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# Twin Coast Discovery Route and Northland Journeys Wayfinding Implementation Single Stage Business Case

Stantec New Zealand Ltd

26-06-2019

VERSION Final

Twin Coast Discovery and Northland Journeys Wayfinding Implementation Plan  
Business case to proceed from initiation to implementation



Twin Coast Discovery

New Zealand Government

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This document provides guidance for a detailed business case (DBC) report, in support of an investment – project, procurement or scheme.

In all cases, a programme business case or indicative business case (IBC) should have been completed and agreed, prior to the submission of this document for approval.

Prior to pre-implementation, the main purpose of the DBC is to evidence that the most economically advantageous offer is being procured and that it is affordable. In addition, the DBC demonstrates that the required outputs can be successfully achieved.

The template is for guidance purposes only and should be completed in accordance with NZ Transport Agency guidelines set out on the NZ Transport Agency's website.

## APPROVAL

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## TEMPLATE VERSION

REVISION NUMBER	IMPLEMENTATION DATE	SUMMARY OF REVISION
1.0	26-06-2019	Final

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## GLOSSARY OF TERMS

ABBREVIATION	TERM
AEE	Assessment of environmental effects
AO	Approved organisation
BCR	Benefit-cost ratio
CAPEX	Capital expenditure
CBD	Central business district
CEMP	Construction environmental management plan
CVIU	Commercial vehicles investigation unit
D&C	Design and construct
DE	Design estimate
DSI	Death and serious Injuries
DoC	Department of Conservation
EEM	Economic evaluation manual
EIR	Environmental impact report
EOI	Expression of interest
EPA	Environmental Protection Agency
FYRR	First year rate of return
GPS	Government Policy Statement
HCV	Heavy commercial vehicle
HNZPT	Heritage NZ Pouhere Taonga
HNZPTA	Heritage NZ Pouhere Taonga Act
IAP2	International Association for Public Participation
ILM	Investment logic map
IRS	Investment and revenue strategy
ITS	Intelligent transport systems
KPI	Key performance indicator
LLR	Lessons learnt review
LTMA	Land Transport Management Act
MOU	Memorandum of understanding
MVKT	Million vehicle kilometres travelled
NES	National environmental standards
NIU	National infrastructure unit
NLTF	National Land Transport Fund

ABBREVIATION	TERM
NLTP	National Land Transport Programme
NOR	Notice of requirement
NPC	Net present cost
NZCID	New Zealand Council for Infrastructure Development
NZTA (or the Agency)	The New Zealand Transport Agency
NZTS	New Zealand transport strategy
OPEX	Operating expenditure
PBC	Programme Business Case
P&I	Planning and Investment
PI	Performance indicator
PMS	Project management services
PoPS	Portfolio procurement strategy
PPFM	Planning Programming and Funding Manual
PPM	Principal Project Manager
PPP	Public Private Partnership
PT	Public transport
PWA	Public Works Act
RAMM	Road Assessment and Maintenance Management
RFP	Request for proposal
RLT	Regional Land Transport
RLTS	Regional Land Transport Strategy
RMA	Resource Management Act
SAR	Scheme assessment report
SE	Scheme estimate
SH(#)	State Highway (number)
SOI	Statement of intent
SSC	State Services Commission
SSEMP	Site specific environmental management plan
TA	Territorial Authority
TDM	Traffic demand management
TOC	Total outturn cost
VAC	Value Assurance Committee (formerly SSRC)
VMS	Variable message sign
WEBs	Wider economic benefits

Add more as appropriate.

# 1. EXECUTIVE SUMMARY

## 1.1. Background

The Twin Coast Discovery Route and Northland Journeys *Wayfinding Implementation* is one of seven business cases being developed by the New Zealand Transport Agency in Northland as an outcome of the Twin Coast Discovery Route PBC. The Wayfinding Implementation Plan is expected to improve quality of visitor experience by making it easier and more comfortable to navigate to Northland attractions promoted within the 'Northland Journeys' package. Northland has a wealth of sites of environmental, cultural and heritage significance that are potential opportunities for economic development. Expanding the experiences through better wayfinding provides an opportunity to spread these economic benefits across Northland.

## 1.2. Issues/Opportunities/Objectives

Tourism is a major industry in Northland generating over \$1.1b in annual expenditure. There is significant opportunity to grow the visitor industry in Northland and realise further economic opportunities for the region. Clear and efficient wayfinding is considered an essential part of visitors' experiences. Wayfinding using maps, signage and online information provides opportunities to raise awareness of the area's attractions and features and encourage people to see and do more when they visit.

Road signage in Northland appears, in general, to be showing significant signs of wear and tear which suggests the region is somewhat 'tired' from the perspective of a visitor and their first impressions of Northland. There are also many examples of multiple signs (i.e. up to four or five) at key intersections making it difficult for first time visitors to quickly interpret what they need to know so integrating these into a clearer single sign will improve understanding as well as visitor impressions. Northland is also looking somewhat dated in key digital channels where many businesses have not claimed nor updated their Google business listings and Google Street View imagery can be up to 10 years old in places.

The eastern part of Northland in general has higher visitor expenditure and visitor numbers than the western parts of Northland due to the significant visitor sector on the East Coast. One of the key considerations in developing the PBC was to identify opportunities to develop increased economic activity on the west coast and the Far North outside of the key tourist areas.

The Great Kiwi Road Trip research project conducted in Northland in 2018 highlighted that 66.7% of international visitors and 42.9% of domestic visitors said they were 'not sure' what places and sites they would visit during their stay. These relatively high proportions of 'unsure' visitors suggest that there is a significant opportunity for wayfinding information to influence them while they're in the region.

Implementation of the Wayfinding plan needs to encourage visitors to:

- Stay in Northland longer and see more attractions;



- Visit again and again;
- Visit throughout the year;
- Visit more of the region, not just the east coast.

Other benefits from effective Wayfinding include:

- Improved safety;
- Reduced travel costs due to a more efficient route choice;
- Increased recognition of and local pride in the tourism offerings of the area.

Achievement of these outcomes is not dependent upon Wayfinding alone. There needs to be the appropriate infrastructure in place so that visitors have the desired experience (safe, reliable journeys) while travelling to, experiencing and leaving destinations. In addition, the destinations need adequate promotion in the first place so that people can plan to visit either before arriving in the Northland Region, or while there.

The following investment objectives and outcomes were identified as partly attributable to the proposed Wayfinding option:

Project objectives	Outcome	Comments
Growth in visitor expenditure	<ul style="list-style-type: none"> <li>• Annual visitor expenditure will grow 0.8% higher than the annual visitor expenditure average growth rate of 2.3% for Northland the year after full implementation of the Wayfinding programme (2025).</li> </ul>	<ul style="list-style-type: none"> <li>• 3.1% growth compared with 2.3% expected without the programme. This is 30% more growth than if the Wayfinding programme was not implemented.</li> </ul>
Increased Number of vehicles on routes	<ul style="list-style-type: none"> <li>• The annual vehicle km travelled (vkt) growth rate (for the journey segments) on the State Highways in the Kaipara (SH12) and Far North Districts' (SH1) of Northland will increase x% more than the 2017 to 2018 vkt growth rate the year after full implementation of the Wayfinding programme (2025).</li> </ul>	<ul style="list-style-type: none"> <li>• NZTA to provide 2017 to 2018 vkt growth rate data for these state highways in these districts. Typical growth rate is around 2%.</li> </ul>
Increased number of visitors at key listening points	<ul style="list-style-type: none"> <li>• The number of visitors per annum increase by x % at key 'listening points' (Cape Reinga, Cape Brett, Tane Mahuta) by 2030</li> </ul>	<ul style="list-style-type: none"> <li>• To be confirmed following baseline data collection.</li> </ul>

### 1.3. Options considered and why some were rejected

The Wayfinding business case notes that people find their way using different means and that this has and will continue to change over time. The options considered a range of wayfinding methods within the broad groupings (alternatives) of:

- Direct sharing of local knowledge and information person to person, using maps or distribution of printed media
- Provision of physical signage to show travellers where to go or how to reach their destination
- Digital media so that people can find content online to direct them to their destination

A range of potential interventions were considered for each of these Wayfinding alternatives which when assessed led to either an increasing or decreasing quality of Wayfinding outcome.

	Option
1	Minimum signage
2	Traditional signage (replacement based on current best practice)
3	Minimum multi-channel
4	Multi-channel 'light'
5	Enhanced digital data
6	Enhanced digital data plus Global visitor connections
7	Enhanced digital data and max visitor connections
8	Fully engaged community and traditional signage
9	Fully engaged community, traditional signage with global and NZ traveller digital reach
10	Fully engaged community, traditional signage with digital reach through to special purpose apps

Option 10 was selected by stakeholders as the preferred option that includes ongoing community engagement over the first five years of the project, replacement of traditional signage with new and improved signage. This physical signage installation will be preceded by and supported with digital solutions spanning global websites such as Google through to local websites and travel apps providing visitors and locals with up to date and compelling information.

It was felt by key stakeholders that the lesser intervention options would not realise the level of benefits desired by the Community.

Stakeholders also felt that the direct sharing of information approach, which includes the employment of a Wayfinding Coordinator, would help fully engage the community to better realise economic outcomes from the Wayfinding implementation. However, this needs to be supported by upgraded signage consistently installed across the region. All information needs to similarly be consistent with contemporary online Wayfinding. Stakeholders viewed an integrated approach to Wayfinding incorporating face to face contact, maps, signage and digital together as one programme of work was necessary to deliver effective outcomes.

## 1.4. Description of recommended solution and the cost/benefits

The recommended solution provides for:

- Local knowledge and information:
  - Word of Mouth (structured messaging across Northland)
  - Trained Ambassadors (working in tourism and retail businesses)
  - Printed (maps, map boards)
  - Provision of materials and content to i-Sites
- Signs
  - Cycleways
    - Great Ride (off-road)
    - Cycleway (on-road)
  - Visitor attraction and journey signs
    - Northland Journeys Locations of Interest
    - Visitor Attractions (not on Northland Journeys map)
    - Visitor industry related projects
    - Route/journey signs (start, end points and route markers)
  - Rest Areas / Stopping places (Large)
  - Township destination signs
    - Townships (Large)
    - Townships (Medium)
    - Townships (Small)
  - Other
    - Regional entry points
    - Transport Connections
    - Services
- Digital
  - Global

- Googlemaps / Applemaps
- Google my business
- Street View
- Global Travel
  - Global travel websites (such as TripAdvisor, AirBnB)
- NZ Travel
  - NZ Wayfinding websites (such as Northlandnz)
  - Generic travel Apps (such as Roadtrippers, Campermate)
- Special interest groups:
  - Specific purpose apps (such as Great Rides app)

Implementing the above wayfinding solutions together present significant synergies that will help provide more impactful messages to visitors by raising awareness of attractions on Northland Journey routes. By engagement with businesses and local people first, the wider community in will ensure new journeys have support before signage is installed on routes.

The key factors that led to the selection of the preferred option were the wider economic benefits (WEBs) versus the overall cost of the option, the highest MCA scoring option and stakeholder preferences. The overall present value of the WEBs calculated across the programme as attributable to Wayfinding was \$88M with a commensurate present value of cost at \$18M.

A key part of implementation is funding. The local community does not have the available resource to fund the establishment of the Wayfinding solution. The proposed funding strategy likely involves support from additional government funding.

The initial investment is \$7.62M from all funding sources to cover a 5-year implementation and transition to a sustainable local funding model.

	Year 1	Year 2	Year 3	Year 4	Year 5
Local knowledge and information	0.495M	0.375M	0.225M	0.225M	0.225M
Signs	0.72M	0.525M	1.57M	1.3M	0.9M
Digital	0.395M	0.26M	0.22M	0.093M	0.093M

Funding has not yet been secured for these wayfinding solutions so it will be necessary for the project owners of each component to seek the funding required for the wayfinding implementation. Project owners and funding requirements are shown in the table below:

Element	Project Owner	TOTAL
Local knowledge and information	Northland Inc	1,545,000
Signs	NZTA (State Highways)	5,015,000
	Kaipara District Council	
	Far North District Council	
	Whangarei District Council	
Digital	Northland Inc	1,060,000
<b>TOTAL</b>		<b>7,620,000</b>

It is estimated that approximately 50% of the signage investment will occur on State Highways with the remaining 50% on local roads.

### 1.5. Implementation Strategy

A project Implementation plan has been developed in collaboration with NZTA, Northland Inc and key Council stakeholders. The preferred option is proposed to be done in three stages as given below.

	Local knowledge and Information					Signage						Digital							
	Coordination of activities	Word of Mouth [structured]	Ambassadors	Printed [maps, map boards]	i-Sites	Design cost	Approaches to feature [pre-warning sign]	Entry/exit to feature	AT / within feature	Intersections	Maintenance	Googlemaps / Applemaps	Google my business	Street View	Global travel websites [list: TripAdvisor, AirBnB, ...]	NZ Wayfinding websites [list: Northland, ...]	Generic travel Apps [list: Roadtrippers, Compermate, ...]	Specific purpose apps [list: Great Rides, ...]	
Great Ride (off-road)	30	25	40	40	10	500	8	2	15	15	9	50	20	20		5	25	15	
Cycleway (on-road)	35	25	40	60	5		44	1	50	94	12	50					3	25	15
Northland journeys locations of interest	50	50	60	75	10		200		484	40	25		25	25	100	9	75		
Rest areas (L)	5			10					22		16	10		5					
Rest Areas (S)																			
Townships (L)	25		50	30	10						80	50	15	20	50			25	
Townships (M)	25	75	50	45	10						25	50	20	20	30				
Townships (S)	25		50	55							4	50	20	20				25	
Visitor attractions (not on Northland Journeys map)	25	25		35							2	15	10	15	75				
Visitor industry related projects	25	25		50									5	10					
Route/journey signs (start, end points and route markers)		25							80	50	80	19			20				5
Regional entry points	10	25		15						77		5							
Transport Connections	20	25		20									10	10					
Services	25		50	40	75				30		45	2							
Other			10								185								

### 1.6. Cost-benefit appraisal

The benefit cost ranges between 2.2 and 6.7, however some tangible benefits were not considered such as safety and journey time reliability due to the overlapping nature of these benefits with other northland business cases. Rest Areas and Overtaking Opportunities, Northland Townships, SH12 and SH11 could also use safety and journey time reliability as benefits in their business cases.

Key start up resources once funding has been approved will be:

- Appointment of a part time Wayfinding Coordinator who will also fulfil a project management role through the 5-year establishment phase
- Appointment of a designer to design signage.
- Complete a signage audit

Early implementation tasks will be:

- Community engagement
- Negotiated procurement to supply and install Wayfinding signage using existing signs contractors (NZTA, KDC, FNDC, WDC)

- Establishment of benefits realisation and monitoring plan; this will be key evidence to gain support from Northland businesses to fund and sustain the Wayfinding programme in the longer term.

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# PART A – THE CASE FOR THE PROJECT

## 2. BACKGROUND

Northland is a narrow peninsula, about 330 kilometres long from Auckland to Cape Reinga. Northland has a diverse economy and according to Statistics NZ, Northland's best performing sectors income-wise at the end of 2017 were; Manufacturing, Forestry, Tourism, Agriculture and Fishing. Northland has historically been one of the most economically deprived areas of the country. Recent economic indicators do show an improvement in Northland and there is potential for an even stronger performance in the region.

The NZ Transport Agency in partnership with Northland Inc and key regional and government stakeholders developed an overarching PBC which was aiming to improve economic performance of Northland. The Twin Coast Discovery Route (TCDR) and its key Northland Journeys are the focus of the PBC. The PBC considered the case for investment to address problems on the TCDR and seven Northland Journeys. The PBC is a part of a wider suite of corridor plans examining key journeys and routes in the Northland (Tai Tokerau) region. The PBC is an investment map for the region and highlights the types of activities that if undertaken collectively could result in significant benefits for the region

The PBC has identified a preferred programme that addresses the investment objectives. Visitor industry is one of the workstreams identified in the programme. The total programme investment in Northland is estimated at between \$570 million and \$1,080 million. The region's water-based attractions, forests, walks and nature-based activities, Maori cultural experiences and its subtropical climate makes Northland a good destination for tourism. The purpose of this business case is to consider the case for investment to implement a Wayfinding Plan for the Twin Coast Discovery Route (TCDR) and seven Northland Journeys, with the aim of encouraging both international and domestic visitors to visit new places, try new experiences and stay longer in Northland. Clear and efficient wayfinding is an essential part of visitors' experience of Northland. Many visitors do not plan their travel stops and routes in advance, most prefer to have some flexibility in their travel choices during their trips (*see section 6.2 The Great Kiwi road trips August 2018*). There is also evidence that visitors may underestimate how long it takes to get around and could be fatigued (with many travellers doing 10 hour days). Wayfinding is needed to give them information about the route, confidence they are travelling in the right direction and to identify the opportunities to explore different locations within realistic timeframes. This is particularly important in remote, rural areas. Implementation of the Wayfinding

Implementation Plan will improve the visitor experience by making it easier and more comfortable to navigate to attractions.

## 2.1. Study area

The focus of this business case is a Wayfinding Implementation Plan within the Northland Region. The scope considers wayfinding for the Twin Coast Discovery Route (TCDR) and seven Northland Journeys. The TCDR and the seven Northland Journeys utilise several state highways and local roads in the Auckland and Northland regions. These routes have been developed to include cycle and walking journeys and coastal recreational modes and road-based routes. A map of the TCDR is shown in Figure 2-1 and Figure 2-2 illustrates the other seven Northland journeys. The currently promoted Northland journeys are;

- Ancient Kauri Trail (from Maungaturoto to Omapere)
- Wandering with Ancestors (Waipoua forest to Mitimiti)
- Te Ara Coast to Coast (Waitangi Treaty Grounds to Signal Station Road)
- All About Islands (Number of islands assessible from Pahia and Russell)
- The Secret Coast Route (Whakapara to Russell)
- Into the Wide Blue Yonder (from Whangärei Falls to Tutukaka and on to Hikurangi)
- Where Giants Gather (from Whangärei Town Basin to the Whangärei Heads)



Fig 2-1 –Twin Coast Discovery Route

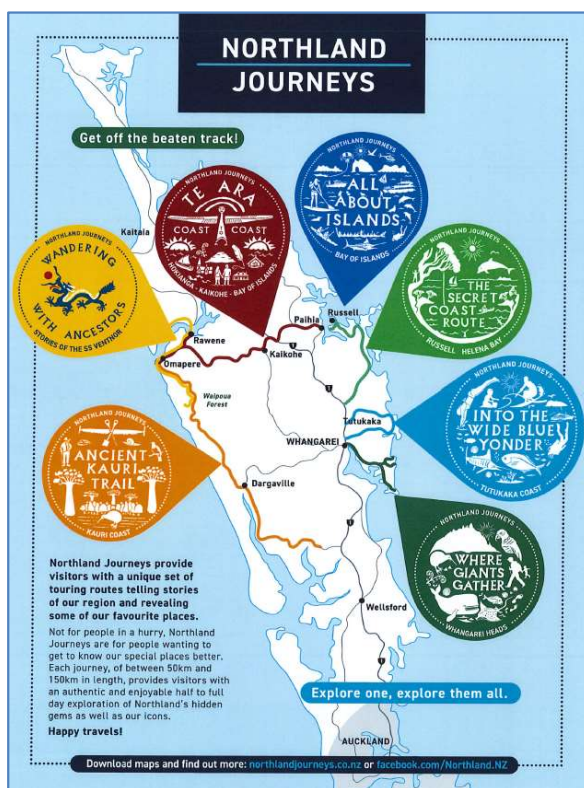


Fig 2-2 – Northland – Northland Journeys



Local government administration within Northland is carried out by the Northland Regional Council and three territorial authorities: Kaipara, Whangārei, and Far North District Councils (Figure 2-3). Northland is home to 152,000 people, with 3.6% of New Zealand's population (2013 Census). Most Northlanders live in Whangārei District (51%), with the remainder scattered in a number of smaller towns and settlements across the region. Northland covers 1/3 length of the North Island. Northland has a sub-tropical climate and is the warmest region in New Zealand.

