previous agenda item, which includes the involvement of TAG, roadshows with approved organisations, consultative forums/meetings with representative land transport users, and use of the special consultative procedure.

***Summarising the updates required to the text of the strategic front-end of the current RLTPs***

Table 2 below lists the various sections in the current RLTPs document, and then explains what changes will need to be made.

Note the systems thinking chart of priority programmes, objectives, challenges, goal etc will not be reproduced in the final RLTP document. Rather, it provides a way of keeping the thinking on these matters connected during the iterative processes needed to develop that thinking adequately. Once complete, the content of the chart will be used to update the various sections of the RLTP front-end, as explained in Table 2.

Because of the scale of changes required by the combination of:

1. applying a business case approach;
2. updating the programme of activities for 2018-2021; and
3. incorporating the consultation feedback;

we will need to produce a new RLTP document.

**Table 2: Sections of the Current RLTPs Document**

Sections in the current RLTPs document	Update required during production of the reviewed RLTP
<b>Introduction</b>	
<ul style="list-style-type: none"> <li>• Purpose of the plans</li> <li>• Area covered by the plans</li> <li>• (Description of) our regions</li> </ul>	Minimal update required Add 2 page of South Island issues – all South Island plans to contain the same statement
<b>Strategic Framework</b>	
Introduction	Update required to explain this review.
Overall goal, key strategic objectives and priorities	Major changes needed to incorporate updated thinking on these matters prompted by use of systems thinking and the BCA.
The appropriate role of each transport mode	Check required to make sure this section remains consistent with the update of the overall goal, key strategic objectives and priorities etc.
Land transport objectives and policies	<ul style="list-style-type: none"> <li>• Substitute new objectives derived from use of systems thinking and the BCA.</li> <li>• Check arrangement of policies under each objective.</li> <li>• Check all policies are still relevant.</li> </ul>
<b>Programme of Transport Projects</b>	
Identifying significant and important projects in the region	Update required for 2018-2021 activities and (as needed) to reflect the revised key priorities in the strategic front-end.
Details of the projects required in each regions	Update for 2018-2021.
<b>Appendices</b>	
Process followed in preparing the plans, including description of how RLTP will be monitored (Appendix F)	Update, include schema for monitoring whether the desired outcomes are being met.
Funding (Appendix G)	Update
Significance policy (Appendix H)	Check it is still fit-for-purpose.

### **Views of Affected Parties**

The TAG discussed the matters covered in this report at its meeting on 15 November 2016, and the group's input has been incorporated into the approach suggested here.

### **Compliance with Significance and Engagement Policy**

There are no issues within this report which trigger matters in this policy.

### **Legal Compliance**

This report and the associated recommendations comply with the appropriate statutory requirements placed upon the Council.

### **Consistency with Council's LTP/Annual Plan/Policy/Strategy**

This report is consistent with the provisions in the Otago Regional Council and Environment Southland's Long-term Plans and Annual Plans concerning the Regional Transport function and the review of the RLTP.

### **Financial and Resource Implications**

There are no additional financial or resource implications.

### **Conclusion**

Table 3 below is a work in progress. The table is designed to help the RTCs review the strategic front-end of the RLTPs, applying the business case approach to help form good strategy that will guide subsequent transport investment decisions of all parties (NZTA, TAs and the regional councils).

Discussion at the RTCs meeting needs to focus on:

- Are these the priority programmes that all land transport work in Otago and Southland should fit into? *See the left hand column of the table.*
- Are these objectives the key ones for Otago and Southland?
- Are these problem statements the main **transport** problems we face in Otago and Southland?
- What will be the benefits of addressing each of these transport problems?

