

# Proposed variations to the Otago Southland Regional Land Transport Plans 2015-21

## 1. Overview

1.1 Thank you for the opportunity to make a submission on the proposed variations to the Otago Southland Regional Land Transport Plans 2015-21.

1.2 Remarkables Park Limited (RPL) has set out below submissions on the following matters using the item reference numbers that appear in draft OSRLTP.

- Item No 29 Wakatipu Walking and Cycling Improvements
- Item No 32 SH6 Park and Ride Facilities
- Item No 39 Wakatipu Further Small Ferry Services
- Item No 31 Wakatipu Active Travel Network
- Item No 43 Water Taxi Service/Ferry Network (Queenstown)

However, one of RPL's most important submissions relates to a matter that does not appear to be included in the OSRLTP. Our concern is that the OSRLTP should immediately identify the need for an improved road connection (Humphrey Street Connection) between the western end of Hawthorne Drive (the Eastern Arterial Road) and SH6 near the new Kawarau Falls Bridge. That matter is also discussed below.

1.3 RPL would like to be heard in support of this submission

## 2. Item No 29 Wakatipu Walking and Cycling Improvements

2.1 This item identifies (among other things) improvements to the walking and cycling connections between the residential areas of Jacks Point and Henley Downs (Hanleys Farm) and the Wakatipu Trails. Remarkables Park Limited (RPL) fully supports proposals to extend the trails network and to upgrade the network so that key sections can function as an off-road pedestrian and cycling commuter network. RPL has itself invested in additions to the trails network and, working with the Queenstown Trails Trust (QTT), RPL project managed and underwrote the major slip and trail repair works that enabled the reopening of the lower Twin Rivers Trail along the upper Kawarau River. RPL also has an agreement with QTT under which RPL maintains all the trails between Riverside Road and the Shotover River confluence.

2.2 **RPL seeks clarification that the above item No 29 includes the proposal to construct a new pedestrian/trail bridge across the Kawarau River from a point in the vicinity of Boyd Road on the true right bank to the QLDC reserve at the south end of Riverside Road on the north (true left) bank of the river.** This connection would allow an off-highway cycling route for residents from the above residential areas and, in particular, would provide a safe cycling route for students attending the new Wakatipu High School opening in February 2018. If this pedestrian/cycling bridge is not currently identified, then RPL's

submission is that it should be included in the Otago Southland RLTP as part of the Item No 29 works and should be listed for early implementation.

**2.3 RPL also requests inclusion of a cycle and walking trail on the true right bank of the Kawarau River from the southern abutment of the new Kawarau Falls Bridge to connect to Boyd Road.** NZTA proposes to construct a trail between the north-bound lane of SH6 and the foot of Peninsula Hill, from the southern abutment of the bridge to Peninsula Road. RPL (and the Queenstown Trails Trust) believe that the trail should instead be located on the other side of the State Highway where it would be alongside the river.

2.4 There is only one pedestrian path on the new bridge and it is on the down-stream (eastern) side of the bridge. It is therefore logical for the south bound trail to start on the down-stream side at the south end of the bridge and stay as close to the river as possible so that, when extended, the trail will link up near Boyd Road (and in time connect to a trail on the true right bank of the Kawarau River and the trail connection to Hanleys Farm and Jacks Point as referred to in para 2.2 and section 3 of this submission) without the need to cross the highway. Locating the trail close to the river would encourage greater use and would be much safer as it would allow for much better separation between pedestrians/cyclists and motor vehicles than could be achieved by the NZTA proposal to site the trail between the base of the hill and the north bound lane of SH6. A trail in the location proposed by NZTA is not future proofed as it would not be extended beyond Peninsula Road and does not fit with the Trails Trust's masterplan. Those wishing to continue down the river would be forced to cross the State Highway at grade at the Peninsula Road intersection.

2.5 RPL believes that, because of the scenic beauty of this section of the river, it is inevitable that, whether or not a trail is constructed along the river bank, pedestrians will be attracted to walk along the shoulder of the south bound lane of the State Highway just as they did in the past. This is dangerous because there is now less room and because vehicles from the north will be leaving the new bridge at much greater speed. However it is a natural behaviour and it will be very difficult to discourage. The sensible approach would be to move the two vehicle lanes closer to the foot of the hill now and create a safe walking/cycling trail against the river. If there is sufficient width to accommodate a trail against the hillside (as proposed by NZTA) then there is sufficient width in the existing corridor to relocate the trail to a safe and useable location alongside the river.

