



QUEENSTOWN BUSINESS CASE

Management Case

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FINAL

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1 MANAGEMENT CASE

The management case defines the roles and responsibilities for delivering the outcomes sought from the preferred programme. This includes outlining how the programme will be managed through to implementation, who has responsibility, and how scope changes and risks will be managed.

The business case has been developed under Wakatipu Way to Go (Way to Go) which is a collaborative partnership between Queenstown Lakes District Council, Otago Regional Council and Waka Kotahi. Way to Go is, “a collaborative partnership committed to working together to provide an enduring, affordable, safe transport system, which will provide transport choice.”

1.1 Governance structure

Way to Go provides high level governance oversight for a broad programme of transport improvements in the Queenstown Lakes District, including the Queenstown Transport Business Case (the business case). Figure 1 demonstrates the partner membership.



Figure 1: Partner membership

The three partners each have representation at the governance and management levels as demonstrated in Table 1. Way to Go also has its own staff, which is led by Shaun Hubbard, Project Director.

Table 1: Wakatipu Way to Go management structure

Organisation	Governance	Management
 QUEENSTOWN LAKES DISTRICT COUNCIL	Peter Hansby	Tony Pickard
 WAKA KOTAHI NZ TRANSPORT AGENCY	Kesh Keshaboina	Tony Sizemore
 Otago Regional Council	Gavin Palmer	Garry Maloney

The Way to Go management structure is intended to apply to the project through to the completion of the business case, at which point the management and responsibility of the programme devolves for each package of work. This is in part based on the ownership of assets that are being improved or replaced (central, regional or local government), but also as a result of the NZ Upgrade Programme and the Crown Infrastructure Partners Stimulus Package which will be delivered together as an alliance with Crown funding.

Therefore, the next stages of the preferred programme through to implementation are segmented into three parts:

- New Zealand Upgrade Programme (NZUP)
- Crown Infrastructure Partners Stimulus Package (CIP)
- The remainder of the preferred programme

A key risk for the governance of the business case and the preferred programme is the integration with other significant projects such as the Queenstown Spatial Plan Partnership and Ladies Mile Masterplan. The relationship between these projects and the governance structures is to be carefully managed and suggests that there is value in maintaining the Way to Go governance structure to oversee these interactions between these projects.

1.1.1 NZUP

NZUP is a central government programme to improve infrastructure across the country and includes Queenstown. The transport programme is being managed by Waka Kotahi and has a dedicated Project Management Office to deliver the programme.

- Scope – SH6A corridor improvements, Ladies Mile corridor improvements, SH6 Grant Road to Kawarau Falls improvements
- Next stages of work: pre-implementation and implementation
- Funding – Crown funding, \$90M approved (not subject to this business case approval). There is a funding shortfall of \$16.2M between the cost estimate and the available funding which will be reported to the NZUP Governance Group to provide direction on how to manage.
- Timeframe – 2021 – 2024
- Governance structure – Wakatipu Transport Programme Alliance

1.1.2 CIP

In response to the global pandemic, COVID-19, the Government funded a stimulus package to help kick start local economies via Crown Infrastructure Partners (CIP). The package includes local road elements of the preferred programme detailed below. Although the package is funded by central government, its purpose is to deliver local government assets and will be managed by the QLDC Project Management Office.

- Scope – arterials route Stage 1, town centre upgrade stage 1
- Next stages of work: pre-implementation and implementation
- Funding – Crown funding, \$85M approved (not subject to this business case approval)
- Timeframe – 2021 – 2024
- Governance structure – Wakatipu Transport Programme Alliance

1.1.3 Wakatipu Transport Programme Alliance

The Wakatipu Transport Programme Alliance is being formed to deliver NZUP and CIP by Waka Kotahi and QLDC. These organisations have nominated two prospective board members each:

Table 2: Wakatipu Programme Alliance Board Members

Organisation	Programme alliance board member	
	Peter Hansby	Geoff Mayman

Organisation	Programme alliance board member	
	Kesh Keshaboina	Peter Spies

1.1.4 The remainder of the preferred programme

The remainder of the preferred programme is unfunded and will continue along standard funding procedures seeking funding from the National Land Transport Fund (NLTF) through inclusion in the Long Term Plan (LTP) and the National Land Transport Programme (NLTP).

- Scope:
 - Travel demand management package
 - PT services improvements
 - On-road PT service improvements
 - Stanley Street and Shotover Street corridor improvements, including Stanley Street bus hub phase 1
 - Town centre upgrade – stage 2
 - Arterials route stage 2
 - Stanley Street bus hub phase 2
 - Arterials route stage 3
 - Offline PT service improvements, including an offline Frankton transport hub
- Next stage: Subject to approval in NLTP, then pre-implementation, implementation.
- Programme lead – varies, but QLDC for local authority assets, Waka Kotahi for elements along the State Highway, and ORC for the PT improvements.
- Funding – not approved, to be sought from the NLTF. Expectation that projects will be funded through long term planning with co-funding standard FAR.
- Timeframe – most of the programme to be submitted into the 2024 - 2027 NLTP periods for implementation, with planning stages in 2021 – 2024.
- Governance structure – individual projects will have their own governance structure with the project lead as demonstrated in Table 6.

1.2 Programme/project roles and responsibilities

Project roles and responsibilities align to the funding programme, where for the most part, the funding agency or receiving asset owner holds the primary responsibility. The key roles within the programme will be allocated following the award of the alliance contract.

At a high level the responsibilities for the preferred programme are defined by the Land Transport Management Act 2003 and Local Government Act (2002). Table 3 defines the responsibilities for each of the elements within the preferred programme.