**Fig 2-3 – A map of Northland Regional Council's boundary** (source - Northland Regional Council website)



## 2.2. Work completed to date

### 2.2.1. Programme Business Case

The Twin Coast Discovery PBC was developed in 2017 by NZTA in partnership Northland Inc and key regional and government stakeholders with the aim of identifying investment opportunities to improve the economic performance of Northland.

The preferred programme consists of six workstreams: visitor industry, townships, digital connectivity, other transport modes, road network and resilience and safety. NZTA have packaged these workstreams into seven programmes of work as described below:

- SH11 Kawakawa to Puketona SSBC

This business case focuses on the 30km stretch of State Highway 11 from the SH1 intersection at Kawakawa to the SH10 intersection at Puketona. The Transport Agency has been working with key stakeholders to identify options to improve safety and resilience along this corridor and to identify opportunities for economic growth.

- SH12 Rawene to Katui Road SSBC

This business case focuses specifically on developing and refining investment options for the SH12 corridor between Rawene and Katui Road.

- Rest Area Implementation Plan SSBC

This business case focuses on developing options for new rest areas and improving existing rest areas along TCDR.

- Passing and Overtaking opportunities SSBC

This business case focuses on additional passing and overtaking opportunities and safe turning zones on TCDR. These include wider shoulders and wider bays which are designed to support the needs of commercial operators such as tourist coaches and heavy haulage vehicles.

- Integrated Northland Cycle Plan

This business case focuses on evaluating potential cycle routes and enhancing existing infrastructure for cyclists. It also looks at improvements to the Pou Herenga Tai (Twin Coast) cycle trail.

- Wayfinding Implementation Plan

The Wayfinding implementation Plan has developed options for improved road wayfinding signage, local knowledge and information signage and digital signage.

- Township Plans

Township plans are looking at improving safety, access and amenity for eight townships served by State highways. Those townships are Kaikohe, Dargaville, Rawene, Kohukohu, Awanui, Morewa, Horeke and Kawakawa.

## 2.2.2. Northland Journeys and Twin Coast Discovery Highway Revitalisation (TCDHR) Project

The TCDHR project was completed in 2018 and funded by Northland Regional Council. The aim of the project was to increase the economic contribution of tourism by \$20 million per annum from 2020 onwards. Northland Inc has been leading the non-infrastructure development of the TCDR and its revitalisation as a series of compelling Northland Journeys including new routes and new ways to travel these routes. The report on revitalisation the TCDR outlined how Northland could benefit not only by promoting distinctive sub-regions but also by expanding the 800km touring route from one highway into a set of byways encouraging visitors to explore more of the regions. These byways or journeys are between 50km and 150km in length. Journey development occurred between 2015 - 2017 and the first three new Northland journeys; 'Where Giants Gather', 'The Ancient Kauri Trail' and 'Into the Wide Blue Yonder' were developed in early 2017. The launch received positive local and travel media coverage and growing visitor interest. The other four Northland journeys were launched in late 2017. Each individual journey is highly distinctive and fits within an overall portfolio of compelling journeys throughout the region so that visitors are encouraged to enjoy multiple journeys over multiple visits. Wayfinding Implementation will help linking places and activities along the TCDR and the journeys to create positive economic growth.

This Wayfinding business case explores options to implement and improve wayfinding focusing on the TCDR and seven new Northland journeys. They are:

- Ancient Kauri Trail
- Wandering with Ancestors
- Te Ara Coast to Coast
- All About Islands
- The Secret Coast Route
- Into the Wide Blue Yonder
- Where Giants Gather

The maps of the Northland journeys are shown in Appendix A.

## 2.3. Project Governance

As outlined under section 2.2.2, the Wayfinding Implementation Plan is one of eight PGF funded work streams being undertaken by the Transport Agency in Northland. The programme governance structure and relationship of these workstreams is shown in **Figure 2-4** below.

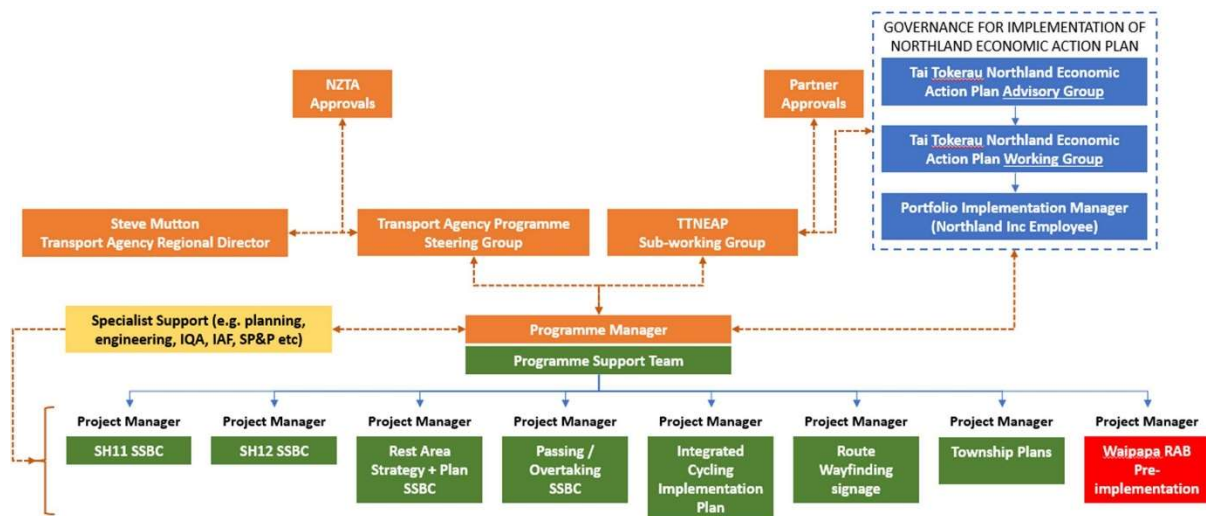


Fig. 2-4 – Project Governance structure

### 2.3.1. NZ Transport Agency Board

The NZ Transport Agency Board has overall responsibility for NZ Transport Agency projects. The Board reports directly to the Minister of Transport and is responsible for:

- Land transport planning
- Managing the state highway network
- Regulating access to, and participation in, the land transport network
- Promotion of land transport safety and sustainability.

### 2.3.1. Delegations Committee

The Delegations Committee is the most senior project decision making team, which comprises of various senior managers and technical specialists.

### 2.3.4. Investment partners

The NZ Transport Agency is the primary investor for the Wayfinding business case project. Under the Land Transport Management Act it is the government body responsible for managing, operating, planning and improving state highways on behalf of the country. As a primary investor, the Transport Agency is fundamentally concerned with ensuring the safety and efficient travel for users of the state highway network. In future phases, investment partners include;

- Northland Inc
- Far North District Council
- Kaipara District Council
- Whangarei District Council

The three territorial councils above are responsible for managing, operating, planning and improving local roads within the council areas. Some other potential investment partners are:

- Iwi
- Tourism industry related businesses

## 2.4. Stakeholders Engagement

### 2.4.1. Business case partners

#### NZ Transport Agency

As a partner to this business case, the Transport Agency is fundamentally concerned with ensuring the safe, reliable and efficient travel for customers on this section of the state highway network. Investment in the visitor industry may therefore be needed to help solve the problems identified in the strategic case, and fully realise the benefits of investing.

#### Iwi

As a partner to this business case, iwi commitment to promote the recognise the rich cultural history of the area and embracing and promoting and contributing to the signing of attractions

#### Northland Inc

Northland Inc is a council-controlled organisation, encompassing the Northland Regional Economic Development Agency and the Regional Tourism Organisation (RTO). In conjunction with the Ministry of Business, Innovation and Employment (MBIE) Northland Inc works with key industry sectors in Northland to address market failures, facilitate value-added activities and value chain improvements, increase exports, and provide business, job and investment opportunities. One of its key focus areas is the visitor industry.

### 2.4.2. Key stakeholders

Based on engagement for the PBC, the following key stakeholders have been identified. Generally, there is strong alignment between stakeholders regarding the focus areas for the corridor.

- NZ Transport Agency
- Northland Inc
- Whangarei District Council
- Kaipara District Council
- Far North District Council
- Northland Regional Council
- Auckland Transport
- Auckland Council

### 2.4.3. Consultation and Communication approach

A consultation and engagement plan has been prepared for the project and is given in the Appendix A. The plan sets out and records the stakeholder communication and engagement activities for the business case and implementation plan.

With consultation with the key stakeholders a set of engagement objectives and outcomes for the project has been set. These are given in Table 6-1.

Objective	Outcome
Awareness	Ensure key stakeholders, partners, and communities are aware of the key messages and the timeframes for inputs and outcomes.
Understanding	Key stakeholders and iwi partners understand the NZ Transport Agency business case process, including programme deliverable and decision making.
Behaviour	Key stakeholders and partners team up with the NZ Transport Agency to deliver the programme in a cohesive and collaborative way, to deliver on the Government’s transport priorities.
Participation	Stakeholders, partners, and communities are provided with opportunities to participate in decision making processes, where applicable, to inform business case development.
Reputation	NZ Transport Agency is positioned as delivering robust business cases, is engaging genuinely and effectively with stakeholders, and is working on behalf of the Government to give effect to its transport priorities.

**Table 2-1 – Engagement objectives and outcomes**

There will likely be differences of perception with respect to the proposed implementation plan. The Transport Agency will work collaboratively with Northland Inc., councils and stakeholders to deliver wayfinding interventions that are consistent with Northland Inc’s extensive work on promoting destinations throughout Northland.

The following key messages were developed for the project:

- Transport Agency and Northland Inc. are working together to raise awareness of the Twin Coast Discovery Route and Northland Journeys (routes)
- The Transport Agency will work collaboratively with councils and stakeholders to deliver wayfinding interventions that are consistent with Northland Inc's extensive work on promoting destinations throughout Northland
- The project will take approximately three months to deliver a business case for investment that will allow for detailed costings to quickly progress and the early implementation of wayfinding interventions
- An enabler to improving economic performance in less visited areas of Northland.

#### 2.4.4. Stakeholder engagement process

While the NZTA is the contracting body for this project, the many of the interventions identified will be implemented on or will affect roads controlled by the three local authorities; Whangarei, Kaipara and Far North District Councils. It is therefore essential that the outcomes of the project are supported by the local authorities.

The Northland journeys were developed by Northland Inc in extensive consultation with operators within the Northland tourism sector. Therefore, it was considered that there is no need for significant consultation and engagement with tourism operators at the early stages of the project. Early engagement was focused on;

- Raise awareness of the TCDR Programme objective
- Explain how the wayfinding project is aligned with the programme
- Advise of the project timeframes and how business may become involved.

Following are some key stakeholder engagement activities that have occurred since start of this:

- Workshop on 8<sup>th</sup> March 2018 –this workshop was specifically focused on raise stakeholder awareness of the project, identify long list options, discuss Risks, uncertainties, interdependencies and feedback on preferences. Workshop presentation slides and minutes are found under Appendix A.
- NZTA Twin Coast Discovery Route Project Update newsletter; <https://createsend.com/t/t-040D4E122861E5672540EF23F30FEDED> provides updates of seven BCs to community and stakeholders
- Ongoing engagement with the Local councils to identify key tourist attractions/features and public facilities within each local authority area.
- Ongoing engagement with project teams of SH11, SH12, Townships, Rest areas and Passing Opportunities through NZTA to identify overlaps.
- Meeting with Northland Inc on 15<sup>th</sup> April 2018 – Present longlist wayfinding options, evaluation criteria and indicative capital and maintenance costs and seek feedback on preferred option/s and an implantation plan.
- Meeting with local authorities on 16<sup>th</sup> April 2018 - – Present longlist wayfinding options, evaluation criteria and indicative capital and maintenance costs and seek feedback on preferred option/s and an implantation plan.

- Wayfinding & SH12 Draft SSBC's combined workshop to get comments from NTZA specialists – Present NZTA specialists and SH12 with Wayfinding long/shortlist options, evaluation criteria, indicative capital and maintenance costs. Seek NZTA feedback on the recommended option and draft implementation Plan. Identify overlaps/missing tourist attractions on the SH12 project corridor for wayfinding road signage.

No public consultation has been undertaken in developing the wayfinding implementation plan. However, engagement with community and tourism operators will be required at pre-implementation stage. The recommended interventions under local knowledge / information and digital signage require local labour and buy-in from community and local businesses. The TCDR and Northland Journeys intersects with a number of township and settlement areas. These townships have unique historical and cultural characteristics. While the key output of the Wayfinding plan is to make it easier for visitors to navigate the TCDR, Northland Journeys and key attractions on those routes, there is also opportunity to promote the identity of the place through wayfinding signage. Town gateway signs, map board signs and interpretation signs (at key visitor attractions) could be good interventions to create an identity at each location. Design of those signage will require guidance and inputs from community, tourism operators and Iwi.

As shown in Figure 2-5, there are nine Iwi tribal boundaries in Northland. The NZ Transport Agency has duties and obligations to the parties to the Treaty of Waitangi. The Wayfinding project has not engaged with Iwi/Hapu in developing the implementation Plan. Iwi will be engaged during the design process of wayfinding signage. Māori language, culture, stories and traditions are strong in Northland and Wayfinding signage is an opportunity to showcase Northland's rich Maori culture and history to visitors.



**Fig 2.5– Map of Northland Iwi** (source: *Te Puni Kokiri, Te Kahui Mangai*)

## 3. THE CASE FOR INVESTMENT

### 3.1. PROJECT CONTEXT

#### 3.1.1. Geographic and environmental

The Northland region is 85 kilometres across at its widest point, and 7.5 kilometres at its narrowest. The typical inland landscape is rolling hill country. Flat land is found mainly in narrow river valleys and coastal areas. The main upland areas are the Maungataniwha, Tūtāmoe and Waimā ranges, peaking at around 780 metres above sea level.

Northland has a wealth of sites of environmental, cultural and heritage significance that are potential opportunities for economic development. The coastline, about 1,700 kilometres long, is the most distinctive feature. The East Coast is characterised by white sandy beaches that are popular with locals and visitors, while the West Coast offers several extensive, shallow beautiful harbours and magnificent kauri forests, including the Waipoua Forest. The West Coast, East Coast and central area north of Kaikohe are particularly important environmentally with conservation areas and outstanding natural features which offer potential opportunities to attract domestic and international visitors to the area.

Numerous islands lie off the East coast. The main groups are the Hen and Chickens, Poor Knights and Cavalli islands, and the Bay of Islands is named for its sprinkling of 150 islands. Rivers and streams dissect the land. Many are short, with small catchments. There are several small, shallow lakes, man-made or formed by dune or volcanic activity.

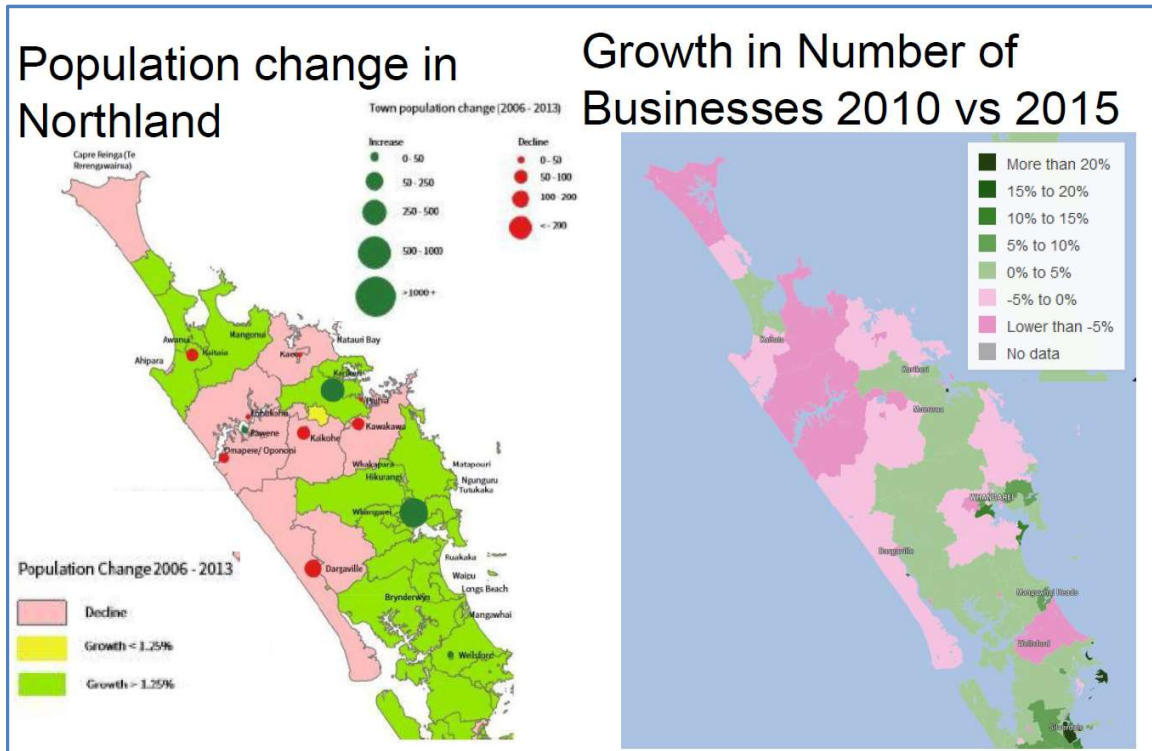
Most of the region lies below 150m elevation although some points in the central ranges are above 600m. Together these factors give Northland a climate that is warm and humid in the summer and mild in the winter. Rainfall is highest in winter while dry spells tend to occur in summer and autumn.

The soils in Northland are better suited to forestry than agriculture. Most are strongly leached, warm, heavy clays with thin topsoils and low subsoil fertility. Nearly 14% of the land area of Northland remains in native forest and shrubland. Waipoua, and the adjoining forests of Mataraua and Waima, make up the national largest remaining tract of native forests. Most of Northland's ancient forest cover has been cut down for the precious timber of the kauri tree or cleared for farmland. However, the forests are now under the protection of the Department of Conservation.