**2.6 RPL wishes to draw the committee's attention to our concern about a proposal to abandon construction of an off road trail and cycle connection from the underpass at the northern abutment of the new Kawarau Falls Bridge to the trail network on the true left bank of the Kawarau. RPL seeks an assurance that this important connection will still be constructed as part of the bridge project.**

2.7 The Environment Court decision on the bridge designation required an Urban and Landscape Design Master Plan (ULDMP) to be prepared and submitted to QLDC for approval. The ULDMP was to be prepared in consultation with the Queenstown Trails Trust and others and was specifically required to deal with trail connections in the vicinity of the new bridge. The ULDMP that was approved by Council shows a new short section of trail to be constructed downstream of the bridge, connecting to the existing trail network in the vicinity of the Frankton Kindergarten. Although short, this link is a vitally important component of the plan. Implementing the plan would mean that a trail user could

cycle/walk the Frankton track from Queenstown Bay and continue on down the river trails without crossing the highway or negotiating any local roads. A copy of the relevant image from the ULDMP is attached to this submission with the alternative inferior route now proposed marked on it in red.

- 2.8 Comments from NZTA reported in the Mountain Scene in November 2017 indicated that this link is to be abandoned and that pedestrians and cyclists would instead be directed to head up the State Highway, passing the no exit end of Robertson Street before entering Southberg Terrace and doubling back into Robertson Street and then using the Kindergarten access to reach the Twin River trails. The route is already confusing and it is not surprising that trail users approaching from Boyes Cres (or other points west of SH6) regularly lose the trail in this vicinity.
- 2.9 Furthermore, if trail users have to join the local road network beside the highway, the incentive for cycling and pedestrian commuters to use the underpass is lost. It becomes more efficient (albeit more dangerous) for a south bound trail user exiting at Southberg Terrace to cross the State Highway at grade, travel down Boyes Cres and rejoin the trails near the lakefront.
- 2.10 RPL submits that NZTA and the bridge construction contractors should be required to implement the trail connection downstream from the northern abutment of the new Kawarau Falls Bridge in accordance with the approved UDLMP. The alternative is confusing to visitors, less direct and will encourage unsafe practices.**

### **3 Item No 32 SH6 Park and Ride Facilities**

- 3.1 Item No 32 states that the Queenstown Integrated Transport Programme Business Case has identified park and ride facilities as being complementary to the transport improvements in the Wakatipu Basin. RPL supports the park and ride concept but is concerned that some other wording within the Project Description is at odds with a recent QLDC report and should be amended to avoid giving the wrong focus to site selection. RPL considers that it is important to re-think the traditional park and ride concept and adapt it to better suit the Queenstown situation. RPL also seeks clarification that the 400-space park and ride facility currently under development at Hawthorne Drive, Remarkables Park has been identified and is included within the project.
- 3.2 Typically park and ride facilities have been established to reduce private vehicle usage in locations where there is a single city centre that is the major employment or education hub within a wider district. In those situations the predominant commuter traffic is from outer residential areas (dormitory suburbs) into a business/education hub in the morning and out again in the afternoon. The Queenstown situation differs in that there are already significant employment hubs at both ends of Frankton Road. Furthermore QLDC's population and employment projections indicate that jobs (full time and part time) in the Remarkables Park/Frankton Flats area are growing at a much faster rate and will far outstrip jobs in the Queenstown Bay town centre. In addition Wakatipu High School (WHS) has been relocated to new premises on Red Oaks Drive in the Remarkables Park Town Centre (RPTC), within 300 metres of the SIT Queenstown campus. The former WHS Gorge Road premises have now closed.

This means that Queenstown's main secondary and tertiary education facilities are now at Remarkables Park. In terms of the residential population, QLDC's forecasts show the recent and future growth in residential households to be located in satellite areas that are east and south of the SH6/SH6A (Frankton Road) intersection (the BP roundabout).