Table 3: Asset and service responsibilities

	QLDC	Waka Kotahi	ORC
Local roads (including footpaths, parking, cycle lanes and tracks, bus lanes, signals and ITS)	x		
State highways (including footpaths, cycle lanes, bus lanes, underpasses, signals and ITS)		x	
Public realm	x		
Bus hub and park and ride	x		
Public transport services and vehicles (including ferries)			x
Signal operations and ITS (led by WTOC)	x	x	
Travel demand management	x	x	x

Table 4 demonstrates that QLDC and Waka Kotahi have a strong responsibility throughout all aspects of the preferred programme, with ORC playing a key role in the PT improvement elements.

Table 4: Project phase responsibilities

	QLDC	Waka Kotahi	ORC	Comment
Leadership and governance	x	x	x	Leadership and governance is primarily with QLDC and Waka Kotahi in the next stages, with ORC contributing for PT.
Planning and design	x	x	x	Primary lead is QLDC and Waka Kotahi guided by the ownership. ORC to lead PT elements.
Consenting	x	x		Primary lead is QLDC and Waka Kotahi depending if it is on SH or local road.
Land acquisition	x	x		Primary lead is QLDC and Waka Kotahi depending if it is on SH or local road.
Pre-implementation	x	x	x	Primary lead is QLDC and Waka Kotahi. ORC to lead PT service elements.
Implementation	x	x	x	Primary lead is QLDC and Waka Kotahi. ORC to lead PT elements.
Maintenance and operation	x	x	x	Local road and public realm sit with QLDC including PT infrastructure and park and ride; State highways sit with Waka Kotahi, public transport vehicles and services sit with ORC
Monitoring	x	x	x	The programme is to be monitored to ensure that it achieves benefits that have been set out. Each of the partners have a role in monitoring the outcomes.

1.2.1 Integration with other projects

There is a range of planning and project delivery underway in Queenstown that is not directly addressed through this business case, but may impact on the design, delivery or operation of the programme or vice

versa. It is critical to the success of all projects that they are considered in an integrated manner to ensure a successful outcome for Queenstown. Table 5 highlights the projects that should be considered in the management of the programme.

Table 5: Project integration

Project	Description	Owner	Timing/status	Interdependencies
Queenstown Spatial Plan	The spatial plan is reviewing district plan zones and identifying locations for growth.	QLDC	In development, preferred plan in testing.	Potential impact on the whole programme, however, the preferred spatial plan has been modelled and integrated into the programme. Any changes to the preferred plan will need to be assessed.
Housing Infrastructure Fund	Kingston, Frankton Flats, Quail Rise, Ladies Mile. Sites connect to SH6, with public transport and a pedestrian underpass. Includes support for new housing, water supply and sewage treatment.	Ministry of Housing and Urban Development, QLDC.	Announced 2018, 10 year interest free loan. First houses expected in 2020.	Underpass at Quail Rise, Hawthorne Drive roundabout improvements, SH6 improvements.
Master planning	Frankton Masterplan, Ladies Mile Master, Queenstown Events Centre Masterplan.	QLDC	Frankton Masterplan has been consulted on and is now being finalised, will provide 30-year vision to 2048. Ladies Mile Masterplan is in the early stages of development.	SH6 improvements, Frankton bus hub, BP roundabout upgrade.
Project Manawa	Located on Stanley Street. Includes a library, performance and visual arts centre, a town square, commercial buildings, and the Council's new administration building.	QLDC	Concepts are being developed and will be consulted with the community in the second half of 2020.	Arterials routes, Stanley bus hub.
Wakatipu active mode network	An integrated network of walking and cycling trails in the district including through the town centre. Parts of the programme are funded and will be delivered in conjunction with this business case.	Way to Go	Business case is approved, and first package of works is joint funded by QLDC and Waka Kotahi.	Eastern SH6 Jim's Way to BP roundabout, Frankton Track.
Lakeview development	An extension of the Queenstown Town Centre providing residential buildings, hotels, co-working and co-living spaces, hospitality and retail, and a hot pools attraction.	Ninety Four Feet, Augusta Capital QLD.	Development agreement was signed late 2019. Construction is planned in seven stages over more than 10 years.	
Park and ride on Ladies Mile	QLDC purchased land for park and ride site alongside SH6 to support residential growth and PT services.	QLDC	Investigations are underway through an SSBC.	Howard Drive roundabout.

Project	Description	Owner	Timing/status	Interdependencies
Te Pa Tahuna development	Ngāi Tahu purchased the old Wakatipu High School site and will develop it with high density and high rise residential.	Ngāi Tahu	First stage has been approved and work underway.	
Skyline	Skyline proposes to expand its car parking at its gondola site.	Skyline Enterprises	TBC	
3 Waters Programme	Queenstown requires a 3 waters upgrade which is on the same alignment as the arterials route proposal. There is an opportunity to deliver concurrently.	QLDC	TBC	
North Frankton Flat District Plan change	Significant increase in density, business mixed use, medium and high density residential (currently rural).	QLDC	Just through mediation, commissioners.	Impact on all of SH6

1.3 Key interdependencies

The two most significant interdependencies are the Spatial Plan and Ladies Mile Masterplan as described below:

- Queenstown Lakes Spatial Plan – the Spatial Plan considers the wider Wakatipu and Upper Clutha areas identifying where growth may occur over the next 30 years until 2050. The outcomes of the Spatial Plan will have a direct impact on where people will live and work in the future and their travel patterns, ultimately determining the required future transport network. The preferred Spatial Plan option has been modelled and tested against the business case to ensure alignment. However, if the Spatial Plan changes through consultation and approvals, then an alignment test will be required to understand the impacts on the recommendations of this business case. Ongoing communications between the projects is required to ensure that the current alignment is maintained.
- Ladies Mile Master planning – a Masterplan process is underway for Ladies Mile to determine the level, type and location of development that is permitted in the area. The level of development will have a direct impact on the performance of SH6 and 6a and will impact on the success of the recommendations from this business case. The process is in the early stages and requires strong coordination between the next steps for the business case recommendations and the Masterplan.

