



Report 09.735
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Committee Regional Transport
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Draft 2010 – 2040 Regional Land Transport Strategy for Consultation

1. Purpose

To seek approval from the Committee for the draft 2010 – 2040 Regional Land Transport Strategy (RLTS) to be released for public consultation.

2. Significance of the decision

The matters for decision in this report **do not** trigger the significance policy of the Council or otherwise trigger section 76(3) (b) of the Local Government Act 2002.

3. Background

The RLTS sets out a long term vision for a sustainable regional transport system. It contains objectives, outcomes, policies and targets to support and measure progress towards achievement of that vision. The current 2007–2016 RLTS was adopted in July 2007 following a comprehensive development process that took three years and was aligned with the Wellington Regional Strategy.

The Land Transport Management Act (LTMA) 2003¹ requires the RLTS to be renewed by July 2010 (s176 (1)(b)). The Act specifies a number of changes to the legislative framework for development of the RLTS as well as new specific content requirements. The most significant are:

- A change of the planning horizon from 10 to at least 30 years;
- The need to take into account new central government policy direction set via the New Zealand Transport Strategy 2008 and the Government Policy Statement on land transport funding 2009;
- New prioritisation and funding request arrangements to be taken account of through the regional land transport programme process;
- Inclusion of inter-regional outcomes;

¹ As amended by the Land Transport Management Amendment Act 2008.

- A statement of any relevant regional economic or land-use considerations and the likely funding of any infrastructure associated with those considerations;
- An assessment on the role of education and enforcement in contributing to the land transport outcomes: and
- A summary of the RLTS significance policy.

4. Review Process

The RLTS is considered robust enough to require only minor changes to “update” various sections and meet the new content requirements of the LTMA 2003. The update process took into account:

- trends in land transport since the adoption of the current strategy
- a review of the background pressures and issues
- strategic options background work
- changes in Central Government policy direction
- recent work conducted for the Regional Land Transport Programme 2009-12, Ngauranga to Wellington Airport Corridor Plan, and the new Regional Road Safety and Travel Demand Management Plans.

At the 5 August 2009 meeting, the Committee agreed to a process for this RLTS update (Report number **09.415**). The draft RLTS for consultation is included as **Attachment 1** to this report.

4.1 Alignment with relevant policy

The current 2007 – 2016 RLTS was assessed for its alignment with several significant policy documents. These documents include the New Zealand Transport Strategy 2008 and Government Policy Statement on land transport funding 2009, the proposed Regional Policy Statement for the Wellington Region 2009, and the New Zealand Energy Efficiency and Conservation Strategy 2007.

The assessment concluded that the 2007 – 2016 RLTS is generally aligned with these documents. However, some changes in emphasis have been made to the RLTS to address some minor inconsistencies.

4.1.1 Alignment with LTMA 2003

A checklist was produced to ensure that the new RLTS meets all the requirements of the LTMA 2003. This checklist is included with the report as **Attachment 2**. All requirements of the Act are met.

4.2 Impact assessments

An examination of the impact assessments carried out as part of the 2006 RLTS process found the conclusions of the impact assessments are still relevant. The impact assessments are considered robust enough to provide valuable insights into the issues affected by transport policy out to 2040.

4.3 Strategic options assessment

A comprehensive assessment of the strategic direction set by the RLTS policies resulted in the production of two background technical documents: *RLTS modelling report* and *Strategic options assessment*. This work used the Wellington Transport Strategy Model to test various transport network options against several levels of transport demand. These documents will be made available on the GW website before public consultation begins early next year.

Six strategic options for the 2040 transport network were developed based on different ways we might invest in our transport network and how tools like road pricing might be used. Nine future scenarios were then created to take account of the key factors outside the direct influence of the strategy that will affect the demand for transport. These were economic and population growth, transport costs and land use (higher density development versus low density 'sprawl').

The six options were tested against the range of future scenarios to determine how well they achieved the region's desired outcomes around congestion, public transport use and CO₂ emissions.

Mixed investment in the highest performing public transport and road projects contributes the best to positive results across all outcomes. However, even the mixed option does not effectively deal with growing transport demand and increasing CO₂ emissions under higher growth scenarios. Therefore, depending on the level of future growth, a pricing mechanism such as road pricing could be introduced to help achieve our outcomes or to defer large investment in new projects.