3.3 Taken together these changes are very significant for anyone charged with making decisions on how best to locate and operate park and ride facilities that are intended to resolve vehicle congestion on Frankton Road and the associated parking congestion in the Queenstown Bay town centre. Pictured as a dumbbell, there are employment hubs at both ends of the bar, and an education hub at the Frankton end. The "weight" at the Frankton end is growing faster than the Queenstown Bay end yet most of the traffic to the Queenstown Bay end has to first pass through the Frankton hub and along the bar (Frankton Road). What these changes mean is that in many households there will be some members who travel daily from outer residential areas to work or study at RPTC or Frankton, while other members of the same household will travel into Queenstown Bay town centre to work. RPL considers that significant benefits would be achieved by encouraging such households to share transport to a central location from which some passengers can walk to school or SIT, or their place of employment, and others can connect to public transport (or alternative transport) for their trip to work in the Queenstown Bay town centre.

3.4 When considering site preferences for a park and ride it is valuable to reflect on the conclusions of QLDC's November 2017 Queenstown Public and Passenger Transport Facilities: Indicative Business Case, which concluded:

*"2.3.6 Park and Ride Scheme*

*QLDC undertook a Park and Ride Survey in 2016, to which there were 428 respondents from across the district. The primary aim of the survey was to determine the demand for a park and ride facility.*

*Key points taken from the feedback are as follows:*

- 1. Potential locations need to be assessed to maximise use and to provide links to other services. (emphasis added)*
- 2. Park and ride will not suit everyone; a wide range of operating hours and high frequency of shuttles would be needed to accommodate the mix of employment/enjoyment hours.*
- 3. The bus fare needs to be lower. Public transport is currently seen as expensive and parking, although limited in Queenstown, is still cheap or free.*

*Due to land and consenting issues, a park and ride scheme has not yet been implemented but will be pursued primarily through the QITPBC with linkage to this PBC."*

3.5 The first numbered point in the QLDC report conclusion corresponds with the above analysis and demonstrates that the following statement from the OSRLTP is too narrow and not in line with the Queenstown situation: *"These (park and ride facilities) will need to be located adjacent to new areas of residential development where servicing the entire area by public transport is inefficient."* **Accordingly RPL considers that the OSRLTP criterion should be broadened to also include park and ride facilities being located to maximise use and provide links to other services and amenities.**

- 3.6 RPL is in the process of developing a 400+ car parking area on a site that is immediately adjacent to a bus stop served by Route 1 of the new Queenstown Orbus bus service. This means that there is already a regular (15 minute) public transport connection between this site and the Queenstown Bay town centre.
- 3.7 The site is centrally located within the expanding Remarkables Park Town Centre, which houses the Queenstown SIT campus and the new Wakatipu High School. It borders other major employment generators such as the Remarkables House office building and the new hotel precinct (The Ramada Hotel to the east opened in mid 2017 and the Wyndham Garden Hotel and the Wyndham Residences to the south are due to open by May 2018). The area is zoned to expand significantly in terms of retail, offices and mixed-use accommodation. It is a very short walk to the indoor recreation facilities on Red Oaks Drive north and, significantly, the Wakatipu Play Centre and two child-care facilities (Remarkables Start and Zig Zag Zoo) are within close proximity.
- 3.8 Such close proximity to this range of facilities may give rise to an initial tendency to think that this parking facility has been planned as destination parking that only serves RPTC. However the above-mentioned facilities already have their own on-site parking and the new parking area has been conceived with a different purpose in mind. RPL considers that, with its location and excellent connection to public transport, this park and ride site would cater particularly well for the new reality that the district's employment and education facilities will be predominantly located east of the BP roundabout. It creates the opportunity for households to share vehicle use to one location (Remarkables Park Town Centre) from which occupants can walk to their place of work or study (Wakatipu High School or SIT) while other occupants can continue their trip to Queenstown Bay town centre using public transport or an alternative transport mode.
- 3.9 A further opportunity arises because there are likely to be increasing numbers of households with parents who may work in the Queenstown Bay town centre but who may first wish to drop off young children at one of the child-care facilities in Remarkables Park. There may be parents who are happy to use public transport themselves but who do not wish to take very young children on a bus at the start of their work day. A practical option for such people (and one which still reduces vehicle congestion on Frankton Road and parking congestion in the Queenstown town centre) would be to use a private vehicle for the trip to their child care facility, leave the vehicle in the park and ride facility and have the convenience of a bus trip to Queenstown Bay town centre. The child can be transported safely and conveniently in a car seat but Queenstown's traffic problems and the environment can be considered too.
- 3.10 The RPL proposal would not only meet the objective of reducing Frankton Road congestion but it also generates a shared vehicle use culture in a way that stand alone park and ride sites would not. Establishing a park and ride facility in a more isolated location (away from work, study and shopping locations) results in greater private vehicle usage – either because a household continues to use multiple vehicles or because the driver travels to other drop off locations before travelling to the park and ride site. By contrast, the RPTC site encourages walking to a nearby place of study or work within RPTC and, because the RPTC site is immediately adjacent to a large supermarket and retail centre, it also allows households to undertake shopping when returning to the park and ride, avoiding the need for separate or additional shopping trips. It is often not convenient to carry grocery shopping or large items on public transport so there