1.4 Key issues for the successful delivery of the programme

One of the biggest issues for the preferred programme are the interdependencies between the interventions within the programme and with major external projects such as Project Manawa. The timing and staging of the programme have been developed based on a range of assumptions. A change in those assumptions will likely have a material impact on the remainder of the programme. The ongoing management and cooperation between the Way to Go partners is a key factor in managing this issue. The implementation plan will have to be actively managed, and any change will need to be tested against the programme to understand the implication on the rest of the programme.

1.4.1 State highway revocation

The current assumption is that State highway 6A will be revoked to local road from the Frankton Road/Dublin Street intersection through to the Steamer Wharf. This will allow for the conversion of Stanley Street to the bus hub and allow for traffic to be restricted to ensure the performance of the bus hub.

In order for this revocation to take place, an agreement will be required between Waka Kotahi and QLDC on the form of the road that is handed over and the funding support that will be given for the operation of the road. Generally, the revocation process will include some physical work to ensure that the road functions as a local road rather than a state highway before it is handed over.

The revocation is therefore critical to the delivery of the preferred programme as it will need to follow the implementation of the arterials route stage 1, but before the establishment of the fully functioning bus hub (which has other interdependencies). It is understood that the delegation for revocation within Waka Kotahi sits at the General Manager level. The process itself is not particularly difficult, however, it is agreeing the terms of the agreement which can take some time. It is therefore suggested that a dedicated project is set up to form a revocation agreement, and to oversee any physical works that are required. This should be initiated as soon as possible so that it does not become an impediment to other projects. The revocation project will be a joint project between Waka Kotahi as the current owner, and QLDC as the future owner of the corridor.

It is also assumed that the arterials route will be a local road.

1.4.2 Queenstown town centre public transport bus hub (Stanley Street)

The public transport bus hub on Stanley Street is central to the business case, and to Queenstown Town Centre, not just by its location but also as a fundamental element in achieving the outcomes that are sought. However, in being a pivotal element it also has a complex interaction with many other activities.

The outcome of a fully functioning bus hub will be achieved in two stages and is dependent on outcomes from other projects. The first part of stage 1 will be a functioning bus hub like its current form but with increased capacity and amenity while remaining in the road corridor. Stage 1b requires a 2.5m strip of land from the Project Manawa site (which is currently in the concept design stage in a separate project) to provide improved customer waiting facilities and improved pedestrian space through the bus hub. Property acquisition of the land is part of the pre-implementation phase of the Stanley Street/Shotover Street package. The PWA process could begin prior to the construction of Manawa Stage 2. It is also noted that access to the playcentre will need to be closed for the hub to efficiently operate. Stage 2 of the bus hub requires private property on the south side to provide a fully functioning bus hub and improved connections through to the rest of the town centre.

It is anticipated that the public transport services will be improved and increased in 2027 to provide the capacity that is required to meet the mode shift targets. It is expected that this will also require an increased and upgraded (assumed to be BRT) fleet. The public transport services improvement will be subject to its own business case to determine the detail of these changes.

1.4.3 Project Manawa

The Project Manawa site is being developed to include a public library, performance and visual arts centre, a town square, commercial buildings, and the Council's new administration building. It is also expected to contain some on site car parking. At the time of writing the site access has not been agreed and potentially has an impact on Stanley Street depending on the final arrangement.

As noted above, the public transport bus hub is also dependent on a wider corridor which is achieved by using some of the Project Manawa site. There is no agreement for this land swap/purchase in place or in progress. It is critical for the bus hub that this agreement is made, and it is critical for Project Manawa that this is considered in the designs as soon as possible. Achieving a property agreement will be on the critical path for all projects.

1.4.4 Frankton bus hub

The Frankton bus hub is planned on Kawarau Road (SH6) and will be delivered in two stages. Stage one will expand the existing hub within its current footprint to provide for more frequent bus services along with regional buses, tourist buses, ski buses, and walking and cycling connections. This will be delivered as part of NZUP.

Stage two will include a significant upgrade providing a full interchange, high quality public spaces, improved crossing facilities, transport-oriented development and connection to events centres and the File Mile Shopping Centre. This will only be required if stimulated through development, an off-line PT connection, or the desire to create a combined local/long distance/tourism facility.

The long-term development (beyond 2030) will require land on the eastern side of Kawarau Road which is currently a golf course. The land is owned by the Department of Conservation (DoC) and is administered by QLDC as recreation reserve. Land is also required for the new BP intersection. Simultaneously, QLDC has

been looking for alternative locations for the golf course as part of the Frankton Masterplan which seeks more event facilities in the area and potentially an events designation over the land. The community, however, are generally in support of the golf course in its current location.

The land required for the intersection upgrade would be purchased by Waka Kotahi from DoC. It has not yet been agreed who would purchase the land for the bus hub. Arguably it could be either QLDC or Waka Kotahi.

The land required can be purchased under the Public Works Act. At best, with all parties willing to negotiate, the property purchase will take 18 months but can take much longer. This is therefore a key process that needs to be initiated subject to the case for the investment being confirmed through the PT Service and Infrastructure DBC.

1.4.5 Public transport services

Public transport is a key mechanism to deliver the outcomes sought by the business case. To attract a significantly greater mode share, improvements are proposed at bus hubs in the town centre and in Frankton. Along with this is an initial improvement to current public transport services on the existing route network in 2024 aligned to the completion of the NZUP works. Subsequent to this is a significant step change in public transport services in 2027. This demand is modelled to exceed the capacity of the current system and higher capacity public transport is required. The details of the future services need to be planned in more detail and will be progressed in two stages. For the changes to current services, there will be a Single Stage Business Case Lite and for the implementation of the BRT network, a Public Transport Detailed Business Case covering services and any supporting infrastructure not delivered by NZUP. However, any changes to the assumptions made in the development of these business cases may have an impact on other elements of the programme and will need to be planned carefully.