4.3.1 Preferred strategic option

The preferred strategic option is therefore to continue to promote investment in public transport, roads, walking and cycling, while continuing to advocate for road pricing to be made available to the region as a tool we can use if needed.

4.4 Technical working group review

A technical working group was convened to formally review the RLTS. It included officers from Greater Wellington, local councils, New Zealand Transport Agency, New Zealand Police and Regional Public Health. More informal engagement with other interest groups was conducted to ensure their views were included in the development process.

Feedback from the technical working group was sought and received during two formal meetings and via additional email correspondence. The received feedback has been incorporated into the draft 2010 – 2040 RLTS where appropriate.

4.5 Conclusions

The background work and technical working group feedback confirmed that the changes necessary to “refresh” the RLTS are minor and do not constitute a

wholly new strategy. The regional pressures and issues are largely unchanged from when the 2007 – 2016 RLTS was developed. The RLTS objectives and outcomes remain the same.

Some changes were made to the vision, targets and policies in response to a renewed focus on economic growth and productivity, as well as to take account of background work and technical working group reviews.

5. Changes

The principle changes to the RLTS are outlined below. Others include the addition of new sections as required by the LTMA 2003.

5.1 Inter-regional outcomes

LTMA s77(a) contains a new requirement for inter-regional outcomes. Consultation with Horizons Regional Council resulted in the new inter-regional outcome: “improved safety, efficiency and reliability of strategic road, public transport and freight links to the north of the region”.

A target for measuring this inter-regional outcome will use data gathered for the congestion (4.1), reliability (5.1) and inter-regional freight (7.2) outcomes and interpret the results from an inter-regional perspective.

Other “intra-regional” outcomes that Horizons identified as being of relevance to them were:

- Increased peak period passenger transport mode share
- Reduced greenhouse gas emissions
- Improved regional road safety
- Improved regional freight efficiency.

It is important to note the rail double tracking to Waikanae project currently underway may make the Capital Connection service uneconomic. Options, such as a shuttle service, for ensuring residents of Otaki have adequate access to rail services may have to be considered.

5.2 Targets

A background technical document, *RLTS target assessment*, was produced to determine what changes would be made to the targets. It will also be made available on the GW website prior to consultation. This assessment sought to answer three questions:

1. What should the overall target timeframe be?
2. Are the individual targets the right measures for the outcomes and are they adequately measurable?
3. Are the targets ambitious but realistic?

The analysis took account of the transport trends, pressures and priorities of the Wellington Region, the new targets in the New Zealand Transport Strategy 2008, the Ministry of Transport’s latest Transport Monitoring Indicator

Framework and the Government Policy Statement 2009. Feedback from the technical working group was also incorporated into the assessment document.

5.2.1 Target timeframe

The target timeframe was extended out to 2020.

2020 provides the best balance between short-term measurability and the need to take the long-term view. The extended targets will provide better guidance to the 2015 updates to the regional land transport programme and councils' Long term Council Community Plans.

Long term targets to 2040 would necessarily be too vague to be of value. Variables such as population and economic changes, as well as vehicle fleet makeup and infrastructure investment are best understood in the short- to medium-term. Short term targets are also more reliable for accountability in meeting the targets, and provide clearer focus on the measures necessary to do so.

5.2.2 Changes to targets

Where possible, targets were compared with strategic options modelling to ensure they had some likelihood of being achieved.

The following table details the changes made to the RLTS targets.

RLTS outcome	Original 2016 target	New 2020 target	Comment
2.1 Increased mode share for pedestrians and cyclists	NEW TARGET	Increase active mode use to at least 30% of all trips in urban areas	To align with NZTS target and TMIF TP005 indicator
5.1 Improved regional road safety	NEW TARGET	Fewer than 300 people are killed or seriously injured on the region's road network when corrected for indicative Police reporting rates	2016 target not measurable, include serious injury in line with NZTS, aim to reverse trend, may change with Road Safety 2020 strategy
1.3 Improved passenger transport accessibility for all, including disabled people or from low income groups	80% of passenger transport services are guaranteed to be wheelchair accessible	90% of passenger transport services are guaranteed to be wheelchair accessible	As advised by GWRC PT Division, in line with projected fleet replacement and renewal
	Most of the region's residents live within 400 metres (5 min walk) of a bus stop or train station with a service frequency of	65% of the region's residents live within 400 metres (5 min walk) and 80% within 800 metres of a bus stop or train station	Defines 'most', 800m added to recognise can't provided immediate access to all, long lead-in time for land use changes