Kauri dieback is a disease that affects kauri trees and it can kill the trees of any age. The Kauri Dieback Programme was initiated in 2009 in a partnership with Biosecurity New Zealand, Department of Conservation and several regional councils to help prevent the spread of dieback disease. Kauri forests are scattered throughout Northland with the most well-known locations including Puketū, Waipoua, Trounson, Whangarei Heads and Russell Forest. Waipoua forest is the home to New Zealand's largest known living kauri tree, Tāne Mahuta which is believed to be around 2300 years old. Many international and domestic visitors visit this magnificent tree and walk through other Kauri forests in Northland. Waipoua forest is one of the top five attractions in Northland. Although, the disease has



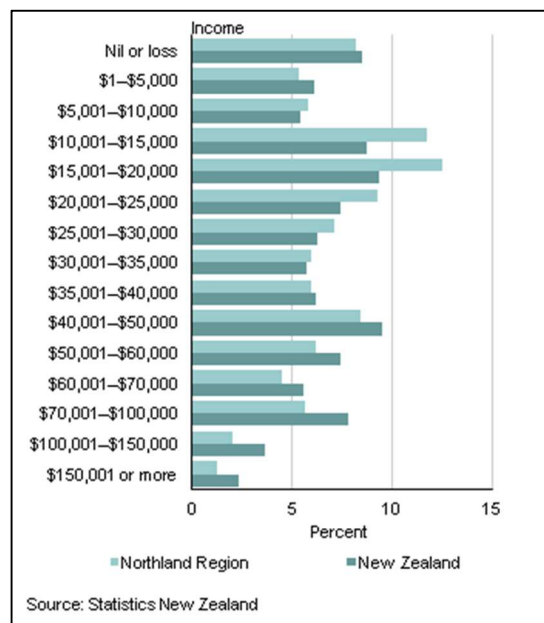


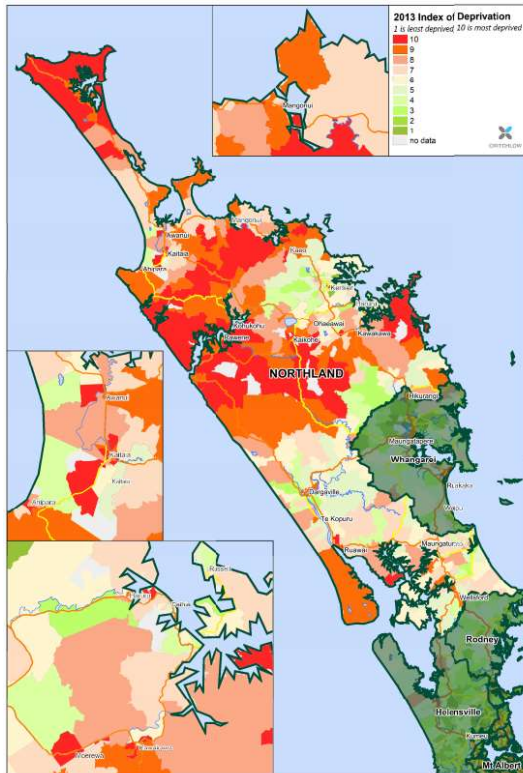


**Fig. 3.4 – Population change (2006–2013) and the growth of businesses (2010–2015) in Northland** (Source: Statistics NA, LINZ, Boffa Miskell, Whangarei District Council)

Northland has the highest age dependency ratio (proportion of people aged under 15 and over 65 year to the total working age population) of any New Zealand region, highlighting its lower proportion of working age people. Northland’s labour force participation rate is well below New Zealand’s. A higher proportion of the region’s working age population earn income from benefits, and a lower proportion derives income from wages or salaries. Figure 3.5 illustrates the total personal income for people aged 15 years and over in Northland compared to New Zealand.

**Figure 3.5 – Total personal income for people aged 15 years and over Northland 2013 Census**





The Index of Deprivation (a number from 1 to 10) is high for an area with a high degree of socioeconomic "deprivation" and is low for an affluent or less needy area. Fig. 3.6 illustrates the Index of Deprivation for the Northland Electorates based on Statistics New Zealand 2013 Census data. Northland has one of the most socio-economically deprived populations in the country. Northland personal and household income is well below the national average. This contributes to the high levels of deprivation experienced in the region. High levels of deprivation are associated with adverse impacts on health, education and employment outcomes. The combination of high unemployment and under skilled workers results in a lost economic opportunity for Northland. Increasing visitor expenditure in Northland is one way to create new jobs, close the income gap and improve the economic performance of Northland in general.

Fig. 3.6– Northland Electorate–Deprivation Index (source; NZ parliament website)

### 3.1.3. Visitor industry

Northland’s visitor industry performs well relative to other New Zealand regions, and has the sixth highest visitor nights stayed in the country. The region has genuine points of difference for visitors compared to other regions in New Zealand. The core of building a distinctive value proposition is the bringing together of rich historical and cultural assets and experiences in areas of outstanding natural amenity. Currently the visitor spend is concentrated in the Bay of Islands and a small number of other locations, predominantly on Northland’s East Coast. The combination of natural and cultural visitor assets is available on both coasts and the Far North and therefore there is potential to expand visitor industry into other locations. The pie graph on Fig. 3.7 shows the proportion of visitor accommodation in Northland area.

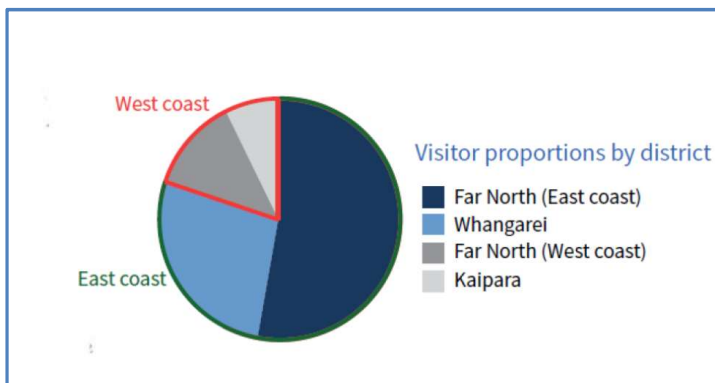
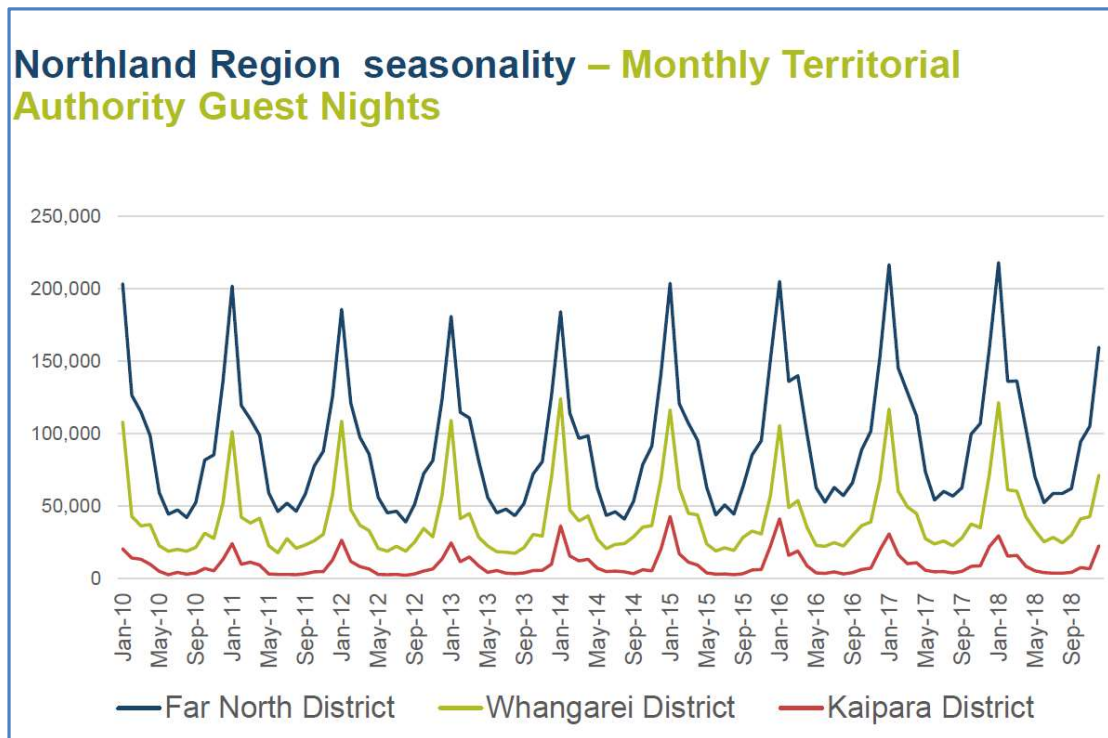


Fig. 3.7 – proportion of visitor accommodation in Northland

Visitors includes a wide range of people including international and domestic visitors. Domestic tourists account for approximately 70% of the visitor spend. The large dependence on the visitor industry sector in the region also results in a strong seasonality with the peak economic generation from visitors occurring over the summer 'high' period. **Fig. 3.8** illustrates the seasonal variation of visitor nights for the period 2010-2018 in Northland. The graph highlights the difference in visitor numbers on east and west coasts of Northland.



**Fig. 3.8 – Seasonal variability of visitor nights in Northland 2010–2018** (Statistics NZ)

The combination of Northland's natural assets and its rich historic and cultural heritage are valued by the region's communities and visitors alike and are an important source of distinctiveness for the region. Maintaining and enhancing these features is an important foundation for industry growth. Expanding the availability of attractions and experiences that are not weather dependent provides an opportunity to spread these economic benefits across a larger proportion of the year. The easier it is for visitors to identify where the attractions and amenities in Northland are, the more likely they are to spend time and money. If visitors have a difficult time navigating the region, they may give up and never return. Developing and promoting a more compelling value proposition based on linking cultural and natural advantages could reduce seasonality and keep visitor longer in the region and spending more.

As part of the Twin Coast revitalisation project, the Tai Tokerau Northland Economic Action Plan (NEAP) recommended expanding the Twin Coast touring route from one highway to a set of byways (journeys). The concept of Northland Journeys is to encourage customers to visit other areas of the region, thereby increasing the dispersal of visitors. By dividing the TCDR into multiple journeys it also reduces the perception of the TCDR as one long journey and Northland as being "far away".

A range of projects are currently under consideration or development to build on some existing attractions including Waitangi Museum and Education Centre, Manea footprints of Kupe Heritage centre at Opononi and Underwasser Arts Centre with Wairau Maori Art Gallery. There are as well a number of visitor industry related projects currently under development such as construction of new hotels in Bay of Plenty and Waitangi, Kerikeri and Whangarei airport upgrades and Paihia Waterfront development.

Promotion of roundtrips that incorporates the visitor offerings and products on both coasts and improving visitor facilities and infrastructure in Northland have high potential for an increased investment in the regional tourism.

### 3.1.4. Transport

The key traffic and freight routes for Northland comprise of SH1 linking Whangārei to Kaitaia and south to Auckland and SH12 linking Kaikohe and Dargaville and down to SH1 between Whangārei and Wellsford. These routes are supported by SH14 between Dargaville and Whangārei, SH10 between Pakaraka and Kaitaia, SH15 from Kaikohe to Whangarei and SH15A (Port Marsden Highway), Northland has close to 750 km of state highways (approximately 7% of the national state highway network) and around 5,880 km of local roads, of which about 40% of local roads are sealed.

The TCDR and key Northland Journeys extend across the majority of Northland's major roads. In addition to its purpose providing access for visitors to key destinations, it is important to remember that a wide range of other customers also use these corridors including freight vehicles, inter-city coaches, local drivers, cyclists and pedestrians.

Cycling is an emerging visitor activity in Northland and has the potential to generate economic benefits for the region. Northland Regional Council developed a Northland Walking and cycling strategy in close collaboration with the Regional Walking and Cycling Steering Group. The purpose of the strategy is to provide a strong framework to support the development and implementation of district council walking and cycling strategies. As outlined in the strategy, Northland presently contains several long-distance cycle trails:

- The Pou Herenga Tai/Twin Coast Cycle Trail between Ōpua and Horeke
- The Far North Cycleway from Cape Reinga to the Hokianga Harbour
- Kauri Coast Cycleway between Rāwene and Dargaville
- Kaipara Missing Link from Dargaville to Poutō Point at the mouth of the Kaipara Harbour and then by boat to Helensville

The 84km Pou Herenga Tai/Twin Coast Cycle Trail incorporates the towns of Opua, Kawakawa, Kaikohe, Okaihau and Horeke joining them with off-road rail trail, low use country roads and some boardwalk through tidal areas. The first 28km section of this trail (Kawakawa to Okaihau) opened in 2016 and attracted 5,000 visitors over a six month period. The last three routes above form part of 'Tour Aotearoa' – a 3,000km cycling or bikepacking route from Cape Reinga to Bluff that started as a brevet event and is now being ridden at other times of the year by independent riders.

Northland is the northern starting point of the Te Araroa Trail, a walking route which runs the entire length of the country from Cape Reinga to Bluff. There are a large number of other scenic walks managed by DOC (Department of Conservation) of varying length and grades, as well as a series of short walks managed by district councils. DOC manages a total of 119 tracks in Northland across the region which represents 11% of all DOC tracks in New Zealand. Northland has a relatively small number of overnight or multi-day tracks, including the Cape Brett Track and the Te Pahi Coastal Track. None of these tracks are currently designated as a 'Great Walk'. Northland has a relatively high proportion of short walks (93 tracks, equivalent to 13% of the total).

These cycling and walking routes represent a major opportunity for the region, to attract visitors to less well-known locations. Fig 3.9 illustrates existing and proposed Northland walking and cycling routes.



Fig.3.9 - Existing and proposed Northland regional walking and cycling routes (source: Northland Walking and Cycling Strategy Aug 2018)

Northland is only a couple of hours drive away from New Zealand's largest city and international airport. The completion of the Puhoi to Warkworth Road of National Significance planned completion late 2021 will reduce roading issues for visitors travelling to Northland from Auckland. There are areas of low resilience along SH1 and other key tourism and freight routes. Key industries in the region such as forestry relying heavy on State Highways and diversion routes, which do not always have enough road width to take heavy vehicles. The interaction between flows of heavy freight traffic and visitor traffic impacts on visitor travel experience.

There are infrequent inter-city bus services operating in Northland. These services connect Auckland to Wellsford, Whangarei, Paihia, Kerikeri, Kaikohe, Kaitaia and Cape Reinga. No public transport services currently operate along Northland's West Coast. Therefore, visitors and residents are required to use private vehicles or private coaches to access the West Coast.

Air travel is an important way for people to access Northland. Existing public services connect at Whangarei and Kerikeri airports and a smaller private airline (Barrier Air) from Auckland to Kaitaia. Air New Zealand has been operating an additional three flights a week between Auckland and the Bay of Islands since November 2017.

The key port in Northland is the Marsden Point. The Port serves as the major export and import hub for forestry, fuels, dairy and fertiliser. Other Marinas include Whangārei Town Basin Marina, Opuā Marina and Riverside Marina. There are 10 harbours in the region. Two of those are in West Coast; Kaipara Harbour and Hokianga Harbour.

The North Auckland rail line is 281 kilometres in length (152 kilometres in Northland), originating in West Auckland and terminating west of Kawakawa at Otira. Relatively little log and wood freight is transported by rail and the efficiency of the rail network is limited by low clearance, single tracking and speed restrictions. In addition, there is no rail link to Marsden Point.

The ONRC is a classification system completed in 2013 that identifies the desired level of service, function and use of road networks and state highways. The ONRC classifies New Zealand's roads into six categories:

- National
- Arterial
- Regional
- Primary collector
- Secondary collector
- Access

As shown on Fig.3.10, TCDR and Northland Journeys comprise a diverse range of roads. Local authorities and NZ Transport Agency can compare the state of roads across the country, and direct investment where it is needed most using the ONRC.



Fig. 3.10 – One Network Road classification map – Northland & Auckland

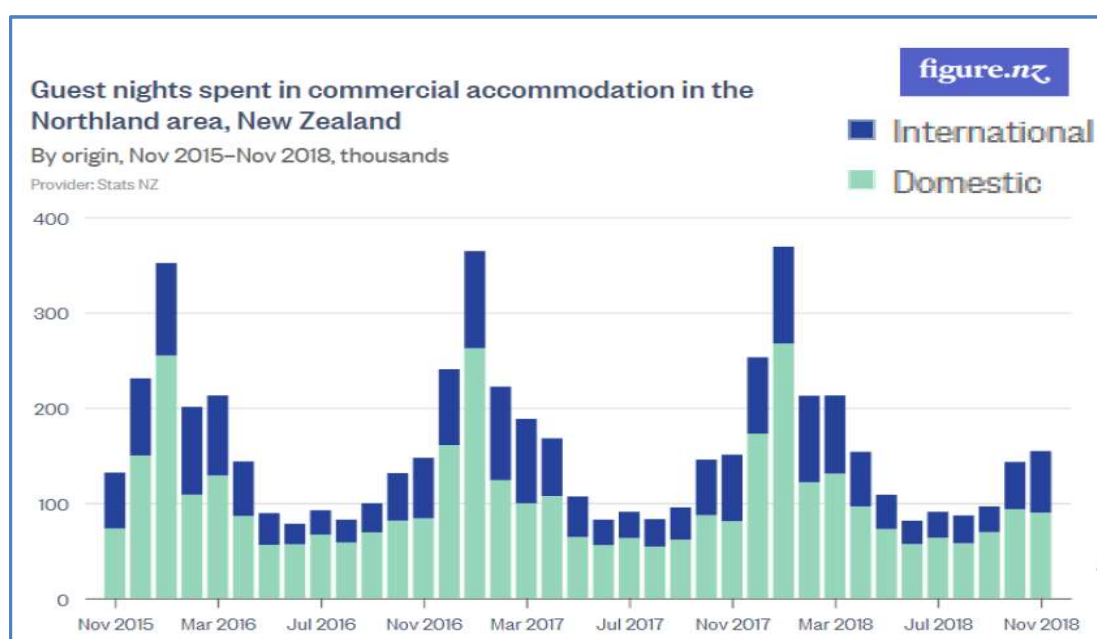
### 3.1.5. Customers

The PBC identified four main groups of customers on Northland's road network:

- Domestic visitors
- International visitors
- Local customers
- Freight customers

The wayfinding implementation plan predominantly targets domestic and international visitors. Dispersal of visitors through the district remains limited, with most visitors drawn to a small number of locations on the East Coast and continuing up to Cape Reinga. Dispersal of visitors through the year is weighted towards a series of peak periods with narrow shoulders. Northland is currently New Zealand's sixth largest tourism region measured in both commercial guest nights and visitor spend. Fig.3.11 shows the variation of domestic and international visitor accommodation in terms of nights stayed in the region for the period 2015-2018. Domestic visitors come primarily from Auckland and account for 76% of spend, while international visitors spend 24% of the total. The largest international source markets for Northland are; Australia, UK, Rest of Europe, USA and Germany.

The Transport Agency has undertaken a customer insight research to investigate visitors' expectations, motivations, experiences, information-seeking and decision-making processes. The key objective of this research was to grow the local visitor industry for the benefit of visitors and the local community. The research found that visitors are more likely to be sensitive to visual road elements and they are not that sensitive to road safety interventions to improve the level of service. Following visual road elements, the next most important aspect is better wayfinding signage that helps them to make decisions early and with greater comfort.



**Fig. 3.11 – International and Domestic visitor guest nights spent in Northland 2015– 2018**

The Great Kiwi Road Trip research report, August 2018 highlights that the general pattern was that visitors saw more places and sites than they had originally planned. Follow through on planned visits (both places and specific sites) was in the ratio of 4:5 for international



visitors and 7:8 for domestic visitors. However, 66.7% of international visitors said they were 'not sure' what places and sites they would visit (compared with 42.9% of domestic visitors who were unsure)

This is further supported by visitors' revealed behaviour, where they discovered different parts of the region and more locations than originally intended. The research showed that approximately 10% of visitors to Northland spent up to 10 hours per day on the road highlighting the potential for fatigue. Lastly, those who explored further, in the case of Northland this included travelling to the West Coast or travelling further north towards the top of the North Island, were found to have greater satisfaction with their visit. These findings support key strategy and initiatives of tourism and heritage agencies in New Zealand to work with transport agencies to better unlock regional dispersal. In terms of the success of the methodology it also identifies (or reinforces) the growth potential of the Northland region, and consequently the location and type of investment opportunities (eg around infrastructure improvements and promotion) that would be most successful.

Other than visitors the northland road network is used by locals and freight vehicles. Northland is responsible for about 7 per cent of national road freight. Most of the freight movements are within the region but limited quantities of freight are also transported to and from Auckland and to the Waikato and Bay of Plenty. Table 3.1 below shows Northland Road Freight Flows by Origin or Destination in 2012 (m tonnes). Most of the freight flows in the region comprise logs and wood products.

Within Northland	From Northland	To Northland	Total
11.85	1.61	1.31	14.77

**Table 3.1 Northland Road Freight Flows by Origin or Destination 2012 – Source: Deloitte, Richard Paling Consulting, Murray King & Francis Small Consulting, & Cooper Associates (2014).**

Fig. 3.11 illustrates key freight routes in Northland. Some parts of TCDR is on the main freight routes. Although flows on some roads are relatively low, freight vehicles can result in a reduced travel experience and lead to concerns about safety, which may be a factor influencing tourist traffic. This issue has been recognised with the construction of several passing opportunities facilitating overtaking and the exploring more passing and overtaking opportunities. Passing and overtaking opportunities will reduce driver frustration and improve the level of service on key routes.