1.5 Future stages of the preferred programme

The future stages of the programme described below are subject to funding priorities, long term plans, funding availability from all partners and NLTP criteria and is therefore subject to change. The preferred programme includes a range of projects, with different owners, different timeframes and funding mechanisms. These are summarised in Table 6 below. Note these dates are for the next stage, not the implementation date which are described elsewhere in the business case.

Table 6: Future stages of work

Project	Next stage	Responsibility	Timing	Funding/approval
NZUP	Pre-implementation, implementation	Waka Kotahi	2020	Committed activity
CIP	Pre-implementation, implementation	QLDC	2020	Committed activity
Travel demand management package	Single Stage Business Case	QLDC	2021 – 24 and beyond	No funding, but identified in the Mode Shift Plan
Public transport services	Detailed Business Case	ORC	2021 - 24	None To be submitted to the NLTP
On-road PT Service Improvements	Detailed Business Case	ORC/Waka Kotahi	2021 - 24	None To be submitted to the NLTP
Stanley and Shotover corridor improvements and Stanley St bus hub phase 1	Pre-implementation	Waka Kotahi	2021 - 24	None To be submitted to the NLTP
Town centre upgrade – Stage 2	Pre-implementation	QLDC	2024 - 27	None To be submitted to the NLTP
Arterials Stage 2	Business case update* for pre-	QLDC	2021 – 24	None To be submitted to the NLTP

Project	Next stage	Responsibility	Timing	Funding/approval
	implementation funding			
Stanley Street bus hub phase 2	Included in PT services and infrastructure DBC	QLDC	2024 - 27	None To be submitted to the NLTP
Frankton Transport Hub (on golf course)	Included in PT services and infrastructure DBC	QLDC	2024 - 27	None To be submitted to the NLTP
Stage 3 Arterials Route	Business case update for pre-implementation funding	QLDC	Beyond 2030	None
Offline PT corridor	Business case update for pre-implementation funding, route protection	ORC/QLDC	Beyond 2030	None

*A business case update is intended to review the case for the project without the need for a new business case

1.5.1 Investment triggers

The primary investment trigger for the programme is to enable an efficient public transport system that encourages mode shift by attracting people out of their cars and onto public transport. However, the current system does not have the capacity, nor the supporting service attributes, such as high frequency, to meet the anticipated increase in patronage and enable the realisation of the mode share targets.

The improvements to the public transport system are aligned to the renewal of the PTOM contract in 2027. Improvements comprise of a new vehicle fleet, improved services and a more frequent timetable. Targeted bus priority along SH6a seeks to reduce journey and travel time variability along this key route. An improved level of service is also required at the bus hub on Stanley Street which is achieved by providing dedicated space for buses and necessitates the transfer of general traffic onto the new arterial corridor (Stage 1 funded by CIP). The Queenstown bus hub will be complemented by improvements to the existing bus hub in Frankton to provide for connecting services. Alongside the public transport enhancements, improvements to the town centre are proposed to discourage general traffic while improving the urban amenity of the town centre. Travel demand management techniques are also utilised to further encourage a mode shift to enable an efficient transport system.

Together, the programme provides an integrated package that focuses on mode shift towards a more efficient transport system starting with the public transport system.

1.6 Scope of the preferred programme

A high-level description of the scope for each of the projects is outlined in Table 7.

Table 7: Scope of the preferred programme

Project	Scope
NZUP	Purpose: To improve public transport capacity along the SH6a corridor with intersection improvements and targeted priority for PT. Includes improvements to Frankton Bus Hub and traffic control improvements on SH6. Location: SH6a between the SH6/SH6A intersection and SH6A/Marina Drive intersection, SH6 to Kawarau Falls Bridge Outcome: A more efficient transport network, a transferal of priority from general traffic to public transport.
CIP	Purpose: To provide a new arterial traffic route (Stage 1) to free up capacity on Stanley Street for improved public transport services. To provide improvements in the town centre to enhance the urban, pedestrian and cycle environment. Location: Queenstown Town Centre

Project	Scope
	Outcome: A more of efficient and user friendly town centre that is less dominated by general traffic.
Travel demand management package	Purpose: To identify a package of measures to encourage a change in travel behaviour away from private motor vehicle travel. Measures are unlikely to be infrastructural and will utilise the carrot and stick approach. Location: Wakatipu Basin. Outcome: To encourage people to use more sustainable and higher capacity forms of transport.
Public transport services	Purpose: To identify a network of interconnected BRT services with improved fleet, bus stop facilities and frequency of service. Location: Wakatipu Basin. Outcome: An enhanced PT service to encourage a higher patronage.
On-road PT Service Improvements	Purpose: To provide supporting infrastructure for the improved public transport services. Location: Wakatipu Basin. Outcome: An enhanced PT service to encourage a higher patronage.
Stanley and Shotover corridor improvements (includes bus hub stage 1)	Purpose: To provide urban realm improvements as the corridor changes from a traffic route to a PT, walking and cycling route and acts as the principal PT gateway into the town centre. Location: Stanley and Shotover Streets Outcome: An improved urban environment in the town centre with the transport system that supports efficient modes of travel.
Town centre upgrade – Stage 2	Purpose: To provide improvements in the town centre to enhance the pedestrian and cycle environment. Location: Camp Street, Earl Street, Church Street, Queenstown Mall, Cow Lane, Lake Esplanade and Ballarat Street. Outcome: An improved urban environment in the town centre with a transport system that supports efficient modes of travel.
Arterials Stage 2	Purpose: To extend the arterial traffic route to draw traffic away from the town centre. Location: A new link between Gorge Road and Hay Street. Outcome: An improved urban environment in the town centre with the transport system that supports efficient modes of travel.
Stanley Street bus hub stage 2	Purpose: To integrate with development and provide an enhanced bus hub that provides connectivity between different types of services. Location: Stanley Street Outcome: To provide an improved public transport level of service/experience to encourage higher patronage.
Frankton Transport Hub (on golf course)	Purpose: To provide a functional multi-modal hub that provides for service improvements in the longer term. Location: Kawarau Road Outcome: To provide an improved public transport level of service to encourage higher patronage.
Stage 3 Arterials Route	Purpose: To extend the arterial traffic route to draw traffic away from the town centre. Location: Between Glasgow Street and the One Mile Roundabout Outcome: An improved urban environment in the town centre with the transport system that supports efficient modes of travel.
Offline PT corridor	Purpose: To identify a new public transport route outside of the road network. Location: Between Frankton and Queenstown Town Centre. Outcome: To provide additional capacity for the PT system and encourage higher PT patronage.