	at least 30 minutes	with a service frequency of at least 30 minutes	
	Passenger transport services in the highest deprivation areas are more affordable	REMOVE	No policies targeting deprivation areas, very difficult to measure, central govt lead agency in social services
1.4 Reduced passenger transport journey times compared to travel by private car	Peak period passenger transport journey times are equal to or better than a similar journey undertaken by a private car for key selected corridors	Continual reduction of peak period passenger transport journey times relative to a similar journey by private car for key selected corridors	'Equal to or better than' is not realistic in many cases
2.2 Improved level of service for pedestrians and cyclists	All of the strategic cycle network provides an acceptable level of service	70% of people report a "good" or "neither good nor bad" level of service for the strategic cycle network	2016 target not measurable, very ambitious but trending in right direction
	Nearly all urban road frontages are served by a footpath	95% of people report a "good" or "neither good nor bad" level of service for the strategic pedestrian network	2016 target not measurable, current satisfaction with level of service near 90%
4.3 Improved reliability of the strategic roading network	Key routes are very rarely affected by closure	Continual reduction in total incident hours	To reverse current trend and be more measurable
6.2 Improved integration between transport modes	NEW TARGET	Continued improvement in walking, cycle and park 'n ride facilities at and around transport nodes	added to take account of PT integration with active modes and private vehicles

Other targets were kept the same, but changed to measure against a baseline year rather than a numerical value. For example, the target for the outcome "reduced greenhouse gas emissions" was altered from "remain below 1,065 kilotonnes per annum" to "maintained below year 2001 levels". This was done in order for the target to better accommodate changing methodologies of measurements.

Outcomes whose targets were changed from numerical to base-year measures are “reduced severe road congestion”, “reduced fuel consumption”, and “maintained vehicle travel times between communities and regional destinations”.

Other targets had minor changes to take into account either the extended time period or to help clarify interpretation of the data used to measure the target in the annual monitoring report.

5.3 Policies

This section describes how policies of each group were changed.

Throughout the policies minor changes have been made, such as amending references to the “Regional Transport Programme” to “Regional **Land** Transport Programme”.

5.3.1 Network management (8.1)

Policy 8.1.b was changed from “ensure the regional transport network provides effective connections to Wellington’s Port and International Airport” to reflect greater emphasis on economic development in the GPS 2009. It now reads:

“Ensure the regional transport network provides effective **and efficient** connections to **the region’s principle economic growth and productivity areas, such as the Wellington City CBD and regional centres**, Wellington’s port and international airport.”

Policy 8.1.d was changed to include the word “existing” to clarify its intention.

“Ensure best use is made of network management techniques² to optimise the performance of the **existing** transport network.”

Policy 8.1.f was added to increase consistency with the GPS 2009.

“Ensure the important role of public transport in contributing to congestion relief is recognised and protected.”

Policy 8.1.h was changed from “ensure a high level of service for passenger rail with regard to rolling stock and rail infrastructure reliability” to clarify its meaning and the original policy 8.1.i: “Support enhanced accessibility to rail services including, where appropriate, new stations and extending electrification of commuter rail lines (in particular north of Paraparaumu and Upper Hutt)” was removed. These changes were made in order to ensure the RLTS provides clear strategic guidance for improvements to the existing rail service and future network development, but doesn’t attempt to promote specific interventions. The new Policy 8.1.h and 8.1.i now read:

“Ensure the passenger rail network provides a high level of service and reliability with regard to rolling stock and rail infrastructure.”

² For example, Advanced Traffic Management Systems, Advanced Traveller Information Systems, High Occupancy Vehicle lanes.

“Ensure the passenger rail network is developed to improve capacity, frequency, reliability and coverage in line with current and future demand.”

Policies 8.1.r and 8.1.s had very minor changes that do not alter the meaning or intent of the policies.

5.3.2 Travel demand management (8.2)

There were no changes to these policies.

5.3.3 Safety (8.3)

Policy 8.3.a was changed from “ensure continuous improvement of regional road safety based on a firmly established safety culture” in order to take account of the new Regional Road Safety Plan 2009. It now reads:

“Ensure continuous improvement of regional road safety based on a ‘safer systems approach’ involving a combined package of measures targeting safer road users, safer vehicles, safer roads and roadsides, and safer travel speeds.”