***RTC members are encouraged to discuss these questions with their own organisation and come to the RTC meeting ready to help decide these matters.***

***Please note:*** The "Systems Thinking" chart, which shows the full underlying logic for the strategic front-end, will be included in the RTC induction packs being posted out to each RTC member and alternate member. **Please bring your copy of the chart to the meeting.**

**Table 3: Reviewing the strategic front-end of the Otago and Southland RLTPs' key priorities, problems and benefits, and objectives**

*This is a work in progress, for discussion at RTCs meeting 1 December 2016*

Priority	Objectives	Problem statement	Evidence of this problem	Benefits of addressing this problem
Fit-for -purpose infrastructure and services	Provide a fit-for-purpose, resilient network. Address aging infrastructure.	Climate, topography, and the age of some key infrastructure [ <i>just bridges?</i> ] make it difficult to keep the network open and available, especially in corridors without alternative routes/ detours.		
	Develop use of rail for bulk heavy transport to common destinations	<i>What problem do we need to fix?</i>		
	Provide for mode choice.  Integrate cycleways and walkways into RLTP. Reduce reliance on cars.	<i>What problem do we need to fix: over-reliance on cars?</i>		
A safe land transport system (for all modes of travel)	Provide safe roads. Improve road safety for all modes	Fatal and serious injury crashes rates are too high, especially those for vulnerable road users - pedestrians, cyclists, motorcyclists.  Diverse terrain and some unforgiving section of road contribute to fatal and serious crashes on SH1 and other roads.		

Priority	Objectives	Problem statement	Evidence of this problem	Benefits of addressing this problem
Enabling and supporting economic growth and productivity	<p>Improve visitor experience on the transport network.</p> <p>Meet future travel needs for tourism sector (all modes)</p>	<p>We aren't adequately considering the customer needs of (future) visitors to Otago and/or Southland.</p> <p>The fatal and serious injury crash rates of overseas and domestic visiting drivers are too high in Otago Southland.</p> <p>The common public and visiting driver opinion is that visiting drivers are unsafe on our roads.</p>		
	Meet future freight needs	Not enough of the Otago Southland network is available to, or sound enough for, HPMV for the freight industry to be sufficiently efficient.		
	<p>Improve (maintain?) the liveability of urban areas, by making (keeping?) the transport system highly functional <i>(See Southland region and Dunedin City economic development strategies)</i></p>	<p>Corridor layout and existing land use [<i>and anything else?</i>] constrains access for some modes of travel. <i>Is this the problem we need to fix?</i></p>		
Queenstown	Fund and deliver solutions to Queenstown's transport issues	<p>The significant growth occurring in the Queenstown area challenges the transport systems, leading to increasing trip unreliability and worsening customer experience across the network.</p> <p>Car dominance and associated congestion is affecting the liveability and attractiveness of the area.</p>		<p>Increased network performance for all modes Improved liveability and visitor experience</p>

Priority	Objectives	Problem statement	Evidence of this problem	Benefits of addressing this problem
A better way of funding/making investment decisions for land transport in Otago Southland	Use systems and processes that ensure value for money is being delivered pan-regionally. Fix over-complicated processes	Some of the processes required by NZTA are overly complicated.		
	Develop new funding model	It is difficult to raise the local share for projects to be co-funded with NZTA.		
	All 'Approved Organisations' are skilled at using the business case approach. <i>And ???</i>	Reactive planning and disparate approaches to investment threaten the capability and capacity to respond to growth in an appropriate manner.		



## Item 4 Regional Governance and Support for Cycle Trails

<b>MORF ID:</b>	<b>Strategic Direction:</b>
<b>Report by:</b> Jane Turnbull, Manager, Strategic and Transport Planning, ORC and Russell Hawkes, Senior Policy Planner (Transport), ES	<b>Approved by:</b> Fraser McRae, ORC
<b>Executive Approval:</b> Fraser McRae, ORC	

### Purpose

To seek the approval of the Otago and Southland Regional Transport Committees for an interim approach to regional governance and support for cycle trails and rides in Otago and Southland, which the Otago Southland TAG has proposed.

### Summary

At present there is no pan-regional governance structure for cycle trails and rides in Otago and Southland - each trail has its own governance and management arrangements. The TAG has proposed that the Otago and Southland RTCs would be an appropriate organisation to take a governance overview of the development and consolidation of a pan-regional southern South Island network of cycle trails and rides. The TAG also recommended that the RTCs establish a specialist “Cycle TAG”, a technical advisory group comprising a mix of local authority or NZTA transport staff and people from cycle trail organisations. This Cycle TAG would work separately from the existing TAG, and would undertake the work involved in consolidating individual trails and rides into a pan-regional southern South Island network of cycle trails and rides.