1.7 Stakeholder engagement and communications plan

An Engagement Strategy (Appendix A06) was developed for the business case and describes the engagement process for the project. The strategy identifies a broad spectrum of key stakeholders to engage with through the project.

It is expected that most stakeholders will continue to be interested in the project, especially as more detail is developed around the concepts. It is recommended that the intent of the Engagement Strategy is carried

through into specific plans for each of the packages/programmes/projects as they develop. The plans should be developed by a communication advisor and owned by the project director and governance group.

1.7.1 Key stakeholders

- Government Ministers and local MP

Project partners:

- QLDC and ORC councillors and Mayor
- Senior leaders QLDC, ORC and Waka Kotahi
- Technical staff and project team members QLDC, ORC, Waka Kotahi
- Managers of interdependent projects

Associate government organisations:

- Adjacent councils (Central Otago)
- Central government/consenting authorities MBIE/DIA/DoC/MoE

Iwi/Hapu

- Ngāi Tahu

Landowners (and absentee homeowners)

Industry/services:

- Queenstown Airport
- Emergency services
- Waste collectors
- Tourism groups
 - Destination QT (RTO)
 - Tourism industry assoc.
 - Rental vehicle assoc.
 - Hotel assoc.
 - Campervans companies
 - Bus and coach assoc.
 - Downtown QT
 - Chinese tourism operators
 - Operators re. vehicle movements
 - Real journeys
 - NZ Ski
 - Camping ground
- Utilities and services
 - Rock Gas
 - Telecoms

- Chorus
- Telstra Clear
- Aurora
- Water Strategy – QLDC PMO
- PT Operators
 - Ritchies and Go bus
 - NZSki
 - Go Orange (Real Journeys)
 - K-jet
 - Taxis
 - Savy
- Chamber of Commerce
- Downtown Queenstown
- Developers

Community/interest groups:

- Frankton Community Association
- Calvin Height Community Association
- Fern Hill R&R
- Schools
- Freight
- Cycling
- Shaping our future
- Disability groups
- Marina development

1.7.2 Public engagement

The business cases have had two rounds of public engagement. The first was in early 2019 on the concepts as they were developing. The second round closed on 31 August 2020 and was focused on an interactive online map with details of the preferred programme. This also included pop ups in Frankton and Queenstown. The feedback received through the second round of consultation will be critical for the next stages of work as the projects progress into pre-implementation. The feedback should inform project scoping for pre-implementation, and the engagement plans for each of the projects.

1.8 Assurance and acceptance

The business case has been subject to internal review by the Way to Go partners, and the consultant team. It is also subject to the following assurance processes:

- Independent Challenge Team review of the emerging programme by Pete Clark (Waka Kotahi), Geoff Cooper (Price Waterhouse Coopers) and Barry Mein (Mein Consulting Limited), February 2020
- Modelling Peer Review (Ian Clark, Flow Transportation Specialists), September 2020

- Economics Peer Review (Chris Money, Ernst and Young), September 2020
- Review of the draft Queenstown Business Case (Tony Sizemore (Waka Kotahi), Tony Pickard (QLDC), Garry Maloney (ORC), AECOM, September 2020
- Review of the Business Case drawings (ARUP), September 2020
- Independent Quality Assurance Review (Waka Kotahi), October 2020.

The project assurance deliverables for the pre-implementation and implementation phases are set out in Table 8.

Table 8: Project assurance deliverables

Item	Component	Description	Owner
Funding	Approval by QLDC, Waka Kotahi, and Waka Kotahi on behalf of crown funding	Internal approvals will be required for each of the projects, along with approval within the LTP and NLTP.	QLDC/Waka Kotahi
Safety audit	Independent safety audits are to be carried out at each stage	Detailed design audit to be completed and issues resolved (for pre-implementation). Post-construction safety audit to be completed following implementation.	Waka Kotahi/QLDC Carried out by independent consultant
System optimisation review	Operation of new systems	It is anticipated that signals and ITS will be operated by WTOC. WTOC to audit designs for operational issues.	WTOC QLDC/Waka Kotahi
Property	Acquisition	Internal approvals required for property purchase. Acquisition must follow all relevant legal processes.	QLDC/Waka Kotahi
Legal and planning review	Consenting review	Peer review of the consenting strategy to ensure issues are identified and appropriately managed.	QLDC/Waka Kotahi Carried out by independent consultant
Cost estimate peer review		Independent peer review of cost estimates for pre-implementation.	QLDC/Waka Kotahi Carried out by independent consultant
Economic peer review		Independent peer review of the economic appraisal for pre-implementation.	QLDC/Waka Kotahi Carried out by independent consultant
Detailed design	Design elements	Internal approvals of design standards used, particularly where standards are varied, or an innovative approach is used.	QLDC/Waka Kotahi
Technical assurance	Specification and value for money	Independent technical assurance of projects design quality and assurance.	QLDC/Waka Kotahi
Tender phase	Tender processes	A procurement strategy is required to guide all procurement process. This is subject to internal approval.	QLDC/Waka Kotahi
Construction	Oversee of construction and sign off for completion	Internal procurement and contractual processes to be followed and approvals sought, including client field assurance.	QLDC/Waka Kotahi

Item	Component	Description	Owner
	Health and safety	Ensure health and safety plans are in place, appropriate, and followed throughout construction.	QLDC/Waka Kotahi + contractor
	MSQA	Independent external provider to provide quality assurance throughout construction	To be engaged

1.9 Change control

At the outset of each phase for each individual project it is critical that the scope of work is clearly defined and agreed between the project partners and between the client and consultant/contractor. This will enable the clear identification of change during the project development, ideally before it impacts.