is a definite advantage if commuters can shop where they disembark from public transport and then take their shopping home in their vehicle.

- 3.11 A further attribute of this park and ride facility would be its ability to cater for those who would like the option to make part of their commute to the Queenstown Bay town centre by bike (having parked their car in the park and ride). This may not be seen as the traditional role of a park and ride but RPL believes that the concept has considerable merit and may provide a uniquely Queenstown transport solution. A solution that is well matched to the outdoor lifestyle enjoyed by a significant proportion of the Queenstown community.
- 3.12 The cycle commute between Remarkables Park and Queenstown is almost entirely off-road, using the trail network and Frankton Track. It is a safe, easy and relatively flat route and can be ridden as a “*zero sweat ride*” in work attire (which is important for office workers). It is for these reasons that many Frankton locals already make this their preferred daily commute. The numbers doing so are likely to increase further as the Frankton track is developed into a proper commuter trail (see Item No 29 in the OSRLTP which already proposes to upgrade Frankton track to suit road cyclists).
- 3.13 By contrast many locals who live further away from the Queenstown Bay town centre (eg at Jacks Point, Lake Hayes Estate, Shotover Country, Arrowtown or places within the Wakatipu Basin) do not commute by bike for reasons such as the longer distance, the steeper terrain, the lack of showers at their work place or because they would have to travel on-road for much of their trip - often in open road speed zones.
- 3.14 We believe that there would be many Queenstown workers from households in these outer residential areas who would appreciate the option to bring a bike on the back of their vehicle, drop a worker at Remarkables Park and /or a student at the new high school (or SIT), park all day in a convenient location and then ride the Frankton Track to town. The Hawthorne Drive park and ride facility has the flexibility to include a row of longer car spaces that would accommodate vehicles with bike carriers. A further development of this concept could be to set up a covered stand for free or low cost hire bikes at the RPTC park and ride. Those leaving a private vehicle in the park and ride could use a public transport card or “App” to unlock a rental bike, cycle the Frankton track and leave the bike at a complementary bike park in the Queenstown Bay town centre.
- 3.15 A feature of the RPTC site that distinguishes it from other park and ride sites is that users can travel to and from this site without adding to congestion at the SH6/SH6A intersection (BP roundabout). Those travelling from residential areas east of the Shotover River (Lake Hayes Estate, Shotover Country, Arrowtown etc.) would travel via the Eastern Arterial Route (Hawthorne Drive). Those driving from residential areas on the south side of the Kawarau Falls Bridge (Kelvin Heights, Jacks Point, Hanleys Farm and Kingston) will be able to turn east to RPTC without approaching the SH6/SH6A intersection.
- 3.16 A further advantage is that other sites that have been identified would rely on using valuable public space and/or reserves. This is particularly the case with sites between Lake Wakatipu and SH6/Kawarau Road or sites in the vicinity of the Queenstown Events Centre. The Frankton Community Association has already advised QLDC that the Association does not want to see the roads or public areas of Frankton become a parking area for Queenstown. That concern can be addressed by identifying a site such as the one proposed by RPL.