Venture Southland is currently completing a Southland Cycling Strategy, which proposes a governance structure that may involve an elected representative from each TA plus other organisations in Southland. This reinforces the need to ascertain the views of TAs regarding a suitable pan-regional governance structure for cycle trails and rides.

### Recommendation

**It is recommended that the Regional Transport Committees resolve to:**

- 1. have their territorial authority members enquire whether the councils they represent support the Otago and Southland RTCs collaboratively taking on the governance role associated with consolidating and co-ordinating a southern South Island network of cycle trails;**
- 2. discuss with the various cycle trail organisations in Otago and Southland, the proposed pan-regional governance structure, plus the proposal to set up a Cycle TAG;**

3. **recommend the regional council includes in its draft 2017/18 Annual Plan, resourcing to support the Cycle TAG and RTCs in this work.**

## **Report**

### **Background**

The previous Otago and Southland RTCs adopted a strategy for cycling which encompasses not just urban cycling, but also cycle trails and cycle tourism. This topic straddles the boundary between regional economic development and the more traditional approaches to land transport management. The previous RTCs also noted the importance of interacting with the cycling community, and of the RTCs providing leadership on cycling, including cycle trails.

As an initial step in giving effect to its cycling strategy, the two Committees held a workshop for the cycle trails organisations in Otago and Southland in late July this year. The workshop's purpose was to identify whether the RTCs could assist in removing any of the barriers to the construction of further, quality trails and providing better (efficient, attractive and safe) connections between trails.

The 30 attendees represented every cycle trail organisation in southern New Zealand, along with the local councils, NZTA, and the Otago Community Trust, which is a key funder. Those attending wanted to keep in touch and were supportive of the concept of working together dealing with issues dealt as a group. They developed a table of next steps, which is shown in Table 1 at the end of this report. The first three steps are interrelated i.e:

1. deciding who owns cycling and how it should be governed in Otago and Southland;
2. agreeing the strategic vision for cycle trails and routes, including the network as a whole and then updating the RTCs' strategy on cycling;
3. thinking through what leadership support is needed from the RTCs/ regional councils and what these could offer, and how best to provide dedicated pan-regional (Otago and Southland) resource.

The current RLTP cycling strategy is shown in Table 2 at the end of this report.

### ***TAG Recommendations***

#### **➤ Governance**

The matters requiring a pan-regional governance approach, identified at the July 2016 cycle trails workshop, are pan-regional strategy, pan-regional leadership and pan-regional direction. A recent MBIE report evaluating Nga Haerenga NZ Cycle Trail identifies strategy, leadership and direction as being the three key factors for successful governance of cycle trails whether at national level, regional level, or at the individual trail level. Formulating a pan-regional strategy requires development of a vision for the network as a whole, including its configuration and interconnections.

It is important that any additional governance layer that would be placed between local trail governance structures and the board of Nga Haerenga NZ Cycle Trail, adds value. To this end, it may be preferable to extend an existing structure of governance rather than create a new type of mechanism, which may, in time, prove to have been unwieldy or unnecessary.

Other relevant considerations include:

- ◆ the desirability of involving local government in governance of the regional cycleways such as Great Rides, especially since councils may end up being responsible for trail maintenance;
- ◆ any pan-regional governance structure should have the support of the existing cycle trail organisations;
- ◆ any pan-regional governance structure should have territorial authority (TA) support;
- ◆ any pan-regional governance structure would need to include some politicians;
- ◆ governance/board members need relevant skills and experience;
- ◆ resourcing will be needed to support the pan-regional governance and management;
- ◆ the Southland Cycling Strategy, developed by Venture Southland and covering all types of cycling and regional cycleways, is only one aspect of this strategy, however.

Venture Southland is currently completing a Southland Cycling Strategy and is intending to present it to Southland TAs over the next month for adoption. The strategy proposes a governance structure that may involve an elected representative from each TA plus other organisations in Southland. This reinforces the need to ascertain the views of TAs regarding a suitable pan-regional governance structure for cycle trails and rides.