Any change in the scope of the project is to be managed by the project manager and reported through to the project governance if it is at a significant level (to be determined by the governance group). It is recommended that a change control register is established for each project and across the programme to ensure that interdependencies of change are managed appropriately. Change will be managed within an understanding of the tolerances of the project (related to funding, scope, risk, quality and benefits).

The change control register will sit alongside the risk register and should be managed by the project manager. Any risk that impacts will likely result in a change in the project, and will result in an adjustment of cost, programme or quality that will be subject to approval by the programme governance.

1.10 Benefits realisation management

The benefits of the business case will be realised and measured against the targets that have been agreed with the project partners. The alignment is demonstrated from the benefit statement through to the measure for the baseline and the target performance (Table 9). These benefits will be developed further as the individual projects are developed.

The development of the benefits realisation plan has highlighted that there are significant data gaps for the baseline information. It is therefore recommended that a data improvement plan is developed between QLDC, Waka Kotahi and ORC to ensure that the right information is being collected. The gaps in data has required that the best available information has been used, rather than the best data itself. To also assist in bringing this plan together, some of the KPIs have focussed on the Queenstown to Frankton corridor where better information is available. This is also a key part of the network and it influences the outcomes achieved both up and down stream.

Finally, it is noted that COVID 19 is going to have a significant impact on behaviours and will mean that the baseline data may be quickly out of date or irrelevant. This will be a key issue for the data improvement plan to address.

Table 9: Benefits framework

Investment objective	Key performance indicator	Outcomes	Measure	Baseline	Target	Available
Efficiency						
Provide more efficient and reliable access for people and goods that: a. sustainably manages high growth b. reduces reliance on private vehicle travel	Travel time reliability for all modes	Decrease the financial cost of using transport, better management of population and visitor growth	Average travel time variability	GT – interpeak variability of 30mins (fastest time 13min longest 43min) 2018 model SH6/6A to Fernhill roundabout PT – pm peak variability of 11 minutes Tom Tom data SH6/6a to CBD 2018 survey	Achieve consistent travel time on key routes, noting travel time for GT may increase GT – max variability of 15mins PT – max variability of 3.5 minutes <u>2028</u> 60% general traffic 40% sustainable modes <u>2048</u> 40% general traffic 60% sustainable modes *For F2Q	Yes for GT from models, but better to use actual monitoring Tom Tom data for PT
	Mode Share	Decrease the financial cost of using transport, reduce reliance on car travel	Number of pedestrians, cyclists and public transport boarding	General traffic – 93% PT – 1% Pedestrians – 5% Cyclists – 1% (adjust based on long term trends) *For F2Q	<u>2028</u> 60% general traffic 40% sustainable modes <u>2048</u> 40% general traffic 60% sustainable modes *For F2Q	Yes – annual surveys
	Network accessibility	Improved accessibility to town centre by public transport	Number of residents within 400m of a bus stop (5min walk)	17,024 (62% of Wakatipu ward population in 2020 spatial plan modelling)	Target - 90% of resident population within 5min walk of a PT service Targets to be confirmed to align with the Spatial Plan	Every four years following the release of new census data
	System Occupancy (Network Productivity)	Increase vehicle occupancy	Number of passengers for general traffic and public transport	2.18 in 2018	3 in 2028	Reliant on ongoing cordon surveys
	Walking Quality of Service (LOS)	Improve the level of service for pedestrians in the Queenstown town centre	Quality of service metric based on Transport for London guidance (Fruin) – average LoS for two hour period	 LoS A for all links 12pm – 6pm	Maintain LoS A	Assessment can be made at anytime

Investment objective	Key performance indicator	Outcomes	Measure	Baseline	Target	Available
	Cycling Quality of Service (LOS)	Improve the level of service for cyclists	Percentage travel on cycle network classified as complying with defined level of service (facility type)	As determined in Appendix E of the Wakatipu Active Travel Network Single Stage Business Case	To achieve the proposed level of service for cycling as determined by Figure 3 in the Wakatipu Active Travel Network Single Stage Business Case	Needs development
Resilience						
Is adaptable to change and disruption	Network availability	Improve resilience to natural hazards – availability of alternatives for high risk/risk impact routes	Percentage of high-risk, high-impact routes with a viable alternative	Alternative route for F2Q is via Arthurs Point an extra 17.2km and 10-20mins F2Q vulnerable to rainfall induced landslips (4L)	4VL in 2050 without remediation Target – 2UL	Risk data from NZTA National Resilience PBC, detour from resilience detour tool Available from TREIS at any time Needs improvement
	Natural Hazard Rating/Risk/QRA	Improve resilience to natural hazards – level of service and risk	Average number of road closures from natural hazards	An average of 5.1 road closures per year based on 10 years of TREIS data on F2Q	A rolling 10 year average of 3 closures per year	
	Future ready	Improve network resilience and travel time reliability – network redundancy	Appropriate capacity in event of system disruption (including alternative routes, alternative modes, alternative destinations)	Current travel time reliability is poor, up to 30min for F2Q. This also impacts PT.	Available alternative routes (Arthurs Point) with mode options – GT, PT and walking and cycling. Ferry also provides an alternative option.	
Amenity						
Enhances the liveability and quality of the natural and built environment	Quality of urban environment	Improve the amenity value of the built environment, people focused	VURT rating		An average score of 20 (light green) or better across the network.	Yes