Policy 8.3.a was added to reflect recent discussions and decisions of the Committee:

“Encourage mode shift to public transport as a safer mode of travel.”

5.3.4 Environment and public health (8.4)

There were no changes to these policies.

5.3.5 Integrated planning (8.5)

The title of this group of policies was changed from “Planning and integration” to better reflect the intent of these policies.

Policy 8.5.a was changed from “support the growth and land use aspirations of the Wellington Regional Strategy and the Regional Policy Statement, particularly in relation to compact regional form, supporting a strong Wellington City CBD and regional centres, and densification around passenger transport nodes” in order to include new language in the proposed Regional Policy Statement 2009. It now reads:

“Support the growth and land use aspirations of the Wellington Regional Strategy and the Regional Policy Statement, particularly in relation to compact, well designed and sustainable regional form, as well as supporting a strong Wellington City CBD and regional centres, and denser more connected development around passenger transport nodes and key public transport corridors.”

Policy 8.5.d was amended to include the Wellington Road of National Significance.

Policy 8.5.f was added to address an identified gap with the proposed Regional Policy Statement 2009 and take account of the publication of best practice guidance in the Regional Travel Demand Management Plan 2009. It reads:

“Ensure new land use development includes provision for walking, cycling and public transport services, consistent with relevant best practice guidance.”

Policy 8.5.h was broadened to widen its scope to improve consistency with the Government Policy Statement 2009. It reads:

“Ensure major recreational, tourist **and freight** traffic flows are taken into account during planning processes.”

Policy 8.5.j was added to address a gap in policies around integration of transport modes with the regional public transport network. It reads:

“Ensure planning of public transport, walking, cycling and road networks support, enhance and integrate with the key public transport corridors.”

5.3.6 Securing transport funds (8.6)

Policy 8.6.b was amended to remove “local fuel taxes” from the list of possible mechanisms that may help close potential funding gaps.

5.3.7 Implementation policies

Policy 8.7.b was amended to remove “passenger transport” from the list of implementation plans. This was done because of changes in legislation and the inclusion of the new Policy 8.7.c which reads:

“To prepare and maintain a Regional Public Transport Plan under the Public Transport Management Act 2008.”

Policy 8.7.d was changed from “to prepare a Regional Rail Plan...” because the Regional Rail Plan has been completed. The policy now reads:

“To **maintain Greater Wellington’s** Regional Rail Plan which identifies the needs and proposed actions for development of the rail network over the next 30 years.”

5.3.8 Programme prioritisation and funding policies (8.8)

Policy 8.8.a was changed from “develop an agreed prioritisation process...” to “**maintain** an agreed prioritisation process...” because a process has been agreed to through the development of the Regional Land Transport Programme (RLTP) 2009-12.

Policies 8.8.b, “ensure that priority is given to projects or packages that contribute significantly to key national or regional outcomes in each planning period” and 8.8.c “ensure that prioritisation decisions in the Regional Transport

Programme take account of a project or package's effectiveness, including its potential risks and its contribution to the towards the achievement of the Regional Land Transport Strategy's objectives and outcomes" were changed to comply with the prioritisation methodology adopted during the development of the RLTP 2009-12. It now reads:

"Ensure that the order of priority in the Regional Land Transport Programme takes account of the following prioritisation approach:

- **First-priority activities are those required to maintain the existing level of service of the region's transport network or those necessary to meet statutory transport planning obligations.**
- **Second-priority activities are those relatively low cost studies, demand management, walking and cycling activities, minor safety and other improvement works (<\$4.5m) that are expected to help the region move quickly toward achieving RLTS outcomes.**
- **Third-priority activities are the high cost 'large new projects' (>\$4.5m)."**

Policy 8.8.d was changed for the same reason as policy 8.8.b. It now reads:

"Ensure that prioritisation of activities or projects within the Third-priority 'Large New Projects' category in the Regional Land Transport Programme includes consideration of:

- **Strategic Fit: how the identified problem, issue, or opportunity to be considered by the project or package aligns with the NZ Transport Agency's strategic investment direction which is derived from the Government Policy Statement**
- **Effectiveness: the extent to which the package or project contributes to the broad policy objectives set out in the RLTS and the effectiveness of the project or package to deliver against the outcomes sought by the RLTS.**
- **Economic efficiency: a rating that demonstrates how well the proposed solution maximises the value of what is produced from the resources used, as measured by a benefit cost ratio.**

Particular consideration shall also be given to safety issues when considering the priority order of these activities and projects."