Meanwhile, the TAG has recommended that the RTC mechanism is a suitable governance structure for overseeing the consolidation of various cycle trails, both existing and proposed, into a southern South Island network. The Regional Transport Committee already has an interest in the planning and funding of some forms of cycling, viz any urban cycleways/lanes/routes that seek or receive NZTA funding.

The two RTCs may, however, wish to keep a watching brief on development of a cycling governance group in Southland and review their positions in the New Year.

➤ **Management**

On this subject, the TAG:

1. envisages that existing management structures for individual trails remain; and
2. recommends that RTCs set up a Cycle TAG to advise the RTCs and to undertake the work involved in consolidating individual trails and rides into a pan-regional southern South Island network of cycle trails and rides. This would be a technical advisory group comprising a mix of local authority or NZTA transport staff and people from cycle trail organisations.

The Cycle Trails workshop also anticipated the need for a dedicated and specialist team at the pan-regional level that helps with marketing and promotion of cycle trails. A Cycle TAG could advise the RTCS on how to progress this matter.

➤ **Legislative basis for the RTCs governance role**

Section 106 The Land Transport Management Act 2003 sets out the functions of Regional Transport Committees. The two principal functions are to:

- (a) prepare a regional land transport plan, or any variation to the plan, for the approval of the relevant regional council; and

- (b) provide the regional council with any advice and assistance the regional council may request in relation to its transport responsibilities.

The proposed governance role is not inconsistent with (b) above, should ORC and ES each request its RTC take on this role.

### **Views of Affected Parties**

The proposals in this report should be discussed with TAs and cycle trail organisations.

### **Compliance with Significance and Engagement Policy**

There are no issues within this report which trigger matters in this policy.

### **Legal Compliance**

This report and the associated recommendations comply with the appropriate statutory requirements placed upon the Council.

### **Consistency with Council's LTP/Annual Plan/Policy/Strategy**

ES and ORC Long-term Plans and Annual Plans do not specifically cover this topic, although the approach is consistent with the RTCs cycling strategy.

### **Financial and Resource Implications**

There will be financial and resource implications if the RTCs undertake the governance role recommended by the TAG - to support the RTCs in this role and also to fund regional council staff support for, and participation in, the work of the Cycle TAG. This should be factored into the development of 2017/18 Annual Plans.

### **Conclusion**

To consolidate individual trails and rides into a pan-regional southern South Island network of cycle trails and rides, the next steps are to develop a strategic vision for the cycle trails and rides, including for the network as a whole.

If this work is to be successful, Otago and Southland TAs, cycle trails organisations, and ES and ORC, all need to support the structures proposed. The next steps should therefore be:

1. TA members of each RTC establishing whether the councils they represent support the Otago and Southland RTCs collaboratively taking on the governance role associated with consolidating and co-ordinating a southern South Island network of cycle trails;
2. the RTCs discussing with the various cycle trail organisations in Otago Southland, the proposed pan-regional governance structure, plus the proposal to set up Cycle TAG; and
3. each regional council including in its draft 2017/18 Annual Plan, resourcing to support the Cycle TAG and RTCs in this work, should it proceed.

**Table 1: Next Steps Ideas put forward at the Otago Southland Cycle Trails Workshop held on 30 July 2016**

Initially	In the Short-term	On an Ongoing Basis
Decide who owns cycling and how it should be governed in Otago and Southland		
Agree the strategic vision for cycle trails and routes, including the network as a whole Update the RTCs' strategy on cycling	Liaise with DOC and KiwiRail	Cross pollinate ideas from time to time with AA and other mode groups Integrate the walking and cycling systems
Think through what leadership support is needed from the RTCs / the regional councils – and what these could offer; and how best to provide dedicated pan-regional resource (Otago & Southland)	Establish dedicated pan-regional resource (Otago & Southland)	Provide dedicated pan-regional resource (Otago & Southland)
	Work out how to develop the network sustainably, thinking about quality standards across the network/ for different users, incorporating asset management, and applying a safe systems approach Develop a new, more holistic funding model for cycling including for maintenance Further develop the mechanism of centralised support	
	Work out what type of information those planning and managing and funding trails need <i>[see next page]</i> Work out when and where assess the effect of trails on local communities needs to be done Develop a system for collecting metrics and making them available Develop a methodology for assessing the effect of trails on local communities Identify a suitable source of funding and resource for collecting and disseminating information	Collect metrics and make them available  From time to time, assess the effect of trails on local communities, when this information is needed
Organise collective planning of how to grow the market and usage of the network	Marketing: create the journey story (it's not just about the beginning and end of a cycle route) Research to better understand why people want to use cycle trails.	Use this information for marketing  Centralised promotion
Distribute the network map of existing and proposed cycling trails & routes		Maintain the map