Investment objective	Key performance indicator	Outcomes	Measure	Baseline	Target	Available
	Transport related emissions and noise	Reduce pollution and greenhouse emissions Reduce environmental noise, people focused	VKT proxy for tonnes of CO2 equivalents emitted Measure noise level in dB Laeq over 24h	2018 baseline 178,535 tonnes CO2-e No baseline for noise, to be established 2020/21	2048 target 156,257 tonnes CO2-e (15% decrease) Target reduction of noise to be established, following identification of the baseline, in line with national, regional and local targets	Data gap – noise monitoring
	Potential for urban development	A transport system that encourages and enables development	People and goods throughput on SH6a	Considered that transport is a barrier to further development as it is at 100% capacity	85% capacity of the transport network would allow for development to occur	Data gap – alternative measures should be developed
	Quality of life survey	Improved residents' satisfaction with the transport system and built environment		Town centre 2019 respondents agree: Meets the needs of residents and tourists – 25% Traffic levels are acceptable – 25% Enough PT – 53% Easy place to spend time – 64%	Town centre respondents agree: Meets the needs of residents and tourists – 100% Traffic levels are acceptable – 100% Enough PT – 100% Easy place to spend time – 100%	Survey has been carried out 2018 and 2019. Will need to continue to provide comparison over time
	Visitor experience	Improved visitor experience	% of satisfaction	New baseline to be established post COVID	Improvements in visitor feedback over the established baseline, particularly related to transport elements	Yes
Safety						
Enhances safety with a goal of Vision Zero	Risk of death or serious injury	Support physical health, improved access for alternative transport modes	Mode share of active modes	2018 survey Pedestrians – 5% Cyclists – 1% (adjust based on long term trends) *For F2Q	2028 60% general traffic 40% sustainable modes 2048 40% general traffic 60% sustainable modes *For F2Q	Available
		Reduce deaths and serious injuries	DSI and collective and personal risk rating Number of DSIs	Collective risk – medium and Low medium Personal risk – low DSI walking – 0.32 DSI/km DSI cycling – 0.16 DSI/km DSI vehicles – 1.4DSI/km SH6a from SH6 roundabout to Shotover Street	Collective risk – low Personal risk – maintain low DSi – 0 SH6a from SH6 roundabout to Shotover Street	Available

1.11 Risk management planning

Table 10 summarises the key risks for the next stages of delivery at a management level. Individual design risks also remain for each project and will be managed at a project/alliance level. A risk register (Appendix F01) has been maintained throughout the project and contains the full risk assessment.

The ongoing management of risk in the programme into the next stages requires further planning and structure. However, it is expected that each project will have a risk workshop upon commencement to develop a specific risk register which will be continually reviewed and updated throughout the project. Risks that are rated as high or critical will be reported through the project governance with monthly reporting. It is expected that the risks are assessed and managed following the same framework that has been developed for this business case.

Table 10: Key risks

Risk description	Risk cause	Risk score	Owner	Treatment strategy
That the funding available to implement business case recommendations, and the recommendations, do not align.	Future budget drivers and decisions based on a range of elements, not only this business case.	Critical	QLDC and Waka Kotahi and ORC – Shaun Hubbard	Maintain contact with levels in QLDC, ORC and Waka Kotahi that are appropriate for team. Update cases to be as realistic as possible for cost/budget profiles. Parties to signal funding priorities as early as possible.
That property(ies) required are not available.	Property owners do not wish to sell, or property costs are prohibitive.	Critical	Waka Kotahi – Tony Sizemore	Early engagement with property owners.
That decision making external to team is poor or slow.	Decision makers are not aligned or not prepared to commit to significant change.	Critical	Way to Go – Shaun Hubbard	Maintain contact with appropriate levels in Waka Kotahi, ORC and QLDC. Reinforcement of requirement for timely decisions, particularly during the collaborative review process.
That decisions made for interface projects (Stage 1 design, Stage 2 and 3 prelim design and designation, and Manawa) are inconsistent with business case recommendations (misalignment).	Interface projects are working to different timelines, and their various constraints are not the same as this project.	High	Way to Go – Shaun Hubbard	W2G maintain observation on interface projects and interaction with this project's requirements. Strong integrated project governance, with a clear agreement of roles and responsibilities.
There is misalignment between Waka Kotahi, QLDC and ORC for the multitude of interdependent projects.	Multiple interdependencies between the projects which are the responsibility of differing agencies.	Critical	Way to Go Board – Shaun Hubbard	Consistent decisions are required across design, operations, approvals, funding, programme and implementation.
There is the threat that the projects lose community support.	Community and individuals progressively understand more about the projects and the impacts on individuals.	High	Way to Go communications – Shaun Hubbard	Comprehensive engagement strategy on-going after business case completion, with frequent touch points with the community and stakeholders.

Risk description	Risk cause	Risk score	Owner	Treatment strategy
Parking control and management measures are not strong enough to act as a "push" factor for mode shift.	Parking implementation plan has not been developed, so uncertainty about its contents.	Critical	QLDC – Tony Pickard	Recommended W2G seek Board direction to prompt QLDC to develop implementation plan that supports this business case.
There is a threat that the different work programmes may not work together, or even against each other, over the life of this project.	Different work programmes have different governance structures.	High	Shaun Hubbard	W2G to emphasis understanding the connected projects management and governance structure and keep the connections.
The spatial plan supports land use patterns that are inconsistent with patterns assumed in this work, upon which the mode shift and infrastructure requirements are based.	Spatial plan is driven by different elements than business case project and was started after this work was mostly complete.	High	Shaun Hubbard	Pre-implementation work could do further sensitivity tests on SP options, to assess further risk of inconsistency.
There is a threat that personnel experienced in this project may leave the relevant roles (or organisations).	People move, change careers or seek promotion/different roles.	High	ORC, Waka Kotahi, QLDC managers	Management to remain aware of the vulnerabilities of staff movement/changes on this project. Recommend a second (backup) team member who is appropriately informed and current.
There are detail design changes required in later stages.	Detail design can identify necessary changes to scope/cost/programme.	High	Way to Go – Shaun Hubbard	Involve the right people early in frequent challenge sessions and peer review.