Policy 8.8.f had a very minor change that does not affect the meaning or intent of the policy

The old policy around how "Regionally distributed" (R) funds were to be allocated was removed because Greater Wellington no longer has discretion over how "R" funds are allocated.

6. Funding

The Committee is required to “take account of” the land transport funding likely to be available during the period covered by the strategy (LTMA s76(b)) which is 30 years out to 2040. The regional land transport programme (RLTP), national land transport programme and Long Term Council Community Plans all contain 10 year indicative forecasts.

Historically there has been a funding gap between the cost of desired investment and available funding. This situation is likely to continue over the 30 year life of the strategy.

Objective 6 of this strategy is to ensure the RLTP is affordable for the regional community, and that objective is followed through in numerous policies.

Therefore, the Wellington Region will take account of available funding through each progressive RLTP development process, which in order to be consistent with the RLTS will have to be affordable for the region. The selection and prioritisation of individual projects and activities, as well as the pace of implementation will be set through the RLTP process. Guidance will be provided from the RLTS, corridor and implementation plans, as well as other studies.

7. Independent auditor statement

John Bolland Consulting was contracted to provide an independent audit of this RLTS development process and the final draft. The auditor has been involved in the process from early on in the development of this draft RLTS for consultation and has agreed that it meets the requirements of the LTMA. The independent auditor’s statement is included as **Attachment 3** to this report.

8. Next steps

The next phase of 2010 – 2040 RLTS development is public consultation. The proposed Consultation Plan is included as **Attachment 4** to this report. The consultation requirements for the RLTS are set out in sections 78 (1) – (4) of the amended LTMA 2003.

When consulting the Regional Transport Committee must act in accordance with the consultation principles set out in section 82 and use the special consultation procedure under sections 83, 87(2)(a) and 89 of the Local Government Act 2002. These requirements include the development of a summary of proposal, which is included as **Attachment 5** to this report.

While the RTC is required to consult the public of the region, given consistent messages around consultation fatigue and in keeping with a strategy ‘refresh’, this consultation process will not involve a mail-out to every household.

The remaining key steps and expected time frames for the RLTS update are shown in the following table.

Step	Who	Timing	Status
Process report to RTC	RTC	5 Aug 2009	Agreed
Draft RLTS for approval (this report)	RTC	2 Dec 2009	
Adopt consultation plan	RTC	2 Dec 2009	
Adopt summary document	RTC	2 Dec 2009	
Prepare consultation documents and other materials	GWRC	Dec 2009 – Jan 2010	
Public Notices in newspapers	GWRC	early Feb 2010	
Appoint Hearing Subcommittee	RTC	10 Feb 2010	
RTC calls for submissions on draft RLTS	RTC	early Feb 2010 / mid Mar 2010	
Hearing of submissions	RTC Hearing Subcommittee	late April 2010	
Changes to draft RLTS	GWRC	May 2010	
Final draft RLTS for approval	RTC	16 June 2010	
Adoption by GW	GW	29 June 2010	

This process will have the new strategy adopted by full Regional Council meeting on 29 June 2010, meeting the statutory requirement.

9. Communication

Further communications are detailed in **Attachment 4** to this report.

10. Recommendations

It is recommended that the Committee:

1. ***Receives*** the report.
2. ***Notes*** the content of the report.
3. ***Approves*** the draft Regional Land Transport Strategy 2010 – 2040 for public consultation.
4. ***Agrees*** the consultation plan for the draft Regional Land Transport Strategy 2010 – 2040 in Attachment 4.
5. ***Approves*** the draft Regional Land Transport Strategy 2010 – 2040 consultation summary document.
6. ***Delegates*** to the Chair of the Wellington Regional Transport Committee authority to approve any final amendments to the draft strategy for consultation resulting from this Committee meeting.

Report prepared by:

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Attachment 1: Draft Regional Land Transport Strategy 2010 – 2040

Attachment 2: Alignment with Land Transport Management Act 2003

Attachment 3: Independent Auditor statement from John Bolland Consulting

Attachment 4: Consultation plan for draft Regional Land Transport Strategy 2010 – 2040

Attachment 5: Summary document for draft Regional Land Transport Strategy 2010 – 2040