<b>Initially</b>	<b>In the Short-term</b>	<b>On an Ongoing Basis</b>
<p>Set up a mechanism for communication amongst those involved with various trails and proposals (<i>eg Google Group perhaps</i>)</p> <p>Collect the plans of the various trails organisations for the next 5 years and make them available to each organisation</p>		<p>Keep everyone involved with cycle trails connected and informed</p> <p>Meet regularly eg annually</p>

**Table 2: RLTP Strategy for Cycling**

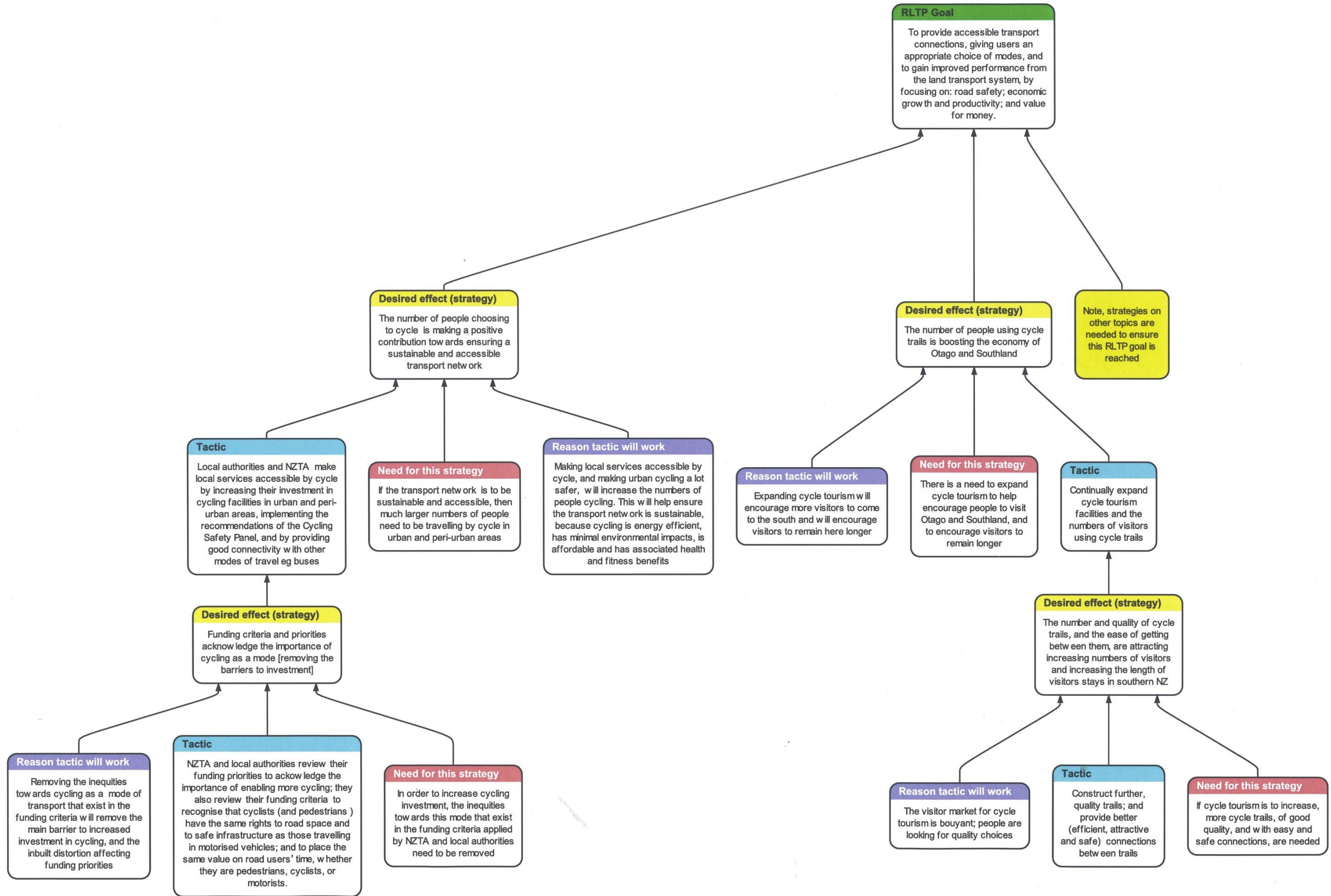
**RLTP Goal:** *To provide accessible transport connections, giving users an appropriate choice of modes, and to gain improved performance from the land transport system, by focusing on: road safety; economic growth and productivity; and value for money.*