1.12 Cost management

Programme cost estimates have been developed for budgeting purposes based on scheme level design, although some projects have been developed further to a detailed design level cost estimate. It is likely that costs will change through pre-implementation and implementation phases. The ultimate responsibility for cost sits with the programme governance and is to be managed by the project director and manager at an operational level.

To enable the project governance to manage costs, consultants and contractors must provide the following information in accordance with relevant procedures to the QLDC and Waka Kotahi project managers monthly and highlight issues arising as early as possible:

- Budgeted cashflow (baseline and risk adjusted baseline)
- Value of work completed in the preceding month and contract to date (including rates and quantities for all items not listed as “lump sum” or “each” within the contract)
- Forecast value of work completed and revised cashflow through to project completion
- Exception reports outlining the reasons for not meeting the financial targets
- Any approved or proposed variations to the scope of work

It is also critical that the project scope is clearly defined at the start of each phase, and that any changes to the scope are recorded along with the impact on cost. The Waka Kotahi Cost Estimation Manual (SM014) 2015 sets procedures for scope and cost management that should be utilised.

2 LESSONS LEARNED AND POST IMPLEMENTATION MONITORING

2.1 Lessons learned

The preferred programme has a long life span, and therefore provides a good opportunity to feed lessons learned from the early projects in the programme into the projects delivered later in the programme. This will require a good level of coordination and cooperation between the project partners.

It should be required by each of the partners to deliver a project close out report which includes a lesson learned review. For large projects, it may be appropriate to engage an independent facilitator to go through a full review. The review should be careful to capture both positive and negative lessons.

The close out report would be the responsibility of the project manager and would be shared with the governance group and to the other partners. The close out reports should be reviewed as part of developing the scope and tender documentation for any subsequent phases or projects.

The close out report should be funded by the project's managed costs and be delivered within two months of the project/phase completion.

2.2 Post implementation monitoring

A monitoring programme has been developed as set out in Table 11. This is the recommended approach to monitoring the outcomes of the business case to track how well the benefits are being achieved. Monitoring will be a joint responsibility of each of the partners.

Table 11: Post implementation monitoring

Investment objective	Key performance indicator	Outcomes	Measure	Method	Owner
Efficiency					
Provide more efficient and reliable access for people and goods that: a. sustainably manages high growth b. b) reduces reliance on private vehicle travel	Travel time reliability for all modes	Decrease the financial cost of using transport, better management of population and visitor growth	Average travel time variability	GT – traffic model, but another method should be found PT – Tom Tom data	QLDC, Waka Kotahi, ORC
	Mode Share	Decrease the financial cost of using transport, reduce reliance on car travel	Number of pedestrians, cyclists and public transport boarding	Annual traffic surveys	QLDC, Waka Kotahi, ORC
	Network accessibility	Improved accessibility to town centre, integrated and sustainable transport system	Number of residents within 400m of a bus stop (5min walk)	Spatial analysis of census data analysis (4 yearly)	ORC, QLDC
	System Occupancy (Network productivity)	Increase vehicle occupancy	Number of passengers for general traffic and public transport	Annual cordon and screen line surveys	QLDC, Waka Kotahi
	Walking Quality of Service (LOS)	Improve the level of service for pedestrians	Fruin level of service/Pedestrian Comfort Level metric	Based on Transport for London guidance	QLDC
	Cycling Quality of Service (LOS)	Improve the level of service for cyclists	Percentage travel on cycle network classified as complying with defined level of service (facility type)	Annual maintenance survey	QLDC
Resilience					
Is adaptable to change and disruption	Network availability	Improve resilience to natural hazards – availability of alternatives for high risk/risk impact routes	Percentage of high-risk, high-impact routes with a viable alternative	Resilience assessments and detour assessment	QLDC, Waka Kotahi
	Natural Hazard Rating/Risk/QRA	Improve resilience to natural hazards – level of service and risk	A rolling 10 year average of closures per year	TREIS data	QLDC, Waka Kotahi

Investment objective	Key performance indicator	Outcomes	Measure	Method	Owner
	Future Ready	Improve network resilience and travel time reliability – network redundancy	Appropriate capacity in event of system disruption (including alternative routes, alternative modes, alternative destinations)	To be established	QLDC, Waka Kotahi
Amenity					
Enhances the liveability and quality of the natural and built environment	Quality of urban environment	Improve the amenity value of the built environment, people focused	VURT score	VURT assessment	QLDC
	Transport related emissions and noise	Reduce pollution and greenhouse emissions Reduce environmental noise, people focused	CO2 surveys analysis based on transport modelling Measure noise level in dB Laeq over 24h	Modelling assessment Noise surveys to begin	ORC/QLDC
	Potential for urban development	Ensure that transport does not block future development	Transport capacity as a proxy	Transport models	QLDC
	Quality of life survey	Improved residents' satisfaction with the transport system and built environment	Continuation of current survey questions	Quality of life survey	QLDC
	Visitor experience	Improved visitor satisfaction	% satisfaction	Visitor survey	QLDC
Safety					
Enhances safety with a goal of Vision Zero	Risk of death or serious injury	Support physical health, improved access for alternative transport modes	Mode share for active modes	Aligned to Active Modes Business Case monitoring	QLDC, Waka Kotahi
		Reduce deaths and serious injuries	DSI and collective and personal risk rating	Provided through Waka Kotahi safety analysis tools (CAS)	QLDC, Waka Kotahi
			Number of DSIs		