



Report 12.246
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Committee Regional Transport
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Recommended Final Regional Land Transport Programme 2012-15

1. Purpose

To inform the Committee about the meeting of the Regional Land Transport Programme Hearings Subcommittee that took place on Monday 28 May and Friday 1 June 2012 and to recommend changes to the final Regional Land Transport Programme (RLTP) 2012-15 as a result of the Subcommittee's deliberations and other matters.

2. Significance of the decision

The recommendation of a final RLTP to Greater Wellington is part of a decision-making process that will lead to the Council making a decision of a high degree of importance to affected or interested parties, and to the wider regional community.

Adoption of a final RLTP by Greater Wellington forms one step in the funding process, allowing projects and activities included in the RLTP to be funded from the National Land Transport Fund.

The decision-making process is explicitly prescribed for by section 18A of the Land Transport Management Act 2003, this process includes the use of the special consultative procedure as set out in the Local Government Act 2002.

3. Report of the Hearings Subcommittee

3.1 The draft Regional Land Transport Programme (RLTP) 2012-15

The Land Transport Management Act 2003¹ (the Act) requires the Regional Transport Committee to prepare and consult on a RLTP every three years. The RLTP contains all the land transport activities proposed to be undertaken throughout the region for the next 3 financial years (2012 – 2015), the regional

¹ As amended by the Land Transport Management Act 2008.

priority of those activities, indicative activities over the following 3 financial years, plus a 10 year financial forecast.

The proposed activities in the RLTP are submitted by the New Zealand Transport Agency (NZTA) and 'Approved Organisations' (including the eight territorial authorities (TAs) and Greater Wellington). The activities in the programme relate to passenger transport, walking and cycling, road safety, local roads, state highways, and the movement of freight.

The draft RLTP was approved for consultation by the Regional Transport Committee on 9 March 2012. Submissions were invited on the proposed programme during April 2012.

3.2 Hearings Subcommittee

The Regional Transport Committee established a Subcommittee to hear submissions on the draft RLTP and to make recommendations on any changes to the programme. The Subcommittee had the following membership:

- Councillor Wilde (Chair)(Greater Wellington)
- Bronwyn Hayward (RTC access and mobility representative)
- Cllr Andy Foster (Wellington City Council)
- Jenny Chetwynd (New Zealand Transport Agency)

Mayor Guppy and Mayor Leggett were appointed to the Subcommittee. However, subsequently, they were unable to attend for the substantial part of the hearings and deliberations, and therefore stepped down from the Subcommittee.

3.3 Submissions

546 submissions were received on the draft programme.

Around 95% of submissions were received from individual members of the public, most using either the feedback form contained in the summary document or the online submission form on Greater Wellington's website. The remainder were received from local councils, organisations/agencies, advocacy groups and community groups. Formal submissions were received from three territorial authorities (Kapiti Coast District Council, South Wairarapa District Council and Masterton District Council).

A number of submissions also came through to this process via Greater Wellington's LTP process. Where submissions were made on the LTP that addressed RLTP matters (i.e. matters relating to prioritisation and roading projects) these have been included in the Regional Transport Committee's submission process. This is to ensure any comment made about strategic transport issues is dealt with through the appropriate processes.

The Hearings Subcommittee met on 28 May and 1 June to hear oral submitters, consider all submissions and to develop recommendations. In total 31 submitters presented their submission orally to the Subcommittee. An analysis of the submissions and associated officer comment was provided to the Subcommittee to assist their deliberations (**Report 12.210** – available on Greater Wellington’s website).

An overview of the key themes highlighted in the submissions is set out below.

3.3.1 Overall support

General support was noted overall by submitters for the projects included in the draft programme even if views varied greatly about the order of priority in which projects were ranked in the draft programme.

To the question in the submission form ‘Do you support the projects in the draft Regional Land Transport Programme?’ around 238 answered ‘Yes’ and 192 answered ‘No’. A small number of submitters did not specifically respond to this question, some stating that they supported it in part only.

3.3.2 Order of priority for activities in the programme

Submitters were generally supportive of the way different types of activities were categorised into broad first-priority, second-priority and third-priority groupings as set out below.