Need	Desired effect (Strategy 1)	Action	Assumption re why the action will deliver the desired effect
If the transport network is to be sustainable and accessible, then much larger numbers of people need to be travelling by cycle in urban and peri-urban areas	The number of people choosing to cycle is making a positive contribution towards ensuring a sustainable and accessible transport network	<b>1. Local authorities and NZTA make local services accessible by cycle by increasing their investment in cycling facilities in urban and peri-urban areas and, as part of this:</b> <ul style="list-style-type: none"> <li>• implement the recommendations of the Cycling Safety Panel, and</li> <li>• provide good connectivity with other modes of travel e.g. buses</li> </ul>	Making local services accessible by cycle, and making urban cycling a lot safer, will increase the numbers of people cycling. This will help ensure the transport network is sustainable, because cycling is energy efficient, has minimal environmental impacts, is affordable and has associated health and fitness benefits

Need	Desired effect	Action	Assumption re why the action will deliver the desired effect
In order to increase cycling investment, the inequities towards this mode that exist in the funding criteria applied by NZTA and local authorities need to be removed	Funding criteria and priorities acknowledge the importance of cycling as a mode [removing the barriers to investment]	<b>1.2 NZTA and local authorities review their funding priorities to acknowledge the importance of enabling more cycling</b> They also review their funding criteria to recognise that cyclists (and pedestrians) have the same rights to road space and to safe infrastructure as those travelling in motorised vehicles and to place the same value on road users' time, whether they are cyclists, pedestrians, or motorists.	Removing the inequities towards cycling as a mode of transport that exist in the funding criteria will remove the main barrier to increased investment in cycling, and the inbuilt distortion affecting funding priorities

Need	Desired effect (Strategy 2)	Action	Assumption re why the action will deliver the desired effect
There is a need to expand cycle tourism to help encourage people to visit Otago and Southland, and to encourage visitors to remain longer	The number of people using cycle trails is boosting the economy of Otago and Southland	<b>2. Continually expand cycle tourism facilities and the numbers of visitors using cycle trails</b>	Expanding cycle tourism will encourage more visitors to come to the south and will encourage visitors to remain here longer

Need	Desired effect	Action	Assumption re why the action will deliver the desired effect
If cycle tourism is to increase, more cycle trails, of good quality, and with easy and safe connections, are needed	The number and quality of cycle trails, and the ease of getting between them, are attracting increasing numbers of visitors and increasing the length of visitors stays in southern NZ	<b>2.2 Construct further, quality trails; and provide better (efficient, attractive and safe) connections between trails</b>	The visitor market for cycle tourism is buoyant; people are looking for quality choices





## **Item 5 Next Meeting**

It is proposed to hold a meeting of the Otago and Southland Regional Transport Committees in XX February 2017.

### **Recommendation**

**It is recommended that the next meeting of the Regional Transport Committees be held on XX February 2017 in XX, or, if required, earlier at the discretion of the Committee Chairmen.**