**Fig. 3.11– Key freight routes in Northland**



### 3.1.6. Culture and Heritage

Northland is known as “the birthplace of New Zealand. Northland has a rich history as the first area settled by a large Maori population and the focus of early European exploration and settlement. On 6 February 1840 the Treaty of Waitangi was signed by Māori chiefs and representatives of the British Crown, allowing two peoples to form a new nation.

There is an extensive range of traditional and archaeological sites, historic buildings and structures. Traditional sites are important because of their historical, cultural and spiritual association with Maori. This includes sites such as pa sites and traditional food gathering areas and waahi tapu (sacred sites) such as urupa (burial grounds), sites where blood has been spilt or tauranga waka (sites where ancestral canoes landed). Archaeological sites relate to the more recent European occupation during the timber milling and gum digging eras and include camps, dams and coastal shipwrecks. The heritage of Northland is also reflected in the early colonial buildings and structures such as the missionary houses at Waimate, Kerikeri and Russell and the Waitangi Treaty House and National Reserve.

Northland was the first region to have its key heritage and cultural sites recognised by the Tohu Whenua programme (previously Landmarks). This programme is a partnership between the Ministry for Culture and Heritage, HNZPT and DoC to showcase significant heritage places for visitors. The programme is supported by its own coordinator, branding and marketing- and sets a standard for information and storytelling through the displays and visitor hosts at each destination.

Refer <https://tohuwhenua.nz/> for detail on nine key sites.

## 3.2. ALIGNMENT TO EXISTING STRATEGIES

### 3.2.1. National

Government Policy Statement (GPS) on Land Transport 2018 - 2028

Ministry of Transport (MoT) developed and manages the GPS. The GPS influences decisions on how money from the National Land Transport Fund (NLTF) will be invested across activity classes, such as state highways and public transport. It also guides the NZ Transport Agency and local government on the type of activities that should be included in Regional Land Transport Plans (RLTP) and the National Land Transport Programme (NLTP).

The GPS identifies four strategic priorities for the next 10 years; safety, access, environment and value for money. Each strategic priority has associated objectives, and long-term outcomes.

Access is defined as people's ability to connect with people, goods, services and opportunities and thereby engage in economic and social activity. The GPS objective of access priority is "A land transport system that provides increased access to economic and social opportunities". The GPS supports investments that are supportive of regional priorities like enhancing visitor journeys. The Government's goals for tourism include attracting the right visitor mix, responding to visitor demand and ensuring all regions benefit from tourism.

In addition to the above there is also a strong linkage between the priorities of the GPS and the objectives of the Provincial Growth Fund (PGF). One of the priorities underpinning both investment mechanisms is to enable access to better economic, social and employment opportunities.

Tourism 2025

This national tourism strategy has been produced by Tourism Industry Aotearoa. The Tourism 2025 growth framework was established to identify the parts of the tourism system that need to be worked on in alignment across the country. Two key areas are seasonality and dispersal which directly correlate to the issues faced in Northland.

Following a review of this strategy two years after inception, two additional areas of emphasis have been included. They are sustainability and capacity and infrastructure development. Both these additional areas are also relevant to Northland, in particular the capacity and infrastructure development. Northland needs to develop infrastructure to address current capacity issues in the Bay of Islands and Whangarei as well as create new opportunities outside of these regions for new growth.

Road safety strategy NZ

Road safety is an overarching priority for Northland. The Ministry of Transport and its road safety partners are developing a new road safety strategy to drive substantial improvements in road safety in New Zealand. The new strategy will replace the current 'Safer Journeys' strategy, which ends in 2020. The new road safety strategy, 'Vision Zero' is an ambition that nobody should be killed or seriously injured on our roads.

Wayfinding signage facilitates the safe and efficient movement of visitors throughout the road network, connecting people and places. There is a difficulty being able to quantify the number and type of crashes that could be attributed to a lack of wayfinding signage. However, in terms of safety and consequences the wayfinding signs facilitate correct route and less sudden lane changes at complicated intersections, not to make a wrong turn on the narrow roads, not attempting to make U-turns on blind corners. Lost drivers also tend to slow down, make erratic manoeuvres and are generally distracted from the task of driving, while trying to establish where they are, and which way to go. The time and distance travelled to either realise they are travelling in the wrong direction, or to find a safe place to turn around is also magnified in open road speed restriction areas, as is the potential severity of the crashes. Similarly, understanding journey lengths and the time taken to drive through a route (as opposed to exploring a route) are important in relation to fatigue and managing how much people travel in a day (with evidence some visitors are doing 10 hour days).

### 3.2.2. Regional

#### Northland Regional Land Transport Plan (2015-2021)

The Regional Land Transport Plan 2015-2021 is prepared under the provisions of the Regional Land Transport Amendment Act 2013. It functions as a “programme of works”, through which the Northland Regional Council, the Far North District Council, the Whangarei District Council, the Kaipara District Council and the NZ Transport Agency, jointly seek funding assistance from the National Land Transport Fund.

In the first three years of the plan period (2015-2018), there have been a number of transport achievements including;

- establishment of the Northland Transportation Alliance (Whangarei, Far North and Kaipara District Councils, Northland Regional Council and the NZ Transport Agency).
- completion of a number of physical works including the majority of Whangarei Urban Improvements and start of works on the Matakohohe Bridge.
- completion of safety works on the Brynderwyns and significant new investment announced for the Auckland to Whangārei state highway corridor
- the conversion of Otaika Valley Road, Mangakahia Road and Te Pua Road into State Highway 15, helping to improve safety and resilience on this corridor.
- an uplift in the available funding for road maintenance, again improving resilience.
- improvements announced to the Twin Coast Discovery Route, underpinning the increase in tourism experienced by the region.

Since the adoption of the RLTP in 2015, Northland has seen a number of positive changes including an increase in population, particularly along the east coast (Whangārei District, Mangawhai and Kerikeri), and increase in Tourism industry.

#### Tai Tokerau Northland Economic Action Plan (NEAP)

In 2014, central government announced a Regional Economic Development (RED) programme to assist with growth in a number of key regions. The Tai Tokerau Northland Economic Action Plan (NEAP) was released in February 2016 and establishes an all of

government action plan to improve the economic performance of Northland. The NEAP identifies a range of short to mid-term realistic opportunities (0-10 years) that will assist in increasing investment, employment and incomes in the region. The NEAP has identified the visitor industry as an important contributor to economic growth for Northland. Its desired outcomes for the visitor industry is to address the seasonal demands by spreading the visitor load to the shoulder and off-peak seasons, improve product dispersal across the region, and enhance tourism promotion.

#### Northland Regional Council Long Term Plan (2018-2028)

This plan sets council's strategic direction, programmes of work, and funding for the next ten years and beyond, and comes in to effect on 1 July 2018. The identifies cultural tourism as an integral part of the experience that Northland offers. Northland Inc. is a Northland Regional council-controlled organisation. A key objective of the Northland Inc is to "Support tourism product development and infrastructure as enablers of Northland's tourism sector". A programme of work has been set (Regional promotion and tourism) to promote the region in partnership with others and increase the value added from visitors.

### 3.2.3. Local

#### Far North District Council Long Term Plan (2018-2028)

The Long-Term Plan (LTP) is the Council's key strategic planning document. It sets out what the Council plans to do over the 10 years and how it plans to pay for this. The council Long term Plan (2018-2028) recognises that tourism has become the highest employment industry in the District. The Plan recognises "extending the visitor 'season' and encouraging visitors to see more of the District is a major opportunity to uplift the economies of the districts smaller and more isolated communities."

#### Kaipara District Council Long Term Plan (2018-2028)

The Long-Term Plan is Kaipara Council's plan for the district over the ten-year period 2018-2028. It is Council's commitment to Kaipara's communities, the relationship agreement with the district's residents.

Kaipara, in common with many small local authorities in New Zealand, has within its district major natural attractions that bring in large numbers of visitors. While they bring direct economic benefit to local businesses, local ratepayers fund the infrastructure and services required for a good visitor experience. The visitor influx peaks in the holiday periods, particularly summer. Investigating increased support of the Kaipara tourism sector is listed under the key decisions section of the council Long Term Plan (2018-2028). However, the Plan highlights the challenges of affordability in Funding the infrastructure and services needed for visitors.

#### Whangarei District Council Long Term Plan (2018-2028)

In March 2018 Whangarei District Council released the 2018-2028 Long Term Plan Consultation Document for public consultation. Council then deliberated on public feedback prior to releasing a final copy of the full LTP.

Council recognises the need to be responsive to new funding opportunities as they become available such as the GPS on land transport, Treaty settlements, funding for rail and other opportunities such as the Tourism Infrastructure Fund and the PGF.

Council recognises that tourism provides an economic benefit to the community. However, the Plan noted that increased seasonal visitor numbers place greater pressure on solid waste collection and disposal and on managing litter. In many cases, visitors do not directly contribute to the management of solid waste. Council prefers to promote the economic benefits of tourism and spread the cost of providing solid waste services that promote a clean and healthy environment across the wider community. To address this issue Council will:

- recognise the wider economic benefits of seasonal visitors ·
- provide public litter bins, particularly in high use areas and fund these through general rates.

## 4. PROBLEMS, OPPORTUNITIES AND CONSTRAINTS

### 4.1. Problems and opportunities

The Programme Business Case identified two main problems in Northland through facilitated workshops with key stakeholders. There were:

1. The destination appeal of Northland's visitor industry is focused in a few locations and only at sometimes of the year, which is a lost economic opportunity for all of Northland
2. Variability in the customer level of service of the TCDR and key Northland Journeys fails to meet the resilience, safety and road amenity expectations of all users

These PBC problems directly relate to the Wayfinding Implementation Plan.

#### 4.1.1. Problem 1

The destination appeal of Northland's visitor industry is focused in a few locations and only at sometimes of the year, which is a lost economic opportunity for all of Northland

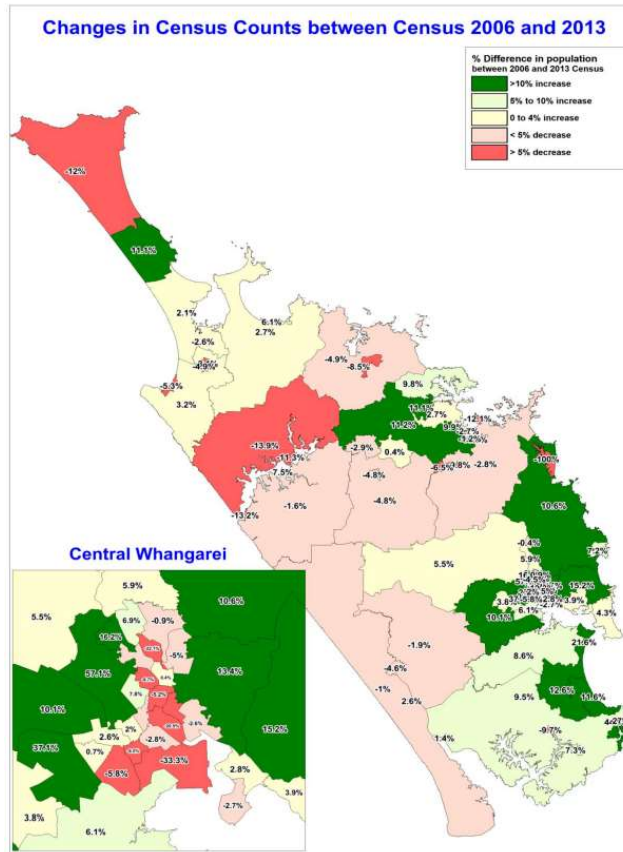
This problem could further be broken down to following;

- More visitors and spend to the east

As per Trip Advisor, both accommodation and popular attractions are more concentrated on Northland's East Coast compared with the West Coast and Far North. There are many more things to see and do on the East Coast and around the Bay of Islands, which are supported by quality accommodation and infrastructure. Visitors may think that there is less

Potential reasons could be that the attractions are less well known to visitors, visitors may think that there is less quality accommodation and supporting infrastructure available and visitors may perceive that the driving route is longer and more difficult. Fewer visitors to West coast and Cape Reinga leads to a lost economic opportunity.

- Declining population and employment in the west



**Fig. 4.1 – change in population in Northland between 2006–2013**

Since the 1980s Northland population has increased slowly but steadily, mainly on the east coast. As per Statistics NZ, the population of both Northland grew 2.4% over the year 2016, compared with Auckland’s 2.6%. However, there is a huge discrepancy of population change between rural and urban areas of Northland as illustrated in Figure 4.1. - Population changes by Statistical area, Census 2006 and 2013 Northland. In general population on East Coast is increasing while population in rural areas of west coast and far north are decreasing.

Northland employment rate is well below other regions of New Zealand. Low population growth (in rural areas), high unemployment rate lead to loss economy for Northland.

- Less number of international visitors

Northland’s share of total international spending in New Zealand has fallen from 3.1% in 2010/11 to 2.3% in 2017/18. However, since 2012/13, international visitor spending in the region has increased by an average of 10% each year. During the past year there has been an increase in expenditure by visitors from all parts of the world, with visitors from Australia, USA, China and UK contributing the most. Table 4.1 shows the regional domestic and international visitor spend for the year ending October 2018.

<b>Regional Tourism Spend<sup>6</sup> (year ending October 2018)</b>				
<b>Region (\$ millions)</b>	<b>Domestic</b>	<b>International</b>	<b>Total</b>	<b>Market Share</b>
Auckland	4,014	4,367	8,381	29 %
Canterbury	2,437	1,532	3,969	14 %
Otago	1,816	2,117	3,932	14 %
Waikato	2,003	693	2,696	9 %
Wellington	1,756	797	2,553	9 %
Bay of Plenty	1,301	596	1,897	7 %
Northland	859	273	1,132	4 %

**Table 4.1– Regional domestic and international visitor spend for year ending 2018 (source: Ministry of Business, Innovation and Employment)**

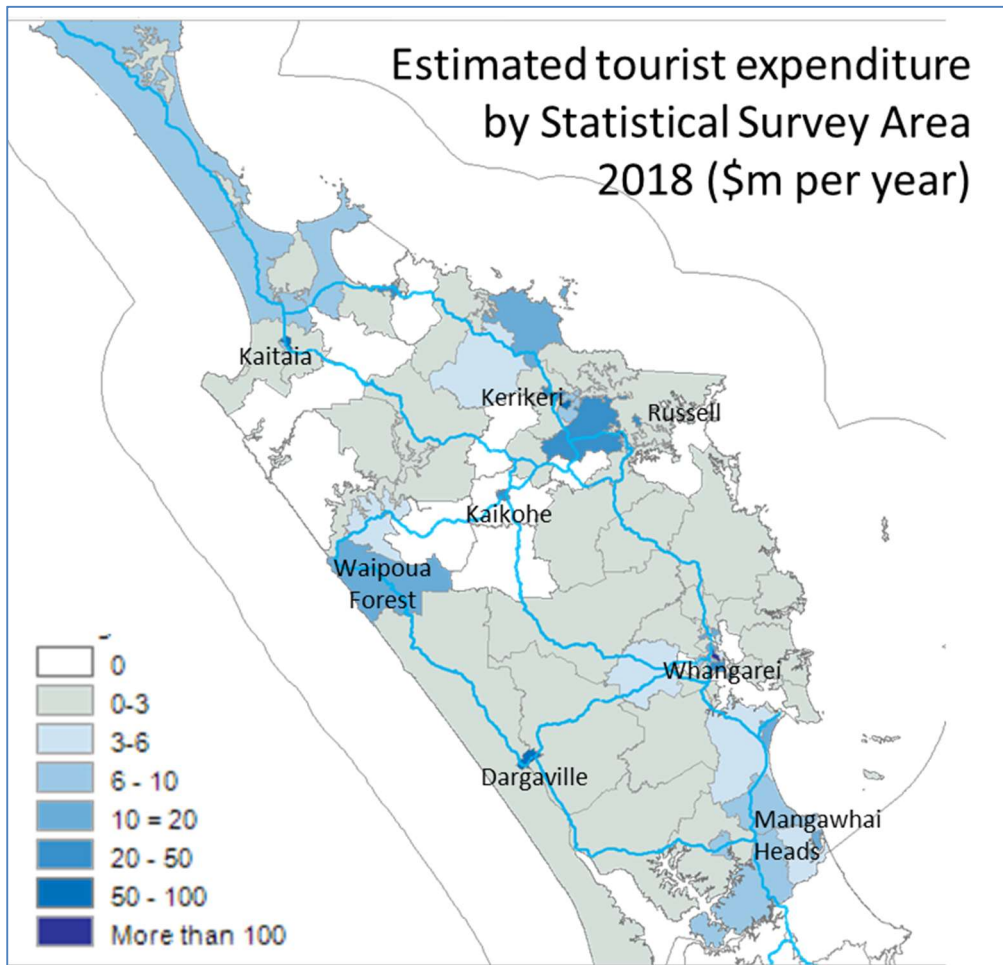


- Seasonality in visitor numbers

Northland’s visitor industry is highly seasonal, with a peak over the summer months, especially January. Northland is largely seen as a summer holiday destination by both domestic and international visitors. Visitor spend in Northland is four to five times higher in summer than in the winter season. The opportunity for growth in the visitor industry is highlighted by the very low troughs outside of peak times to expand on the unique cultural and historic experiences Northland has to offer that are not seasonal.

- Clear economic divide between the West and the East.

Relatively low population density and geographic remoteness have contributed to economic under performance particularly in Northland west and far north areas.



**Fig. 4.2– Estimated Tourist Expenditure by Statistical Survey Area (SSA), Northland, NZ Statistics, 2018**

The majority of the annual visitor expenditure is limited to a few discrete areas and townships across Northland.

**Opportunities**

Towns along the West Coast of Northland offer a range of cultural experiences and outstanding landscape. The Kauri museum and Tane Mahuta are ranked as the second and

third top attractions in Northland on Trip Advisor and both those attractions are located on the West Coast.

Improved wayfinding can help improve the visitor experience by making it easier and more comfortable to navigate to attractions in Northland. There is a strong tourism potential in Northland with beautiful beaches, historic heritage, a warm climate and safe harbours. Wayfinding implementation plans will provide positive recognition of sub regions in Northland. Improved wayfinding can build visitor confidence and ability to get around the region.

Growth of the visitor industry will have flow on effects in local communities and the wider economy. There is significant scope to increase incomes and employment in the region through growth of the visitor industry.

Northland Regional Council works closely with other Northland councils, Northland Inc. Ltd, central government agencies and private sector stakeholders on a variety of economic development related programmes and projects. During 2017/18, council's work in this area included the following activities:

- Tai Tokerau Northland Economic Action Plan - development of new reporting measures.
- Northland Walking and Cycling Strategy -coordinated a forum of partners and stakeholders to develop a draft regional strategy to be adopted by council in 2018/19.
- Digital Enablement - lobbied to ensure that Northland obtained its fair share of the Rural Broadband Initiative, Mobile Black Spot and Ultra-Fast Broadband funding.
- New water storage and use - began a process of preparing an application to the Government's Provincial Growth Fund to investigate the opportunities for new viable community- scale water storage and use options in the Kaipara and Mid-North areas.
- Provincial Growth Fund Steering Group - to coordinate and prioritise joint council applications to maximise Provincial Growth Fund gains for the region.

Combination of these programmed activities and TCDR projects currently under development has a significant potential to boost tourism industry in Northland.

#### 4.1.2. Problem 2

Variability in the customer level of service of the TCDR and key Northland Journeys fails to meet the resilience, safety and road amenity expectations of all users.

The package of projects under TCDR programme is aimed to improve transport safety, connectivity and amenity.

- SH12 project is developing options to improve safety, resilience and amenity for the SH12 corridor between Rawene and Katui Road.
- Rest Area project is investigating options for new rest areas and improving existing rest areas along TCDR.
- Passing and Overtaking project is looking at improved passing and overtaking opportunities and safe turning zones on TCDR
- Integrated Northland Cycle Plan is developing potential cycle routes and enhancing existing infrastructure for cyclists in Northland.