3.17 It is noteworthy that the RPTC facility would fit well within the suggested broader criteria and would also fit within the existing OSRLTP criterion because the Hawthorne Drive site is on the fringe of the established Riverside Road residential area and the new RPTC residential areas, most of which are not well served by the new bus routes. It is also worth noting that the QLDC report cites “land and consenting issues” as the impediment to implementation. However the RPTC park and ride site is not only available but it is consented. Resource consent was obtained in December 2017 to use the area for parking.

**3.18 If the RPTC park and ride facility on Hawthorne Drive between Cherry Blossom Drive and Red Oaks Drive is not included in Item 32 then RPL’s submission is that this facility should be identified and should be included in the item. RPL further submits that the wording in the OSRLTP Project Description for this item should be broadened. RPL recommends the following wording: “These will need to be located to maximise use and provide links to other services or adjacent to new areas of residential development where servicing the entire area by public transport is inefficient.”**

## **4 Item No 39 Wakatipu Further Small Ferry Services**

4.1 RPL supports improvements to the ferry service but seeks clarification that ORC has identified the proposed ferry link to Remarkables Park Town Centre. RPL has previously identified a ferry terminal site on the Kawarau River to serve the RPTC and currently has an application for resource consent for the jetty being processed by ORC.

4.2 It is important to place ferry terminals where they can serve a large number of people. With the exception of a site in Queenstown Bay, no ferry terminal site would serve more people than a terminal at Remarkables Park. There are many reasons why this is the case. The existing residential and commercial activities at RPTC would themselves provide a solid base of users. Hotel development is increasing (the Ramada Hotel on Hawthorne Drive opened in mid 2017 and the Wyndham Garden Hotel on Red Oaks Drive is due to open by May this year and three more hotels are under contract), increasing the number of tourists who would use a ferry service to visit Queenstown Bay town centre. Several other new hotel projects are also currently under negotiation. The Wyndham Residences, a five-six storey apartment building on Red Oaks Drive is due to open at the end of April 2018 and New Ground Capital has obtained consents for 227 residential apartments (600 bed capacity) to be sold as affordable housing and staff accommodation. Among the bigger projects that will generate very high demand for a ferry link between Queenstown Bay town centre and RPTC are the consented Queenstown Convention Centre at RPTC and the proposed gondola that will transport people between RPTC and the Remarkables ski field via Lake Hayes Estate and Queenstown Park Station.

**4.3 Accordingly RPL submits that a ferry link to the RPTC Quayside ferry terminal below Riverside road needs to be specifically included in Item 39.**

## **5 Item No 31 Wakatipu Active Travel Network**

**5.1 RPL notes that this item includes the proposal for an additional active mode crossing of the Shotover River and questions whether the pedestrian/cycling/trail crossing of the Kawarau River referred to under item 29 above is included, or should have been included, under this item. As noted above, a cycling bridge in this location would definitely be an important part of the Wakatipu Active Travel Network. Similarly the two trail connections discussed in section 3 above are very important parts of an active travel network.**

## **6 Item No 43 Water Taxi Service/Ferry Network (Queenstown)**

**6.1 The comments at item 39 apply to this item too. RPL submits that a ferry link to the RPTC Quayside ferry terminal below Riverside road should be specifically included in Item 43.**

## **7 New Item: “Humphrey Street Connection” Improved connection between SH6 (Kawarau Road) and the western end of the Eastern Arterial Road (Hawthorne Drive)**

**7.1 RPL considers that upgrading the connection between the Eastern Arterial Road (EAR) / Hawthorne Drive and the southern end of Kawarau Road (SH6) near the new Kawarau Falls Bridge would provide the greatest benefits in terms of reducing congestion associated with SH6 and believes that this item needs to be given the highest priority in the OSRLTP.**

7.2 While the need for a western end connection was identified some years ago, the importance of this connection has been brought into even sharper focus by the recent opening of the EAR (Stage 1 in June 2017 and Stage 2 in December 2017).

7.3 The opening of the first stage of the EAR (the section from the south end of Glenda Drive connecting to RPTC) had a huge impact on reducing congestion at the BP roundabout. The extent of this benefit was made very clear when the EAR was temporarily closed for a 10-day period in early October 2017. Despite October being a quieter time of the year for traffic in Queenstown, there were huge queues and delays on SH6 and connecting roads because the partial bypass via Glenda Drive and Hawthorne Drive was temporarily unavailable.