- Town ship project is looking at improving safety, access and amenity in townships; Kaikohe, Dargavile, Rawene, Kohukohu, Awanui, Morewa, Horeke and Kawakawa served by State highways.

The needs of different types of road users are considered when developing the visitor Wayfinding Implementation Plan as different types of transport have different travel speeds. Wayfinding implementation plan considers guiding visitors to existing and emerging cycleways in Northland. Implementation of a Wayfinding plan will provide direction for visitors to scenic routes, historic and cultural places, cycle ways, public amenities and venues and therefore can promote tourism in Northland. Enabling visitors to more confidently navigate to where they want to go should also mean less erratic behaviour e.g. not making unsafe turns or last-minute manoeuvres to get to their desired attraction or destination.

## 4.2. Issues and constraints

### 4.2.1. Economic

The funding for the development of the business cases has been granted through the PGF, however additional funding will need to be secured for implementation.

The benefits of wayfinding signage are difficult to measure; however, signage is relatively low cost when compared to other types of infrastructure. While wayfinding signage stimulates economic growth by drawing visitors to places and attractions, the visitors need to be provided with suitable infrastructure, public amenities and digital connections for them to stay longer and do more at desired destinations. It is important that the package of projects in the TCDR programme are implemented in a coordinated manner to gain full economic benefits of wayfinding project. As outlined under the section 10, the economic impacts of wayfinding signage have been measured based on several assumptions. These assumptions are based on anticipated returns as a result of the wayfinding investment.

### 4.2.2. Social

Northland has a relatively low population density which has contributed to its economic underperformance. Northland's labour force participation rate is well below the New Zealand average, and a higher proportion of the working age population earn income from benefits. Skills shortages in Northland are consistently highlighted by employers. Implementation of Wayfinding Plan will require local employees. Therefore, enough funding needs to be allowed for education and training programmes to improve knowledge and perception of tourism and tourism careers. Tourism industry is seasonal in Northland and the businesses and employees who are in tourism industry may need to have flexible employment schemes.

Northland has a long Māori history and its Māori population ranks fifth in size out of the 16 regions in New Zealand. It is important for the wayfinding implementation plan to consider impacts on cultural and iwi values

### 4.2.3. Environmental

The seasonal issues affect all of Northland, with the peak economic generation from visitors occurring over summer. Domestic tourists account for approximately 70% of the visitor



Northland's towns can be addressed through improved facilities and/or street design. The passing traffic is important to the local economies, not only generating income for local service businesses but also presenting opportunities for further growth and the development of visitor attractions.

Wayfinding implementation plan has not considered wayfinding interventions during major events or incidents. The plan has not considered Electronic Travel time information signage (VMS) signs. Those type of interventions however could benefit visitors to make informed decisions while they are travelling.

#### 4.2.5. Stakeholder

This business case process has established community expectations that improvement works will be undertaken; however, funding has not been secured. Wayfinding on its own is unlikely to result in significant visitor growth or change but will need to be coordinated with other projects on the TCDR programme. Differing stakeholder expectations and priorities will need to be managed.

Northland contains a wealth of significant historic heritage and a historic and cultural sense. Research indicates visitors enjoy experiencing and learning about Northland's history and Maori culture. Engaging Iwi on designing Information signs, township gateways signs and inception signs will recognise and establish the connection between visitors and the place. It will also help establishing an identify for the community.

## 5. OUTCOMES

### 5.1. Strategic outcomes

The GPS 2018 takes into consideration a range of government policies. The Tourism Strategy focuses on increasing the economic contribution made by tourism at a national and regional level. This project will be complementary to the Provincial Growth Fund and to the Government's goals for tourism.

The TCDR Programme Business Case recognises Northland is not making the most of its tourism and visitor appeal, with the visitor industry thriving in isolated pockets in the East and over summer, but destination appeal and visitor spend outside this area and season is diminished. As well as addressing significant transport problems, the TCDR Programme Business Case recognises the benefit of packaging transport and non-transport projects together with the aim of attracting visitors and distributing visitors to different parts of the region, improving investment, employment and incomes across the whole region.

Upgrading and revitalising the TCDR is an action in the NEAP. The PBC was developed in partnership with Northland Inc and key regional and government stakeholders. This package will complement the existing TCDR initiatives underway through the NEAP and PGF. The package of projects improves transport safety, connectivity and amenity. This will help to encourage more visitors to visit Northland and support existing business growth. The projects chosen to be part of the package align with other identified investments in business, industry and the tourism sector.

### 5.2. Programme outcomes

This TCDR PBC is an investment map for the region and highlights the types of activities that if undertaken collectively could result in significant benefits for the region. The PBC provides a benchmark to test how the new options may support the investment objective of increased visitor spend and improved resilience and safety. The programme delivers the following outcomes with respect to the investment objectives.

1. By 2030 visitor spend on key journeys will increase by 45% to 90M
2. By 2030 off peak visitor spend will increase by 40% to 195M
3. By 2030 there will be no full road closures without viable alternatives
4. By 2030 there will be a 19% reduction in DSI

The first two programme outcomes are considered relevant to the Wayfinding project.

### 5.3. Project outcomes

The following investment objectives are proposed for Wayfinding:

1. Growth in visitor expenditure – Annual visitor expenditure will grow 0.8% higher than the annual visitor expenditure average growth rate of 2.3% for Northland the year after full implementation of the Wayfinding programme (2025).
2. Increased Number of vehicles on routes - The annual vehicle km travelled (vkt) growth rate (for the journey segments) on the State Highways in the Kaipara (SH12) and Far North Districts' (SH1) of Northland will increase x% more than the 2017 to 2018 vkt growth rate the year after full implementation of the Wayfinding programme (2025).
3. Increased number of visitors at key monitoring points - The number of visitors per annum increase by x % at key 'listening points' (Cape Reinga, Cape Brett, Tane Mahuta) by 2030.

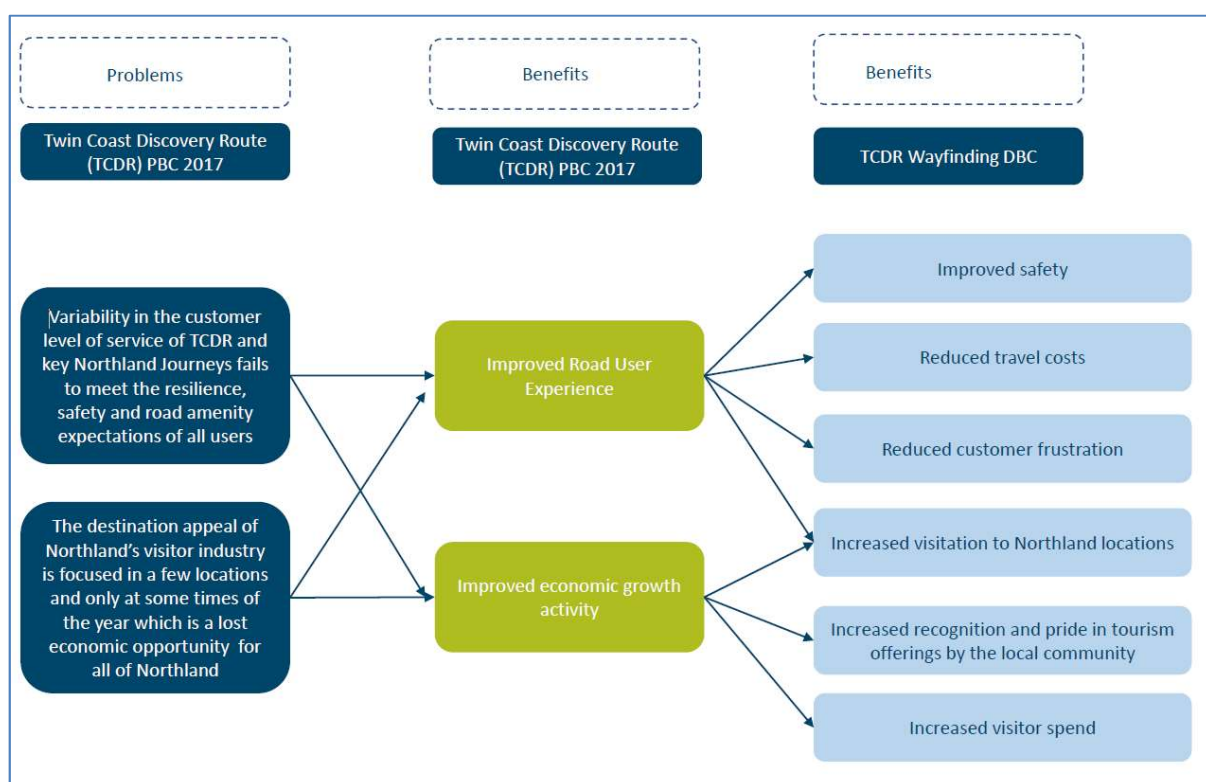


Fig. 5.1 – ILM diagram – wayfinding benefits back to the PBC

The investment outcomes sought from Wayfinding Implementation Plan are:

- Increase number of return journeys: Visitors are encouraged to return and visit the region repeatedly throughout the year.
- Increase in Visitor Spending: Visitors are encouraged to spend money in sub-regional attractions and towns.
- Increase in Sub-Regional and Northland Journey Visitor Numbers: Visitors are encouraged to explore more of the sub-regional attractions and not just the East Coast.
- Increase in western and northern Northland Bed Nights and Average Stay Length: Customers stay in Northland's western and northern areas for longer.

These outcomes are not considered solely attributable to Wayfinding. Wayfinding is a key contributor to a programme of work that is proposed to achieve these outcomes.

# PART B – IDENTIFYING THE RECOMMENDED OPTION

## 6. ALTERNATIVE AND OPTION ASSESSMENT

### 6.1. Alternatives analysed

The wayfinding implementation BC covers the Twin Coast Discovery route and the seven Northland Journeys as identified under section 2.1. The key objective of this project is to improve the visitor experience by making it easier and more comfortable for visitors to navigate to attractions promoted within the “Northland Journeys” package. Visitors get information about a destination from a variety of sources before and during their visit including online, printed material, information centres, word of mouth and from road signs. Wayfinding facilitates **safe** journeys with **clear directions** enhances the **dispersal of visitors** and their **connection** with the **people**, the **place** and **culture** of Northland. Wayfinding provides opportunities to raise awareness of the area’s attractions and features and encourage people to stop and visit.

A workshop was held with key stakeholders on the 8<sup>th</sup> March 2019 to identify alternatives and options for the Wayfinding Implementation Plan. The feedback was sought in relation to the following two high level investment outcomes:

- Getting people to explore more of Northland (‘explore more’)
- Getting people to do more while they are here (‘do more’)

The stakeholders were presented with following Wayfinding benefits and KPIs;

#### 1. Economic Activity Growth

Key Performance Indicators;

- Sub Regional GDP
- Annual Bed Nights



- New Business Registrations
- Avg. sub regional stay length
- Actual visitor flow

## 2. Improved Visitor Experience

Key Performance Indicators:

- Off peak Visitor Numbers
- Frequency of visitors returning
- Northland Journey Visitor Numbers

The presentation slides and the minutes of the workshop is given in the Appendix A. The workshop sought stakeholder feedback on Alternatives (identified as themes in the workshop), draft KPIs and a long list of options.

Stakeholders supported exploring a long list of alternatives and options that incorporated the following Wayfinding themes;

1. Local knowledge and information
2. Road signage
3. Digital wayfinding

Alternatives and options are detailed and qualitatively assessed in this section of the business case, from which a recommended option is identified.

### 6.1.1. Local knowledge and information

#### Context

The availability of knowledge and information for visitors is key to them establishing interest in a destination. The alternatives identified by this business case for acquiring this knowledge and information on what there is to do in the region are:

- Word of Mouth (structured)
- Ambassadors (front line staff in tourism and retail businesses)
- Printed (maps, map boards)
- i-Sites

#### Word of mouth

Without signage or digital information, the primary methods of finding your way around an area is engaging with people to ask for directions or referring to available printed material.

#### Ambassadors

Ambassadors are local people working in the tourism and retails sectors who will be trained and regularly updated to ensure the desired messaging is being passed on to visitors. These ambassadors could be taxi drivers, service station attendants, café, accommodation

providers and retail staff. Ambassadors will help improve the likelihood visitors will have a positive experience when asking locals for directions and clarity of messaging about what experiences they can expect on different journeys throughout Northland.

### Printed (maps, map boards)

These are physical maps and map boards which can be static or in the case of map boards (in town centres or major rest areas) can also be interactive. They are tactile and necessary when mobile / wifi coverage may be limited, or visitors have no electronic devices available to access online information, and there are no people around to ask for directions.

### i-Sites

These are well branded visitor centres familiar to travellers across the country, and a logical place to go to seek more information or directions.

### Coordination of activities

These Alternatives all require support. The Wayfinding project will provide a Northland Journeys Coordinator (up to 20-30 hours per week) for ongoing support of options related to these alternatives. This would include quarterly dissemination of information and encourage journey themed activation (e.g. attractions promoting maps and incentives to visit others). The focus of this coordination activity would be Northland journeys locations of interest, visitor attractions (not on Northland Journeys map), coordinate the development of new Journeys, assist training of ambassadors and other visitor industry related projects.

### Options

The table below presents possible interventions / actions required against each of these potential Alternatives relative to the relevant journey feature.

Alternative	Journey feature	Description of options
Word of mouth	Great Ride (off-road)	Provide training for visitor facing businesses along the Twin Coast Cycle Trail
	Cycleway (on-road)	Provide training for visitor facing businesses on the Heartland Rides of Northland
	Northland Journeys locations of interest	Provide training for visitor facing businesses on Northland Journey routes
	Townships (L)	Update community through NZTA / council communications - ongoing each year
	Townships (M)	
	Townships (S)	
	Visitor attractions (not on Northland Journeys map)	Update businesses on Northland Journey routes including cycle trails and routes
	Visitor industry related projects	
	Regional entry points	Update staff at airports and ferries re Northland Journey routes including cycle trails & routes
	Transport Connections	Update staff at airports, ferries and Intercity bus terminals re Northland Journey routes including cycle trails and routes

Alternative	Journey feature	Description of options
Ambassadors	Great Ride (off-road)	Create employment in hubs in towns along the trail where Great Ride Ambassadors provide local knowledge, safe bike parking and snack food
	Cycleway (on-road)	Enable cross selling of points of interest along each Cycleway e.g. a museum recommending a visitor attraction along the route
	Northland Journeys locations of interest	Enable cross selling of points of interest along each Northland Journey e.g. a museum recommending a visitor attraction along the route
	Townships (L)	Provide training for selected visitor facing businesses
	Townships (M)	
	Townships (S)	
	Services	Ambassador partnerships with Region wide businesses such as Z Energy
Other	"Provide training and re-training and information updates annually, Provide reinforcement of good behaviours (e.g. upselling) through regular newsletters across the network of ambassadors (establish a network of ambassadors) – link this to a social media strategy for Ambassadors to connect, Create Ambassador branding and collateral such as tee shirts and caps"	
Printed (maps, map boards)	Great Ride (off-road)	Map board at start and end of ride, and main access points, cycle trail maps including other features (not just services)
	Cycleway (on-road)	Print and distribute map of cycleways to i-SITES, visitor attractions and other visitor facing businesses
	Northland Journeys locations of interest	Print and distribute maps of Northland Journeys to i-SITES, visitor attractions and other visitor facing businesses
	Rest areas (L)	Map boards / information plinths in selected rest areas
	Townships (L)	Map boards, printed maps in selected visitor facing businesses
	Townships (M)	Map boards in key locations. Provide printed maps to all accommodation outlets
	Townships (S)	
	Visitor attractions (not on Northland Journeys map)	Provide maps of Northland Journeys to attractions
	Visitor industry related projects	Provide maps of Northland Journeys to attractions
	Regional entry points	Map boards provided in airports and onboard ferries (where practicable). Provide printed maps where possible.
	Transport Connections	Map boards provided in airports, onboard ferries and Intercity bus terminals (where practicable). Provide printed maps where possible.

Alternative	Journey feature	Description of options
	Services	Maps at partner organisations such as service centres or public libraries through District Councils
i-Sites	Great Ride (off-road)	Establish a stronger presence for the Twin Coast Cycle Trail in all Northland i-SITEs e.g. provide maps, staff training and instruction on how to book packages through local businesses
	Cycleway (on-road)	Establish a stronger presence for the Heartland Rides and Tour Aotearoa in all Northland i-SITEs e.g. provide maps, staff training and instruction on how to book public transport to / from the start and end points of each cycleway
	Northland Journeys locations of interest	Establish a stronger presence for Northland Journeys in all Northland i-SITEs e.g. provide maps, staff training and instruction how one journey can be combined with others
	Townships (L)	Maps for all journeys, trained Ambassador in i-SITEs
	Townships (M)	Maps for the journey(s) this town is on display in i-SITE
	Services	Establish other information download / distribution points at key partner sites such as service stations in all (L,M,S) towns where a service partner site exists

### 6.1.1. Road signage

#### Context

Road signage in Northland appears in general, to be showing significant signs of wear and tear which suggests the region is somewhat 'tired' from a visitor perspective if measured on the first impressions of Northland. There are also many examples of multiple signs (i.e. up to four or five) being added to key intersections making it difficult for first time visitors to quickly interpret what they need to know.

Signage is the most commonly identified means of providing Wayfinding information for travelers.

Effective Wayfinding signage;

- Safely and efficiently guides visitors to their destinations.
- Informs visitors of the range of attractions and services available at a destination
- Reassures visitors that they are travelling in the right direction (reducing anxiety and the likelihood of erratic driving behaviour e.g. if they miss a turn-off)
- The following NZTA manuals provide guidance on design of Wayfinding signage:
- NZTA Traffic Control Devices (TCD) manual. The TCD Rule sets out the permitted use of and types of TCDs available and what obligations all RCAs have. The TCD Manual has

several layers including sign specifications, Part 1 (general principles) Part 2 (Direction, service and general guidance signs) and Part 3 (advertising).

- NZTA Tourism Sign Strategy – Part A Draft (strategy for State Highway Tourism signs for all Regions)
- NZTA Tourism Sign Strategy – Part B Draft (Regional State Highway Tourism Sign Strategy)
- Sign specifications - NZ Cycle Trail
- NZTA Guidelines for signing on-road NZCT routes (draft, not published yet)
- Specific rules and guidance and/or requirements for tourism signage on local road are provided in following documents;
- Far North District Council – Signs and Lighting Part A and Part B
- Whangarei District Council – Signs Control Bylaw
- Kaipara District Council – Services and Info -Roading
- Wayfinding signage has been grouped into the following categories for this business case:
  - Advance information (services signs) and direction signs
  - Tourism destination and confirmation signs (At/within feature)
  - Route and guide signs including entry/exit
  - Intersection signs

Examples of Wayfinding signs used in a tourism or visitor context are shown below.



Route guide signs:



Fig. 7.1 – Secret Coast Route – route logo options

Integrated wayfinding road signs are recommended to be used where applicable as per the TCD manual. Road Wayfinding signs report under Appendix B, provides the type of signs proposed for each type of intervention. Following are some examples of integrated signs i.e. those offering directions to the town or attraction combined with the services available there.

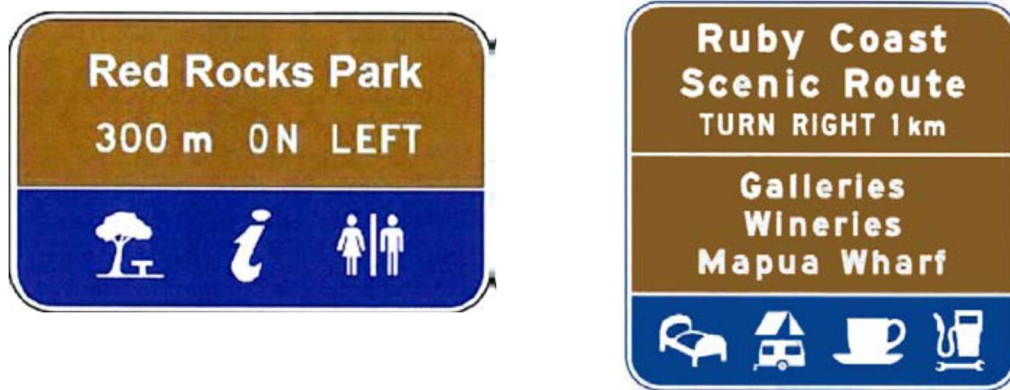


Fig 7.2 Examples of some combined advance tourist facility and services roads signs (source; TCD manual)



**Fig. 7.3 Existing and proposed advance information signage on Russell Whakapara Road prior to Aucks Road intersection**

Each of the categories of signs identified for this business case have been considered for application for the following features:

- Cycleways:
  - Great Ride (off-road)
  - Cycleway (on-road)
- Visitor attraction and journey signs:
  - Northland Journeys Locations of Interest
  - Visitor Attractions (not on Northland Journeys map)
  - Visitor industry related projects
  - Route/journey signs (start, end points and route markers)
- Rest Areas:
  - Rest areas (L)
  - Rest Area (S)
- Township destination signs:
  - Townships (L)
  - Townships (M)
  - Townships (S)
- Other:
  - Regional entry points
  - Transport Connections
  - Services
  - General interest

- Street names

In the order of 277 destinations or features (excluding services) were identified for this business case located on TCDR and the seven Northland journeys. The Table below illustrates the number of sites on each journey route. The full list of sites is given in appendix B.

	Twin Coast Discovery Highway	Ancient Kauri Trail	Wandering with Ancestors	Te Ara Coast to Coast	All About Islands	The Secret Coast Route	Into the Wide Blue Yonder	Where Giants Gather	Total
Cycleway	2	1	1	2					2
Northland Journeys Locations of Interest	37	22	6	24	14	25	22	28	141
Rest Area	16	1		2			3	1	33
Townships (L)	2								2
Townships (M)	12	2		2	2	1	1		18
Townships (S)	16	4	3	6		1	2		34
Visitor Attractions (not on Northland Journeys map)	8			1	2	2	1		19
Visitor industry related projects	5				1	1			28
<b>Grand Total</b>	<b>98</b>	<b>30</b>	<b>10</b>	<b>37</b>	<b>19</b>	<b>30</b>	<b>29</b>	<b>29</b>	<b>277</b>

**Table 7.2 – Long list of interventions – features by journey route**

### Advance services information and direction signs

These are signs that are provided in advance of a destination or feature.

Tourism destination and confirmation signs (At/within feature)

These are signs to confirm you have arrived at a destination or feature, or to indicate where you are on a journey.

### Route and guide signs including entry/exit

These are signs that indicate when you are entering or leaving a defined journey.

### Intersection signs

These are signs at intersections where there is a decision required on which direction you travel to reach a destination or feature.

### Options

The table below presents possible interventions / actions required against each of these potential signage Alternatives relative to the relevant journey feature/destination.

Alternative	Journey feature	Description of options
Approaches to feature (route and guide signs, tourist signs and service signs)	Great Ride (off-road)	Included on Hub town centre map sign.
	Cycleway (on-road)	Included in intersection layout signs
	Northland Journeys locations of interest	Need advance warning sign 2 km for larger attractions, Information sign 500/300m advance of the intersection If the attraction is on a side road
	Rest areas (L)	Information signage 300m advance
	Townships (L)	Two advance warning signs, 15 km and 5 km
	Townships (M)	One advance warning sign 5 km
	Townships (S)	Nil (Note however that a prior guide sign is preferred regardless of the size of town (Section 4.13, TCD Part2)



Alternative	Journey feature	Description of options
	Visitor attractions (not on Northland Journeys map)	Information sign 300m advance of the intersection If the attraction is on a side road
	Visitor industry related projects	
	Route/journey signs (start, end points and route markers)	Included on Hub town centre map sign. Included in intersection layout signs
	Regional entry points	Two advance warning signs, 15 km and 5 km
	Transport Connections	One advance warning sign 5 km for main airports and ferry terminals
	Services	300m advance signs are needed for some services (eg. Rest areas) and when the service is off the main road)
Entry/exit to feature	Great Ride (off-road)	
	Cycleway (on-road)	
	Northland Journeys locations of interest	Attraction signs as above.
	Rest areas (L)	Position signage at Rest area
	Townships (L)	Map of town centre, speed threshold signs or customised signage
	Townships (M)	Map of town centre, Threshold signs
	Townships (S)	Place name signs
	Visitor attractions (not on Northland Journeys map)	Attraction sign
	Visitor industry related projects	
	Route/journey signs (start, end points and route markers)	Map of Journey starts sign. Attraction signs.
	Regional entry points	"Welcome to" signs
Transport Connections	Services sign	
Services		
At / within feature	Great Ride (off-road)	Route markers every 2 km (This is already in place so the action could be to upgrade)
	Cycleway (on-road)	Route markers every 5 km
	Northland Journeys locations of interest	Eligible for this if the feature is a route (eg. Signal station road)
	Visitor attractions (not on Northland Journeys map)	Eligible for this if the feature is a route
	Visitor industry related projects	Eligible for this if the feature is a route
	Route/journey signs (start, end points and route markers)	Route markers maximum every 10 km and on some Attraction signs
	Services	Integrated with brown and green signs everywhere possible?
Intersections	Great Ride (off-road)	Symbol sign within 400m past intersection (rural)
	Cycleway (on-road)	Symbol sign within 200m past intersection (urban)

Alternative	Journey feature	Description of options
	Northland journeys locations of interest	Needs a treatment at intersections on approaches
	Route/journey signs (start, end points and route markers)	Route symbol signs on intersection signs

### 6.1.3. Digital wayfinding

Digital channels are increasingly becoming a popular way travelers plan and support their travel – including route finding and detailed trip planning.

Digital channels were categorised into several groups based on the size of their market reach or target market:

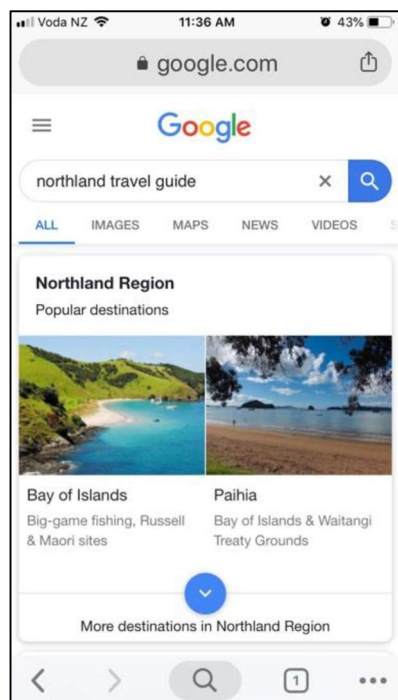
- Global:
  - Googlemaps / Applemaps
  - Google my business (business listings, images, opening hours etc)
  - Street View
- Global travel:
  - Global travel websites (e.g. establish a Northland Journeys presence on TripAdvisor, AirBnB, etc)
- Travel within New Zealand:
  - NZ Wayfinding websites (e.g. AA.co.nz, update Northlandnz.com, etc)
  - Generic travel Apps (e.g. Roadtrippers, Campermate, )
- Special interest channels:
  - Specific interest / purpose apps (e.g. Campermate, Great Rides App, HNZPT Path to Nationhood App etc)
  - *Create a special purpose app for Northland Journeys (this option was not explored further as it was rejected by stakeholders at the long listing workshop)*

The rationale of this grouping is to help prioritise investment in developing and uploading content. For example, if content is created, uploaded and maintained on a site that has global reach such as Googlemaps or Applemaps, this would be a greater ‘bang for buck’ than investing in uploading and maintaining content on a special purpose app that has a much narrower market reach.

#### Global

Digital mapping and notably Google Maps are the most popular way for someone who is unfamiliar with the area to find their way around. A key feature of digital mapping is that it provides an estimate of how long it'll take to reach a destination and identify what services and attractions are worth visiting. Google Street View in Google Maps also helps visitors research a destination before getting there, helping the visitors make informed decisions based on the image/video quality that Street View offers of a place/road, demonstrating destination quality or road conditions. Street View is also available for virtual tours which are

powerful digital tools for businesses that want to showcase their facilities or products alongside the routes and towns nearby.



**Fig 7.3 – Travel Guide for Northland that is currently displayed in Google**

### Global travel websites

TripAdvisor.com, YouTube.com and Airbnb.com (their new experiences section) are examples of popular global websites where it's possible to promote journeys as well as places to stay and attractions etc. Investing in curated content and promoting this content will ensure visitors are more likely to find the types of experiences Northland (and its journeys) offer. Key to achieving an effective presence in these websites will be a coordinator or moderator to balance 'official content' with user generated content e.g. responding to visitor reviews.

### Travel within New Zealand

There are several nationwide and regional websites that help visitors with both travel planning and then their wayfinding (while in region). It makes no sense to have a separate set of websites for wayfinding to those websites promoting places to visit. Visitors tend to move through five phases relating to travel: dream, plan, book, experience (the region) and share the experiences they've had through photos and reviews online and offline. Websites from a number of New Zealand organisations such as the AA, the New Zealand Cycle Trail, Northland Inc, offer maps, helpful articles (e.g. lists of the top 10 things to do in a region), suggested itineraries and reviews or testimonials from previous visitors that provide wayfinding solution for visitors when they have decided to visit Northland and are traveling in the region. Updating these websites takes coordination and ongoing updates so appointing a digital wayfinding coordinator will be key to the ongoing improvement of digital information that helps visitors see, do and spend more while in Northland.

### **Special interest / purpose apps**

Travel apps are popular for visitors looking for information or booking services multiple times e.g. the Air New Zealand or rental car apps are popular for business travellers. Specialist apps such as Campermate and the Great Rides app offer the ability for Northland Journeys and attractions to be featured to visitors. Providing updated and compelling content to these apps / channels plus investigating options for featuring Northland more prominently will be another area of work for a digital wayfinding coordinator.

### **Options**

The table below presents possible interventions / actions required against each of these potential digital Alternatives relative to the relevant journey feature/destination.

Twin Coast Discovery Wayfinding Implementation Plan SSBC

Alternative	Channel	Journey feature	Description of options	
Global	Googlemaps / Applemaps	Great Ride (off-road)	Route not on base maps	
		Cycleway (on-road)	Follows roads	
		Rest Areas (L)	Major rest areas identified on Google	
		Townships (L)	Identify on maps	
		Townships (M)		
		Townships (S)		
		Visitor attractions (not on Northland Journeys map)		
	Google my business	Great Ride (off-road)	Businesses need to claim or update their listings	
		Northland Journeys locations of interest	Provide training for businesses to create better listings including up to date images	
		Townships (L)		
		Townships (M)		
		Townships (S)		
		Visitor attractions (not on Northland Journeys map)		
		Visitor industry related projects		
	Regional entry points			
	Streetview	Great Ride (off-road)	Film whole trail with 360-degree camera	
		Northland Journeys locations of interest	Establish Street View Features / Virtual Tours for businesses	
		Rest areas (L)	Create new 360 images of major rest areas	
		Townships (L)	Create new 360 images of town's main visitor routes and precincts e.g. Whangarei Town Basin	
		Townships (M)		
		Townships (S)	Create new 360 images of town's main street	
		Visitor attractions (not on Northland Journeys map)	Establish Street View Features / Virtual Tours for businesses	
		Visitor industry related projects		
		Route/journey signs (start, end points and route markers)	Reflect new signage in Streetview images	
		Regional entry points	Establish Street View Features / Virtual Tours for businesses	
		Transport Connections		
	Global travel	TripAdvisor, AirBnB	Northland journeys locations of interest	Need to establish presence for Northland Journeys
			Townships (L)	Need to establish presence
Travel websites within New Zealand	NZ Wayfinding websites: (AA, Northlandnz)	Great Ride (off-road)	Update presence on NZ & Northland tourism websites	
		Cycleway (on-road)	Need to establish presence	
	Northland Journeys locations of interest	Update presence on NZ & Northland tourism websites		
	Generic travel apps (Roadtrippers, Breadcrumbs)	Great Ride (off-road)	Northland Journeys locations of interest	Need to establish presence
Northland Journeys locations of interest				

	Special purpose apps e.g. Campermate Great Rides, App	Great Ride (off-road)	Maintain presence on Great Rides App
		Cycleway / Heartland Rides (on-road)	Establish presence for Northland cycle touring routes as part of Tour Aotearoa route Potentially cross sell other Northland Journeys

## 6.2. Long list of Options

The following 10 options were developed with different combinations of the interventions within the recommended package of alternatives:

	Option	Option description
1	Minimum signage	Do minimum (maintain existing signage)
2	Traditional signage <sup>1</sup>	Route and guide signs, tourist signs and service signs, , entry/exit signage
3	Minimum multi-channel	I-sites + Minimum signage
4	Multi-channel 'light'	Traditional signage + google maps/applemaps
5	Enhanced digital data	Traditional signage+ google maps/applemaps + street view
6	Enhanced digital data plus Global visitor connections	Traditional signage +, google maps/applemaps + street view + Global Travel websites +NZ Wayfinding websites
7	Enhanced digital data and max visitor connections	Traditional signage +, google maps/applemaps + street view + Global Travel websites +NZ Wayfinding websites + Generic travel Apps + Specific purpose apps
8	Fully engaged community and traditional signage	Word of Mouth + Ambassadors + maps/map boards + I-Sites and Traditional signage
9	Fully engaged community, traditional signage with global and NZ traveller digital reach	Word of Mouth + Ambassadors + maps/map boards + I-Sites and Traditional signage and google maps/applemaps + street view + Global Travel websites +NZ Wayfinding websites
10	Fully engaged community, traditional signage with digital reach through to special purpose apps	Word of Mouth + Ambassadors + maps/map boards + I-Sites and Traditional signage and google maps / apple maps + street view + Global Travel websites +NZ Wayfinding websites + Generic travel Apps + Specific purpose apps

**Table 7.2 – Long list of options**

<sup>1</sup> Traditional signage will include opportunities to adopt new best practice in the design and installation of signs that are more integrated and easier for visitors to understand i.e. not more signs replacing what currently exists.

## 6.3. Short listing process

An assessment of the 10 options was carried out in two stages.

First a qualitative assessment was undertaken to see how positively each option was likely to contribute to the investment objectives. If an option was considered negative or neutral across all three investment objectives it was 'screened' out of further consideration, unless it was to be used as a baseline option.

The investment objectives are:

- Growth in visitor expenditure - Annual visitor expenditure will grow 0.8% higher than the annual visitor expenditure average growth rate of 2.3% for Northland the year after full implementation of the Wayfinding programme (2025).
- Increased Number of vehicles on routes - The annual vehicle km travelled (vkt) growth rate (for the journey segments) on the State Highways in the Kaipara (SH12) and Far North Districts' (SH1) of Northland will increase x% more than the 2017 to 2018 vkt growth rate the year after full implementation of the Wayfinding programme (2025).
- Increased number of visitors at key monitoring points - The number of visitors per annum increase by x % at key 'listening points' (Cape Reinga, Cape Brett, Tane Mahuta) by 2030.

The result of this assessment is shown below.

		Investment objective			Score	Does option meet threshold score?
		Growth in visitor expenditure	Number of vehicles on routes	Increased number of visitors at key listening points		
Option 1	Minimum signage	-1	-1	-1	-3	Don't consider further
Option 2	Traditional signage	0	0	1	1	Evaluate further
Option 3	Minimum multi-channel	0	0	0	0	Don't consider further
Option 4	Multi-channel 'light'	0	1	1	2	Evaluate further
Option 5	Enhanced digital data	1	1	1	3	Evaluate further
Option 6	Enhanced digital data plus Global visitor connections	1	1	2	4	Evaluate further
Option 7	Enhanced digital data and max visitor connections	2	1	2	5	Evaluate further
Option 8	Fully engaged community and traditional signage	1	1	2	4	Evaluate further
Option 9	Fully engaged community, traditional signage with global and NZ traveller digital reach	1	2	2	5	Evaluate further
Option 10	Fully engaged community, traditional signage with digital reach through to special purpose apps	2	2	3	7	Evaluate further

Then a second qualitative assessment was undertaken considering benefits, impacts and ease of implementation. These three MCA categories were further broken down into sub-categories as below:

- a. Benefits (do more):
  - i. Will it make it easier to find a place/attraction
  - ii. Will it attract more people to journey specific features
  
- b. Impacts (access to destinations):
  - i. Safety
  - ii. Visual experience of travellers
  - iii. Consistency of messaging across channels
  - iv. Thangata Whenua impacts
  
- c. Ease of implementation:
  - i. Approvals (landowners, RCA’s, District Councils, online platforms)
  - ii. Community acceptance (Businesses, general public, Thangata Whenua)
  
  - iii. Easy to maintain

Table 6-1 illustrates the results of the MCA assessment. The full MCA assessment is included in Appendix C. A higher scoring option is favoured above a lower scoring option. The scoring system for each criteria was -3 to +3.

		Benefits		Impacts				Easy to implement			Score
		Easier to find things	Attract more people to specific features	Safety	Visual impacts	Consistency across channels	Tangata Whenua impacts	Approvals	Community acceptance	Easy to maintain	
Option 1	Minimum signage	-1	-1	-2	1	0	0	0	0	2	-1
Option 2	Traditional signage	1	1	1	0	1	1	-1	1	-2	3
Option 3	Minimum multi-channel	0	0	-1	0	0	0	0	0	0	-1
Option 4	Multi-channel 'light'	1	1	1	0	1	1	-1	1	-2	3
Option 5	Enhanced digital data	1	1	1	0	1	1	-2	1	-2	2
Option 6	Enhanced digital data plus Global visitor connections	2	2	1	0	1	2	-2	1	-2	5
Option 7	Enhanced digital data and max visitor connections	3	3	2	0	3	2	-3	1	-2	9
Option 8	Fully engaged community and traditional signage	2	1	2	0	2	1	-1	2	-2	7
Option 9	Fully engaged community, traditional signage with global and NZ traveller digital reach	2	2	2	1	2	2	-3	2	-3	7
Option 10	Fully engaged community, traditional signage with digital reach through to special purpose apps	3	3	2	1	2	3	-3	2	-3	10

**Table 6-1 – Summary of Multi Criteria Assessment**

The MCA informed the ranking as shown on Table 8-2. Option 1 and Option 3 are the lowest ranked options. Both these options do not enhance visitor wayfinding for Northland.



		Total score	Option rank
Option 1	Minimum signage	-4	10
Option 2	Traditional signage	4	8
Option 3	Minimum multi-channel	-1	9
Option 4	Multi-channel 'light'	5	7
Option 5	Enhanced digital data	5	6
Option 6	Enhanced digital data plus Global visitor connections	9	5
Option 7	Enhanced digital data and max visitor connections	14	2
Option 8	Fully engaged community and traditional signage	11	4
Option 9	Fully engaged community, traditional signage with global and NZ traveller digital reach	12	3
Option 10	Fully engaged community, traditional signage with digital reach through to special purpose apps	17	1

**Table 8-2- Results of MCA analysis**

The MCA results were communicated to the key stakeholders at meetings held on 15<sup>th</sup> and 16<sup>th</sup> April in Whangarei and through e-mails for the stakeholders who could not attend the meetings.

The key purpose of the meetings was;

- to present the stakeholder the process of how the options were developed, the evaluation criteria, MCA results,
- to understand preferences and priorities to help with finalising the preferred option and developing a preferred implementation plan.

The summary of feedback is shown on the Table 8-3 and the meeting notes are provided in Appendix B.

Presentation of the evaluation also included indicative capital and maintenance costs for the options.