7.4 Those benefits have further increased with the opening of the second stage of the EAR. The route is becoming a favoured bypass for traffic headed north or south wishing to avoid the Frankton corner and for traffic from the north seeking a more reliable route to the airport. It is important to maintain this impetus especially with the two laning of the Kawarau Falls Bridge, the opening of the new Wakatipu High School in February 2018 and other growth at RPTC all generating increasing traffic on the EAR and particularly through the western connections onto it. In order for the Hawthorne Drive/EAR route to continue to



function as a bypass, the western connection needs to be much more effective. Otherwise motorists will encounter delays and revert to using SH6 with inevitable adverse effects on traffic flows at the BP roundabout.

**7.5 A recent NZTA workshop (Dec 2017) identified an extension of Humphrey Street, connecting to Lucas Place, as the best option and one that would provide significant benefits to the network. RPL fully supports that option and submits that it should be included in the variations to the OSRLTP.**

7.6 One of the immediate benefits of this route is that it reduces travel distances and travel times for traffic from the south. The route is 0.75km shorter and less circuitous than the recommended signposted route. While this may not be a huge distance in absolute terms, it is a very significant saving when applied to trips such as those to Wakatipu High School which will often be made a couple of times each day. The overall regional saving will also become very substantial because the low-density residential areas at Jacks Point, Hanleys Farm and Homestead Bay will be much larger than the low-density residential areas east of the Shotover River (Lake Hayes Estate, Shotover Country and Bridesdale) and trips to RPTC will likely be the most frequent for residents from Kelvin Heights and the expanding residential areas south of the Kawarau River.

7.7 The route through Humphrey Street would in addition benefit airport traffic. With its Trans Tasman flights and regular internal connections, Queenstown Airport is increasingly serving communities beyond the Lakes District. Larger volumes of airport passengers are now originating from the south or departing directly to the south. A southern connection between SH6 and Lucas Place would allow southbound traffic to depart the airport using a shorter route, removing traffic from the SH6/Lucas Place roundabout and improving traffic flows at the Lucas Place/Airport roundabout.

7.8 QAC's published masterplan study illustrates the growth projections for the airport and discusses three options for terminal development. The option of keeping the terminal on its existing site (Option 1) would still see a near doubling of passenger numbers within the next ten years and would generate significant usage of a southern Lucas Place/SH6 connection. The two other options for airport expansion would involve construction of a new terminal on either the south or north side of the runway (Options 2 & 3 respectively) and would cater for a tripling of passenger numbers. A new passenger terminal on the south side of the runway would significantly increase traffic volumes on Hawthorne Drive and would make a more direct connection between the west end of Hawthorne Drive and SH6 even more important. However, even the third option, of a terminal on the north side of the runway, would involve a vehicle connection directly onto the EAR. It would generate more airport traffic on the southern section of Hawthorne Drive and would create increased usage of a more direct connection to SH6 at the western end.

7.9 An added benefit of the Humphrey St connection is that it would reduce traffic impacts on residents and residential streets. A number of motorists already shorten their route by using Robertson Street, Douglas Street and Humphrey Street as a bypass or "rat run". As noted above, the number doing so is likely to increase significantly with the opening of the new Wakatipu High School and the commencement of other approved developments at Remarkables Park. This Robertson-Douglas-Humphrey route runs **595 metres** through a residential neighbourhood and currently **46 dwellings** have frontage onto the route.

7.10 By comparison, the proposed direct connection from Lucas Place to SH6 via an extended Humphrey Street would run through only **230 metres** of residential neighbourhood and only **14 dwellings** would have frontage onto it.

7.11 In terms of the other functions that these roads serve, we note that currently there is no on-street parking on Humphrey Street but on-street parking is allowed on Douglas Street and parts of Robertson Street. This situation could continue if the new connection was to be made via a Humphrey Street extension. Overall the functionality and residential amenity of Douglas St and Robertson St would be greatly enhanced.

**Request to be heard:** Remarkables Park Limited would like to be given the opportunity to address any hearing panel that is set up to consider public submissions on the OSRLTP.



**Kawarau Falls Bridge**  
 Urban and Landscape Design Master Plan

Sheet 111 Northern Bank Concept Plan

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