Option	Option 4	Option 5	Option 6	Option 7	Option 8	Option 9	Option 10
Year 1	\$ 4,101	\$ 4,251	\$ 4,306	\$ 4,431	\$ 4,401	\$ 4,606	\$ 4,731
Year 1 excluding signs	\$ 445	\$ 595	\$ 650	\$ 775	\$ 745	\$ 950	\$ 1,075
Average annual including signs	\$ 712	\$ 739	\$ 772	\$ 807	\$ 812	\$ 872	\$ 907
Average annual (excl signs)	\$ 150	\$ 176	\$ 209	\$ 244	\$ 250	\$ 309	\$ 344
MCA score	5	5	9	14	11	12	17

**Table 8.2- Estimated Capital & annual maintenance costs Options**

Following the evaluation of the short-list options and feedback from the key stakeholders, Option 10 was chosen as the stakeholder preferred option. While this option had the highest score against the assessment criteria, it also has the highest ongoing operating cost, so will be subject to available funding.



## 7. RECOMMENDED PROJECT OPTION

### 7.1. Scope

Option 10 was selected by stakeholders as the preferred option that includes ongoing community engagement over the first five years of the project, replacement of traditional signage with new and improved signage. This physical signage installation will be preceded by and supported with digital solutions spanning global websites such as Google through to local websites and travel apps providing visitors and locals with up to date and compelling information.

It was felt by key stakeholders that the lesser intervention options would not realise the level of benefits desired by the Community.

Stakeholders also felt that the direct sharing of information approach, which includes the employment of a Wayfinding Coordinator, would help fully engage the community to better realise economic outcomes from the Wayfinding implementation. However, this needs to be supported by upgraded signage consistently installed across the region. All information needs to similarly be consistent with contemporary online Wayfinding

It is critical that all three elements are implemented together. Trying to implement separately each of the three elements will not lead to the expected benefits across the community. It was felt that installing only signs or digital wayfinding systems will not provide the experience and expected outcomes of visitors staying longer or spending more without the word of mouth element.

The scope of this option is the maximum proposed intervention covering;

- Local Knowledge and Word of Mouth:
  - Word of Mouth (structured)
  - Ambassadors (staff of businesses that service visitors e.g. service stations, hospitality, i-Sites accommodation etc)
  - Printed (maps, map boards)
  - i-Sites
- Signage:
  - Approaches to feature (pre-warning signs)
  - Entry/exit to feature
  - At / within feature
  - Intersections
- Digital:
  - Googlemaps / Applemaps

- Google my business
- Street View
- Global travel websites (list: TripAdvisor, AirBnB, ...)
- NZ Wayfinding websites (list: Northlandnz, ...)
- Generic travel Apps (List: Roadtrippers, Campermate, ...)
- Specific purpose apps (list: Great Rides, ....)

The proposed coverage is:

- The Twin Coast Discovery Highway Touring Route
- Ancient Kauri Trail
- Wandering With Ancestors
- Te Ara Coast to Coast
- All About Islands
- The Secret Coast Route
- Into the Wide Blue Yonder
- Where Giants Gather

The features included are:

- Cycleways:
  - Great Ride (off-road)
  - Cycleway- Heartland Rides and Tour Aotearoa (on-road)
- Tourist signs:
  - Northland Journeys Locations of Interest
  - Visitor Attractions (not on Northland Journeys map)
  - Visitor industry related projects
  - Route/journey signs (start, end points and route markers)
- Rest areas (Large)
- Township destination signs:
  - Townships (Large)
  - Townships (Medium)
  - Townships (Small)
- Other:
  - Regional entry points
  - Transport Connections
  - Services
  - General interest

- Street names

All the interventions proposed in sections 6.1.1, 6.1.2, and 6.1.3 are included within this option.



## 8. RECOMMENDED OPTION – ASSESSMENT

### 8.1. Outcomes

Project objectives	Outcome	Comments
Growth in visitor expenditure	<ul style="list-style-type: none"> <li>Annual visitor expenditure will grow 0.8% higher than the annual visitor expenditure average growth rate of 2.3% for Northland the year after full implementation of the Wayfinding programme (2025).</li> </ul>	<ul style="list-style-type: none"> <li>3.1% growth compared with 2.3% expected without the programme. This is 30% more growth than if the Wayfinding programme was not implemented.</li> </ul>
Increased Number of vehicles on routes	<ul style="list-style-type: none"> <li>The annual vehicle km travelled (vkt) growth rate (for the journey segments) on the State Highways in the Kaipara (SH12) and Far North Districts' (SH1) of Northland will increase x% more than the 2017 to 2018 vkt growth rate the year after full implementation of the Wayfinding programme (2025).</li> </ul>	<ul style="list-style-type: none"> <li>NZTA to provide 2017 to 2018 vkt growth rate data for these state highways in these districts. Typical growth rate is around 2%.</li> </ul>
Increased number of visitors at key listening points	<ul style="list-style-type: none"> <li>The number of visitors per annum increase by x % at key 'listening points' (Cape Reinga, Cape Brett, Tane Mahuta) by 2030</li> </ul>	<ul style="list-style-type: none"> <li>To be confirmed following baseline data collection.</li> </ul>

### 8.2. Implementability

The recommended option is proposed to be delivered in three stages based on priorities indicated by key Stakeholders. It is proposed that all three stages be implemented within a 3-year timeframe.

#### 8.2.1. Recommended Implementation Plan

##### Stage 1 (year 1)

1. Upgrade brown signs (on approach to, and at entrances or intersections) for visitor attractions to the West and North of Northland on SH10, 11 and 12.
2. Upgrade brown signs (on approach and at entrances or intersections) for visitor attractions on district roads and journeys to the east plus those along SH1.
3. Appoint Northland Journeys Coordinator (20-30 hours per week) to commence quarterly dissemination of information and encourage journey themed activation e.g. attractions promoting maps and incentives to visit others.
4. Northland Journeys visitor maps printed and distributed to i-SITES and the visitor attractions.
5. Include use of services and recreational icons on signs rather than long descriptions or names.



6. Deliver a programme of training workshops, webinars and coaching for tourism and visitor related businesses to update and improve their presence on Google and Apple maps
7. Update the presence for Northland Journeys maps and information on relevant global national and regional websites.
8. Negotiate a prominent presence for Northland Journeys in relevant travel apps including Roadtrippers, Campermate and Breadcrumbs.
9. Update Pou Herenga Tai Twin Coast Cycle Trail information on the Great Rides app.
10. Investigate new signage options for Northland Journeys entry, exit and 10km waypoints and how these will relate to the Twin Coast Discovery 'jumping dolphin' symbol. Also investigate updating signage for:
  - a) Pou Herenga Tai Twin Coast Cycle Trail point of entry / exit signs.
  - b) Tourist Drives (Whangaroa Harbour, Marsden Point and Whangarei Heads).

#### Stage Two (Year 2)

11. New approach signage for medium and some small towns across Northland combining green directional signs with blue services icons.
12. Install new Northland Journeys "information plinths" and map download or pick up (of printed maps) points at major transport hubs (i-SITEs, ferries, airports and major rest areas).
13. New approach signage for major rest areas offering information plinths and free wifi.
14. Conduct a Northland Journeys Ambassador Programme offering training and recognition for managers and staff at visitor related businesses so they can confidently cross-sell attractions or businesses on nearby journeys.
15. Update Google Street View across the highways and Northland Journeys once new visitor attraction and town approach signage has been installed.
16. Refresh (again) the presence for Northland Journeys and information on relevant global, national and regional websites. Also update information on relevant apps.

#### Stage Three (year 2 to 5)

17. Install Northland Journeys entry, exit and along route signage for journeys supported by local communities i.e. once communities are aware of the Northland Journeys and Ambassadors have been or are about to be trained then Journeys signs can be installed at entrance, exit and along routes.
18. Update green/blue directional signs to include more services information for the next town (gather examples from Otago).
19. Update the Tourist Drive brown signage to Whangaroa Harbour, Marsden Point and Whangarei Heads to align with Northland Journeys signage.
20. Update (again) the presence for Northland Journeys maps and information on relevant global, national and regional websites. Also update information on relevant apps (as above).

The Implementation funding forecast is provided in Appendix F.

### 8.2.2. Pre- Implementation/Detailed designs

Pre-implementation and detailed designs have been included within the forecast costs.

Community engagement will be a key part of this pre-implementation and solution design for specific sites across the Region.

### 8.2.3. Operability

The recommended option depends on establishment of:

- An ongoing coordinators role will be required and funded. The coordinator will be responsible for ensuring print materials are updated regularly and available at all key pick up points for this material. They will also be responsible for maintaining relevant online content and coordinating a response where there are inconsistencies identified between printed material, signage and online information. They will also be a key resource to support the establishment of Wayfinding for new journeys utilising the templated approach developed for Wayfinding as part of this business case.
- Ambassadors, who will need training and ongoing support. While they are essentially volunteer roles (as they are staff of visitor facing businesses), the ongoing cost of training plus other collateral (such as journey promotional materials) will need to be covered. It is also proposed that they be connected to the Wayfinding coordinator to ensure consistent messaging is occurring across the key visitor areas.

### 8.2.4. Statutory requirements

Northland journey route symbols and signage designs that are not regulated in the TCD will require to be consented by NZTA and the respective Local Authority (Council).

### 8.2.5. Asset management

The Transport Agency will own and operate the new road wayfinding signs on State Highways and will be responsible for their maintenance. Far North District Council, Kaipara District Council and Whangarei District council will be responsible for managing and maintaining new road signs on local roads within the council areas.

Northland Inc will be responsible for maintenance of online content and consistency of this across printed, signage and digital media.

## 8.3. Wider project impacts

### 8.3.1. Environmental impact

The Wayfinding Implementation plan is not expected to cause adverse environmental impacts. Earthworks could impact archaeological sites or sites of significance to iwi and may require assessment by appropriate archaeological professional in consultation with iwi. Some of the destination messaging especially digital, could potentially be used to support positive environmental outcomes by increasing awareness of visitors to local environmental requirements.

### 8.3.2. Social impact

The recommended option recognises the importance of people in making the visitor experience enduring and unique. It does this by establishing Ambassadors and through implementation with the active involvement of the Community. This helps ensure the messaging that is developed around specific journeys and sites is supported by the Community through involvement in the pre-implementation phase, and through involvement of a locally employed ambassador once the Wayfinding initiatives are put in place.

### 8.3.3. Joint working

Opportunities exist to work with three district councils, tourism organisations, tourism related businesses in terms of developing the details of the project with complimentary council and tourism initiatives to deliver wider network benefits.

It is proposed to engage closely with the community, including local tourism businesses in the pre-implementation phase. The Business Case recognises the need to find ongoing funding support, and the engagement strategy with the Community should be transparent about the need to find funding for ongoing support of the Ambassador role, Wayfinding coordinator, production of collateral for visitors such as printed materials, and the maintenance of online content.

## 8.4. Other

When reviewing the options stakeholders are wholly positive about the potential economic benefits of Wayfinding. However, in addition to these benefits the following benefits are also recognised although difficult to quantify:

- **Safety:** if messaging is clear and consistent across the region for the different journeys it is considered that there is less risk of visitors making dangerous manoeuvres because they missed a turn off to their desired destination.
- **Journey time reliability:** Will provide better information about how long a journey will take between key destinations and will identify activities available along that route. This will enable visitors to plan their journeys and journey times and lead to less missed opportunities for local businesses and less risk taking while driving.
- **Storytelling:** the development of a consistent system of communicating will increase opportunities for storytelling by the local people at key designations such as rest areas and towns.

## 8.5. Do–minimum option

The Do-Minimum has been assumed as the continued maintenance and operation of the existing wayfinding road signage, local knowledge and information signage and digital signage. Do minimum is considered to include no new wayfinding signage. Do minimum option will fail to meet the TCDR programme outcomes and Wayfinding project outcomes in Section 5, hence not considered.

## 9. RECOMMENDED OPTION – ECONOMIC ANALYSIS

The benefit cost ratio of the wayfinding project is estimated to be 4.4 but there is large uncertainty about the benefits to accrue, expected to be largely in the form of increased tourism spending in the area.

The potential benefits of wayfinding are several:

1. Improved safety, especially on narrow roads where visitors may slow or make U-turns while finding their way;
2. Reduced travel costs, when the journey is shortened due to a more efficient route choice, in part due to shorter travel time and lower running costs but also resulting from less driver (and passenger) frustration and more reliable forecasting of travel times;
3. Increased visitation when the wayfinding increases trips to otherwise difficult to find locations;
4. Increased recognition of and pride in the tourism offerings of the area by the local community
5. Both the increased visitation and the reduced travel time enable the opportunity for increased visitor spending (the demand side), while the increased community awareness has the potential to enhance the local supply of goods and services (the supply side).

Providing a forecast of how much extra productivity and welfare occurs through these channels for New Zealanders is challenging, given the many uncertainties around tourist and local people behaviour.

The approach taken to measurement in this business case is twofold:

- acknowledge but not quantify that wayfinding will make a significant contribution to the expected \$640 million extra productivity (in PV terms) from the wider programme of work within which wayfinding is contained (Programme 13 – Balanced 8 Objectives);
- and provide an estimate of the GDP response to the reduced travel costs expected, as discussed below.

The key assumptions made in deriving the response to lower travel costs include:

- a) Improved wayfinding will reduce the generalised cost of travel in the order of 0.6-1.0%
- b) Travel, spending and GDP will show an elasticity of 1.5 i.e. the cost reduction will lead to 1.0-1.5% more activity
- c) The effect was scaled back to 0.8-0.9% to be conservative, hence producing the \$88m (PV) benefit tabled below.

It is noted that this estimate of benefits:

- d) Is provided as an order of magnitude estimate – the true figure could easily be anywhere between \$45-135m (see table below for scenarios that would accord this range);
- e) Is derived from transport and tourism research that (a) shows variable results and (b) does not directly address the question of how tourists will respond to travel cost savings in a non-urban setting, but nonetheless fits with a well-recognised logic: wayfinding will reduce travel costs, lower travel costs will increase travel and tourist expenditure, with the tourist response tending to be elastic;
- f) Assumes the GDP response is largely a productivity increase, due to the take up of under-utilised resource and labour capacity in the area;
- g) Does not explicitly measure the safety, frustration and reliability effects, the increase in local pride (a welfare effect), nor the ‘seeding’ potential of the investment i.e. the initial increase in tourism may stimulate a higher than average growth rate in tourist spending than inferred by the assumed response factors (a)-(c).

The steps taken in the benefit estimation are shown in the table below, including a reasonable range of scenarios.

Table 9-1: Steps in benefit estimation, with reasonable range of outcomes

Range of benefit estimates	Low	Med	High
2018 tourism spending in area (\$m)	\$675.0	\$675.0	\$675.0
Stepwise tourism spending response to Wayfinding	0.6%	0.8%	1.0%
Growth in tourism spending (\$m)	\$4.1	\$5.4	\$6.8
Value-add proportion	0.60	0.72	0.75
Initial growth in tourism GDP (\$m)	\$2.4	\$3.9	\$5.1
Annual tourism growth rate	1.5%	2.3%	3.0%
Discount factor for growth rate	19.67	22.57	25.58
PV of benefits (\$m)	\$47.8	\$87.7	\$129.5

The costs of wayfinding are twofold: the initial costs and the ongoing costs. It is the latter that makes up the larger portion of costs (65% of PV is beyond the first 5 years), largely due to \$4m expenditure on new signs every 6 years.

## 9.1 Economic summary of recommended project option

Table 9-2: Economic summary table

TIMING				
Earliest implementation start date		1 July 2020		
Expected duration of implementation		5 Years		
Economic efficiency				
Time zero		1 July 2020		
Base date for costs and benefits		1 July 2018		
Present value of total project cost of do minimum		\$ 13.7 m		
Present value net total project cost of recommended option		\$ 19.7 m		
Present value net benefit of recommended option (exc. WEBs)		Has not been quantified, likely to be low		
Present value net benefit of WEBs of recommended option		\$ 87.7 m		
BCR (exc. WEBs)		low		
BCR (inc. WEBs)		4.4		
First year rate of return (FYRR)		20%		
P50 costs				
	Sum of 40-year costs		Present value	
	Do minimum	Recommended option	Do minimum	Recommended option
Total implementation cost	\$ 4.7 m	\$ 5.8 m	\$ 4.4 m	\$ 5.5 m
Maintenance	\$ 2.8 m	\$ 16.2 m	\$ 1.0 m	\$ 6.0 m
Renewal	\$ 24.4 m	\$ 24.4 m	\$ 8.3 m	\$ 8.3 m
Ongoing cost	\$ 27.3 m	\$ 40.7 m	\$ 9.3 m	\$ 14.3 m
Project contingency	-	-	-	-
Total P50 project costs	\$ 32.0 m	\$ 46.5 m	\$ 13.7 m	\$ 19.7 m

BENEFITS				
			Present value	
			Do min	Recommended option
Extra GDP generated			Unknown but substantially less than Recommended	\$87.7 m
PV total net benefits			Not available	\$ 87.7 m

## 9.2. Sensitivity analysis

### Cost/Benefit variability

The benefits to expect from Wayfinding are very uncertain. A plausible range of outcomes is shown in the table above. This range is rounded to  $\pm 50\%$  in the summary table below. However, it should be pointed out that, while this range of benefit outcomes is reasonable to expect,

- There is a scant evidence base on which to derive estimates
- The actual outcome is not necessarily more probable to be the base estimate (the distribution of outcomes, a priori, would be uniform)
- The realisation of benefits relies on other parties, including private sector parties within the tourism sector, adding support to the local tourism industry, as well as the ongoing maintenance and operation of the wayfinding tools

The project is suited to ongoing monitoring and refinement. The early response to wayfinding initiatives can be tested within the first few years of operation, with any currently planned subsequent investment up-scaled, down-scaled or changed as appropriate. This enables the cost of the project to be more closely aligned to the benefit stream that becomes evident. This ability to scale the project potentially means the initial cost estimates tabled here are not fixed and could be significant lower (if benefits are not evident) or higher (if tourism response is strong). This range of possibilities is not well presented by the standard sensitivity testing below. For example, a lower than expected benefit stream would likely lead to a down-scaling of future Wayfinding plans, meaning the “lower bound” BCR would not be as low as the 2.2 BCR tabled (i.e. the figure tabled only recognises a potential change in the benefit PV when, in this case, the cost PV would also likely change).

Table 9-3: Sensitivity analysis (in PV terms)

Sensitivity testing					
Variable	Base case	Lower bound		Upper bound	
		Value	BCR	Value	BCR
Construction / implementation	5.5	4.9	4.6	6.0	4.3
Maintenance	6.0	4.8	4.7	7.2	4.2
Renewal	8.3	6.6	4.9	10.0	4.1
Travel behaviour change (EEM v2)					
Tourism GDP	87.7	43.9	2.2	131.6	6.7

#### Discount rate/evaluation period sensitivity

Not evaluated due to high uncertainty about the magnitude of near-term benefits and the potential to adapt the Wayfinding investment during this period.

### 9.3. Assessment Profile

An assessment of the project has been undertaken using NZ Transport Agency's Investment Assessment Framework (2018-21). While the project is anticipated to be primarily funded by Northland Inc and the Provincial Growth Fund in the short term, funding is required from NZ Transport Agency for the physical signage, as well as ongoing maintenance and renewals in the long term.

#### Results Alignment

The results alignment has been determined against the IAF to demonstrate how well it aligns with goals of the GPS and allow funding partners to determine the priority and importance of this project relative to others across the region.

The assessment demonstrates a HIGH Results Alignment against the Regional, local road and state highway improvements activity class given that the project can:

- Enable a significant regional economic development opportunity in an approved Regional Economic Development (RED) programme; and
- Addresses a gap in an approved RED programme in high priority RED regions

Northland was identified as a RED area and enhancing the economic performance of Northland was a key outcome of the Tai Tokerau Northland Economic Action Plan (NEAP). The NEAP identified the visitor industry as one of the most important contributors to economic growth for the region, and that initiatives to address the seasonal demands, improve dispersal across the region, and enhance tourism promotion would enhance



Northland's economic performance. This project forms part of a much wider programme of works that collectively are anticipated to bring significant benefits for the region.

### **Cost-benefit appraisal**

The benefit cost ranges between 2.2 and 6.7, however some tangible benefits were not considered such as safety and journey time reliability due to the overlapping nature of these benefits with other northland business cases. Rest Areas and Overtaking Opportunities, Northland Township, SH12 and SH11 could also use safety and journey time reliability as benefits in their business cases.

# PART C – READINESS AND ASSURANCE

## 10. FINANCIAL CASE

### 10.1 INTRODUCTION

This section concentrates on the affordability of the proposal, its funding arrangements and technical accounting issues. It presents the financial profile of the recommended option and the impact of the proposal on the investment partners budgets and accounts.

The overarching baseline estimate for the first 5 years for each element of the option including initial capital and longer term operating and maintenance costs is shown in the table below (in today's dollars). The actual required cashflow per annum will vary over the first 3 years dependent upon the staging of the implementation. For example, Route/Journey signs may not be installed until Year 3, in which case their maintenance costs will not be required until Year 4. The preferred option has a Wayfinding establishment implementation plan that is phased through the first 5 years of investment including capital expenditure, operations and maintenance.

		Implementation cost	Maintenance cost
Local knowledge and information	Word of Mouth (structured)	100	950
	Ambassadors	200	
	Printed (maps, map boards)	175	
	Coordination of activities	100	
	i-Sites	20	
Signs	Signage audit and design cost	500	300
	Great Ride (off-road)	40	
	Tour Arteroa (on-road)	189	
	Northland Journeys Locations of Interest	724	
	Rest Area	22	
	Townships (L)	334	
	Townships (M)	1703	
	Townships (S)	449	
	Visitor Attractions (not on Northland Journeys map)	88	
	Route/Journey signs (start, end points and route markers)	229	
	Regional Entry points	77	
	Transport connections	103	
	Services	75	
	Other (Pou signs, Genera interest signs, street signs)	185	
	Digital	Googlemaps / Applemaps	
Google my business		75	
Street View		25	
Global travel websites (list: TripAdvisor, AirBnB, ...)		100	
NZ Wayfinding websites (list: Northland, ...)		5	
Generic travel Apps (List: Roadtrippers, Campermate, ...)		75	
Specific purpose apps (list: Great Rides, ...)		15	

Table 10.1 – Baseline cost estimate for first 5 years (figures are 1,000's of dollars)

## 10.2 PROJECT DELIVERY COSTS

Project delivery costs at this stage are based the scheme level estimates which. A summary of the expected costs to an elemental level for project delivery are provided in Table 10.1 The first 5 years are used to develop this estimate to enable the implementation to be embedded and benefits to start to be realised ahead of seeking contributions from local businesses to ongoing operating costs

	Expected estimate	Lower and upper confidence values
Design, project documentation, supply and installation management costs, including consultancy fees and Client managed costs (including project manager/Wayfinding Coordinator) <ul style="list-style-type: none"> <li>I. Local Knowledge and Information</li> <li>II. Road signage</li> <li>III. Digital capability and content</li> </ul>	900	-10%, +20%
Implementation cost <ul style="list-style-type: none"> <li>I. Local Knowledge and Information</li> <li>II. Road signage</li> <li>III. Digital content</li> </ul>	6,720	-10%, +10%
<b>Total</b>	<b>7,620</b>	

**Table 10.2 – Baseline cost estimate (figures are 1,000's of dollars)**

No property purchase or disposal costs are required to deliver the project. A funding application should be based on the combined base estimate costs above that total \$7.62M. This estimate has a lower and upper confidence level of between \$6.9M and \$8.5M.

The project could be progressed to pre-implementation within a short timeframe following the approval of the funding.

## 10.3. On-Going Maintenance and Operations

Estimated annual maintenance costs for the recommended options:

Wayfinding signage type	Expected annual maintenance cost (excluding signs replacement)
I. Local Knowledge and Information	250*
II. Road signage	90
III. Digital content	200*
<b>Total</b>	<b>540</b>

\*Note – coordination, content updates and capability building costs

**Table 10.3 – Estimated annual maintenance costs (figures are 1,000's of dollars)**

Wayfinding road signs on State Highways will be maintained by NZTA and road signs on local road will be maintained by the relevant district council.

### 10.3. Financial Options

The initial investment proposed in this SSBC is proposed to be drawn from:

- the NZ Transport Agency,
- the Provincial Growth Fund (administered by MBIE),
- other government agencies that support tourism,
- Northland Inc,
- Kaipara District Council,
- Far North District Council and
- Whangarei District Council.

The ongoing maintenance and management of this programme is expected to be split across all the above listed organisation except other government agencies and the PGF, plus ongoing funding support will be sought from local businesses for elements by Northland Inc.

Four funding pathways may be available for the initial investment in the corridor, these are:

- the National Land Transport Fund (NLTF),
- the Provincial Growth Fund (PGF),
- Other government agencies and
- local authority contributions.

The NLTF is administered by the Transport Agency and funds transport projects which have been identified in the National Land Transport Programme. An additional potential funding source includes the Tourism Growth Fund that funds activities for council's facing tourism pressure. The PGF is a government fund established to stimulate economic growth within regional New Zealand. The PGF takes a holistic view to stimulating economic growth and is administered by the Provincial Development Unit within the Ministry of Business, Innovation, and Employment.

A high-level indication of potential funding is shown in the table below:

Proposal element	Year 1 – 5	Year 5 onwards (maintenance, operations, renewals)
Local knowledge and information (including Wayfinding Coordinator)	Northland Inc Other Central Government agencies Local authorities	Northland Inc Local business contributions (Note: NZ Transport Agency may consider funding support for the Wayfinding Coordinator role)
Signs	NZ Transport Agency Kaipara District Council Far North District Council	NZ Transport Agency Kaipara District Council Far North District Council

Proposal element	Year 1 – 5	Year 5 onwards (maintenance, operations, renewals)
	Whangarei District Council	Whangarei District Council Local business contributions
Digital	Northland Inc  Other Government agencies Local authorities	Northland Inc Local business contributions

Table 10.4 – Potential funding sources

A key function of the Wayfinding Coordinators role will be the ongoing identification of ongoing support from local businesses to contribute financially to Wayfinding information developed by this project.

Funding has not yet been secured for these wayfinding solutions so it will be necessary for the project owners of each component to seek the funding required for the wayfinding implementation. Project owners and funding requirements are shown in the table below:

Element	Project Owner	TOTAL
Local knowledge and information	Northland Inc	1,545,000
Signs	NZTA (State Highways)	5,015,000
	Kaipara District Council	
	Far North District Council	
	Whangarei District Council	
Digital	Northland Inc	1,060,000
<b>TOTAL</b>		<b>7,620,000</b>

#### 10.5. Project revenues

Some revenue assumptions,

Initial Investment (year 1 to 5):

- Northland Inc:
  - Introducing Fees for Training and education programmes – Local knowledge & Information
- Road Controlling Authorities:
  - Signs not funded by additional Other Government Agencies will be funded from rates revenue and FAR from the NLTF, subjected to availability.
- Other Government sources of funding:
  - Will contribute start-up funds for all elements including share of signs where these are not covered by NLTF, local authority FAR and local authority rates contributions

Longer term investment (beyond year 5):

- Road Controlling Authorities:
  - Signs funded by rates revenue and FAR from the NLTF

- Installation or renewal of Tourist establishment signs will involve an application process. The applicant to pay all costs of manufacture, installation and maintenance of signs.
- Local businesses contribute to replacement of signs that directly support their business
- Northland Inc:
  - Introducing Fees for Training and education programmes – Local knowledge & Information
  - Seek contribution to Wayfinding coordinator from District Councils and local businesses

## 10.6. Financial risk

Risk	Proposed mitigation
Northland Inc and the District Councils do not have existing budgets to cover the costs of this project. The key financial risk is that this project is not sustainable beyond the initial 5 year period without Other Government Agency funding	NZ Transport Agency to monitor investment objective metrics Realisation of increased visitor expenditure and numbers to be used as evidence to seek ongoing funding support from local businesses Wayfinding coordinator to be employed by Northland Inc with part of their role being connection with local businesses demonstrating benefits of wayfinding for increased expenditure by visitors, and seeking ongoing funding support

# 11. COMMERCIAL ANALYSIS

The implementation of the project is directly linked to the funds available.

## 11.1. Implementation strategy

The next stage of the project is pre-implementation and detailed design. The following considerations will shape and inform the final strategy:

- **Technical Risks** – Issues that require further consideration during detailed design, consultation including any necessary approvals for non-standard signs and locations e.g. earthworks at archaeological sites.
- **Procurement Approach** –The procurement approach adopted to deliver signage interventions under each area; Local knowledge & Information, Road signage and Digital signage.

No land acquisition is expected to be required as part of this project

A project Implementation plan has been developed in collaboration with NZTA, Northland Inc and key council stakeholders. The preferred option is proposed to be done in three stages as given in section 8.3 and as highlighted in the figure below.

	Local knowledge and Information					Signage					Digital								
	Coordination of activities	Word of Mouth (structured)	Ambassadors	Printed (maps, map boards)	i-Sites	Design cost	Approaches to feature (pre-warning signs)	Entry/exit to feature	At/ within feature	Intersections	Maintenance	Googlemaps / Applemaps	Google my business	Street View	Global travel websites (list: TripAdvisor, Airbnb, ...)	NZ Wayfinding websites (list: Northlands, ...)	Generic travel Apps (List: Roadtrippers, Campermate, ...)	Specific purpose apps (list: Great Bikes, ...)	
Great Ride (off-road)	30	25	40	40	10	500	8	2	15	15	3	50	20	20		5	25	15	
Cycleway (on-road)	35	25	40	60	5		44	1	50	94	12	50					3	25	15
Northland journeys locations of interest	50	50	60	75	10		200		484	40	25		25	25	100		9	75	
Rest areas (L)	5			10					22		16	10		5					
Rest Area (S)																			
Townships (L)	25		50	30	10		34	300			80	50	15	20	50			25	
Townships (M)	25	75	50	45	10		350	1353			25	50	20	20	30				
Townships (S)	25		50	55			50	399			4	50	20	20				25	
Visitor attractions (not on Northland Journeys map)	25	25		35			20		68		2	15	10	15	75				
Visitor industry related projects	25	25		50									5	10					
Route/Journey signs (start, end points and route markers)		25					80	50	80	19	110			20					5
Regional entry points	10	25		15				77			5		10	10					
Transport connections	20	25		20					103		6			10					
Services	25		50	40	75		30		45		2								
Other			10						185		10								

Table 11.5 - Estimated cost forecast for the first 5 years

It is proposed to commence delivery over a three-year timeframe and fund the first five years of the overall Wayfinding Plan.

- Stage 1 is to be implemented in year 1 and be fully implemented within 18 months (to allow for Community engagement and regulatory approvals as part of the pre-implementation process).
- Stage 2 is to be fully implemented in Year 2.
- Stage 3 is to be fully implemented in Year 3.

	Year 1	Year 2	Year 3	Year 4	Year 5
Local knowledge and information	0.495M	0.375M	0.225M	0.225M	0.225M
Signs	0.72M	0.525M	1.57M	1.3M	0.9M
Digital	0.395M	0.26M	0.22M	0.093M	0.093M

Table 10.6 - Summary of estimated costs

At that point it is anticipated that the overall programme including Wayfinding will have led to growth in visitor expenditure, and at that point Northland Inc will have generated financial support from growing Northland tourism facing businesses to sustain coordination activity and support for the local knowledge and information sharing initiatives and maintenance of digital content.

It is anticipated that pre-implementation will include detailed design, community consultation, more detailed implementation planning and coordination with other approved projects within the overall programme (SH11, SH12, Townships, Passing lanes and rest

areas, Cycling) and with some approvals required for specific signs. It is expected this work will take in the order of 6 to 9 months once commenced.

#### 11.1.1.1. Technical Approach - Preliminary Design/Pre-Implementation

The technical approach to the next phase of work is proposed to be staged, as follows:

Overarching:

- Establishment of Wayfinding governance as part of the overall TCDR programme delivery including appointment of the Wayfinding project manager (who will transition to Wayfinding Coordinator over the 5 year establishment period)

Local knowledge and Information

- Identification of key stakeholders including tourism facing businesses and ambassadors for targeted training
- Develop overall communications framework for Wayfinding including Wayfinding messaging to be included on printed materials and presence at i-Sites
- Coordination with tourism promotions and destination developments
- Design and develop printed materials for distribution and map boards

Road signage

- Audit existing signage on TCDR and seven Northland Journeys
- Develop generic design set for each sign type including:
  - TCD compliant signs
  - Symbology
- Identify opportunities to consolidate sign types
- Develop example consolidated sign designs for RCA (NZTA, TLA) approval
- Complete design of signs including engagement with community stakeholders
- Develop delivery programme to align with implementation strategy and other projects within the programme
- Resolve procurement method for signs

Digital signage

- Identify full list of online presence to be targeted
- Identify content to be updated on Googlemaps/Applemaps and coordinate updates to align with on the ground development
- Procure training for local businesses for Google my business
- Coordinate and procure Streetview updates aligned with on the ground development



### 11.1.2. Stakeholder engagement

Following review of this Single Stage Business Case and development of preliminary designs, the next stage for this project is to engage with the local community and tourism business operators on the recommended interventions. Consultation will help:

- Community understand how they can contribute to the implementation strategy
- Identify other funding sources
- Design of signage to reflect unique culture, history and characteristics of places
- Attain any necessary approvals such as non-standard sign approvals from the respective RCA
- Address any other concerns

### 11.1.2. Risk Allocation and Transfer

The key risk types that could delay the project are:

- **Technical risks** where effects either lead to significant design change or cause significant cost escalation (by introducing or increasing the scope of mitigation).
- **Programme risks** caused by for example, discussions with affected parties and stakeholders, staff resourcing.

### 11.1.3 Project Governance

It is intended that funding requests to progress individual activities to the pre-implementation stage will be made by the relevant owner and will include developed implementation plans and project teams at those times.

Role	Name
Project Sponsor	TBC
Investor Client	Various
Project Manager	TBC
Senior supplier	TBC
Team leader	Expected Northland Inc will lead, NZTA, TLAs

Table 11-1 – Project roles

### 11.1.4 Project Management and Delivery

The implementation of signs will be project managed by the respective RCA's. The delivery of other project elements will be managed by Northland Inc. Northland Inc will take overarching responsibility for coordinating the overall programme so that the timing of signs and other solutions are delivered in a systematic and logical way considering interdependencies of activities and eventual outcomes.

Funding has been allowed for this project management role by inclusion of the annual cost of a Wayfinding Coordinator. It is anticipated the project manager could fill the role of Wayfinding Coordinator upon completion of delivery of this programme of work.

### 11.1.6. Communications and Engagement

Engagement has been completed with key stakeholders who attended the ILM and shortlisted options workshop. Initial conversations have been conducted with iwi. Further consultation will be completed in the pre-implementation and implementation stages.

Northland Inc and selected businesses have been involved in the development of Wayfinding options. No public engagement has been undertaken as part of this business case. Public engagement is important for the successful implementation of Wayfinding and needs to be included in the pre-implementation phase, particularly with regards to signage.

The current stakeholder engagement plan is included as an appendix for more detail on the engagement approach and stakeholders involved to date.

### 11.1.7. Procurement of Pre-Implementation and Implementation Stages

Selecting a delivery model for the detailed design, supply and installation/establishment (pre-implementation and implantation phases) requires careful consideration of the activities involved and the capability and capacity of resources to deliver them.

It is recommended that signs are procured separately from Local Knowledge and Information and Digital solutions.

#### Signs

Delivery Model	Description	Benefits	Disbenefits
Staged	Procure Design consultant Approvals Procure Supply and Install Contract Incorporate into existing signs maintenance contracts	Greater control of design outputs by Northland Inc and RCA's Greater flexibility to incorporate design changes at a later stage which is important given the need for wider community buy in to the location and appearance of signs	Will potentially take longer to erect the first signs because of later procurement following completion of design
Design and construct	Procure Design consultant Complete detailed requirements to enable procurement of contractor Procure Supply and Install Contract Incorporate into existing signs maintenance contracts	Easier to get quick wins with erection of standard signs much earlier	Potentially higher cost because Contractor has higher degree of uncertainty with their need to get approvals for non-standard signs Increased cost risk if late changes to sign designs are proposed by the Community
Procurement method			

Delivery Model	Description	Benefits	Disbenefits
Negotiated	Negotiate supply and installation as variation to existing contracts	Easier to get quick wins especially for standard signage Existing stakeholder knowledge and relationships	Risk that the bespoke sign designs are not covered in existing contract specifications leading to higher price than you might get from competitive tenderers
Closed tender	Tender to a list of previously approved suppliers	Price competitive	Longer tender period
Open Tender	Open tender in the market	Price competitive	Longer tender period May select a tenderer that does not have local knowledge leading to potential Community relationship risks

Table 11-2 - Delivery Model Options

Based on the above table the preference would be to establish a staged delivery method to give flexibility to both design and delivery programme. A negotiated contract for supply and installation is also preferred to enable quick wins early in the process, especially for standard signs. This will also allow for a more flexible delivery arrangement with reduced risk from potential changes during implementation.

Other services such as training for businesses to improve their online presence on Google, training for Ambassadors and printed maps will be procured including employment of Wayfinding Coordinator and project manager. It is expected the Wayfinding Coordinator will be employed by Northland Inc and they will be responsible for procuring these services on behalf of Northland Inc as the lead agency for this programme.

#### 11.1.8. Assurance and Acceptance

The Project design should be subject to the normal project review processes with no specific unusual engineering or operational considerations prevailing. Formal implementation phase funding acceptance (sign off) will be required by the funding party.

#### 11.1.9 Cost Management

The project design includes mitigation and design risk factors that are already allowed for in the project cost.

The risk register will be maintained and if required, the cost estimate revised.

It is anticipated that Northland Inc will procure the non-signs services directly, and signs including design will be procured by the respective Road Controlling Authorities via the Northland Transport Alliance.

Costs for non-signs services will be managed by Northland Inc and the Wayfinding Coordinator, while costs for the signage will be managed by the Northland Transport Alliance.

#### 11.1.10. Issue Management

Issues will be managed through a documented issues log. A close working relationship with the Lead Agency will be beneficial during the remaining phases. This should consist of frequent contact to minimise the risk of issues arising or escalating. If Northland Inc is the Lead Agency and is provided with funding for a project manager this should mitigate the risk of poor issues management.

#### 11.1.11. Assumptions and Uncertainties

A number of assumptions have been used in the development of this business case, including:

- Funding will be available for the establishment and implementation of the full programme of work for the first 5 years
- Road Controlling Authorities will continue to maintain signs once they are installed and will fund their replacement with agreed exceptions
- Ongoing funding will be able to be sourced from local businesses after 5 years if tourism grows as planned
- Tourism levels will be at least maintained at current levels and potentially grown across the whole region as it is across the country
- Destinations and routes will be developed as per the proposed overarching programme of works
- Improved Wayfinding will lead to an increase in the number of visitors exploring currently less visited areas of Northland and will also lead to people staying longer and doing more

#### 11.2. Lessons learned and Post Implementation Monitoring

Benefits of Wayfinding have been set at a TCDR Programme level. These benefits are to be monitored at a Programme level and therefore no budget has been allowed specifically for this activity in this business case. A baseline is to be developed through the first year and then monitored for 10 years to review achievement investment objectives.

Northland Inc or a similar lead for the Wayfinding programme will be responsible for monitoring the benefit achievement of the overall programme through the establishment of a programme level benefits realisation plan and ongoing monitoring and reporting of this to key stakeholders.

This benefits realisation monitoring will be a key set of information for the Wayfinding Coordinator to report back to local businesses and stakeholders to seek ongoing funding support for the Wayfinding programme, with the aim of establishing local financial sustainability of the programme (particularly non-signs services and Wayfinding branded commercial destination promotion signage).

Success will be measured by:

- Increased visitor expenditure in the region at a rate higher than the annual average expenditure growth rate, and this will be maintained or exceeded in the west and north of the Region
- Vehicle numbers will similarly increase in the West and North at a greater rate than the annual average increase
- Baseline visitor numbers to specified DoC sites will increase at a greater rate than the annual average increase