First priority activities include:

- Public transport infrastructure maintenance and renewals
- Public transport operations for new capital projects
- State highway maintenance and renewals
- Activity management plans
- Statutory transport planning.

Second priority activities include:

- Transport planning studies
- Walking, cycling and public transport activities costing less than \$5 million
- Minor road safety activities costing less than \$5 million including road safety promotion and education programmes
- State highway block programmes, which are primarily safety projects, costing less than \$5 million.

Third priority activities are:

- High cost, large, new projects costing more than \$5m.

A number of submitters noted support for specific activities in the first and second priority groups, particularly those relating to walking/cycling and road safety. The importance of good transport planning and transport studies was recognised by some submitters, whereas others felt that too much was spent on planning and there needed to be more 'doing' or implementation.

3.3.3 Third priority large new projects

The 13 projects included in the third-priority activities group of the draft RLTP were:

1. Mt Victoria Tunnel - Safety Improvements
2. Adelaide Road Improvements
3. SH1 Widening of Ruahine Street/Wellington Road
4. Aotea Quay Improvements
5. Electronic Integrated Ticketing System
6. SH1 Inner City Bypass Intersection Optimisation
7. SH1 (RoNS) Basin Reserve Improvements
8. Johnsonville Triangle Roding Improvements
9. Ngauranga to Petone Cycleway/walkway
10. SH2 Carterton to Masterton Safety Improvements
11. SH1 (RoNS) Mackays to Peka Peka Expressway
12. SH1 (RoNS) Ngauranga to Aotea Quay Active Traffic Management System
13. SH2 Ngauranga to SH58 Active Traffic Management System

Of the third priority large new projects, a significant number of submitters commented on the 'Ngauranga to Petone walkway/cycleway' and 'Electronic Ticketing'. For the Ngauranga to Petone walkway/cycleway, support for the project was conclusive amongst submitters, with only four submitters opposing it. For Electronic Ticketing, half of the submissions were in support and half were opposed.

Other projects receiving a high level of comment in the third priority group were 'SH1 Mackays to Peka Peka Expressway', 'SH1 Basin Reserve improvements', and 'SH1 Widening of Ruahine Street/Wellington Road'. More comment in opposition than support was received for these three RoNS projects.

3.3.4 Other significant activities expected to commence within the next ten years'

The projects in this category that attracted the most comment through the submissions was 'Transmission Gully Expressway', with a mention from around 51 of all submitters (10% of total). The majority of those submitters (around 80%) supported Transmission Gully with many seeking higher priority and asking that its timing be brought forward.

In this category, other projects receiving a reasonable level of comment were 'Mt Victoria Tunnel Duplication' and 'Petone to Grenada Link Road' both receiving relatively equal comment support and opposition.

3.3.5 'Missing' projects identified by submitters

Submitters identified a number of strategic projects or ideas that are not currently included in the draft RLTP three year programme or ten year outlook. The most commonly identified projects were:

- a light rail system
- a new railway station at Raumati

3.3.6 Support for walking, cycling and public transport

In terms of overall funding priorities and activity areas there was clear support amongst submitters for both public transport and walking/cycling activities to receive more emphasis and more funding generally. While a number of submitters supported road projects and felt that funding for these was justified, many submitters felt that money spent on new road projects should be transferred to public transport, walking and cycling improvements.

3.3.7 Reduce expenditure

Another strong theme was the need to reduce spending, avoid debt and keep rates increases to a minimum. Submitters noted that in times of economic recession there was need for careful spending and that the focus should be on maintaining the existing transport network rather than spending on new expensive projects.

3.4 Changes recommended by the Subcommittee

Having considered the written and oral submissions, the Subcommittee recommends a number of changes to the draft RLTP as set out in this section of the report.

3.4.1 Third priority, large, new projects

The following changes are recommended to the ranking of third-priority large new projects in the three year programme:

- (a) **Elevate the Ngauranga to Petone walkway/cycleway project to second in the list of third-priority projects to reflect its urgency and importance.**

Reason for recommended change:

The feedback from submissions strongly supported a high priority for the Petone to Ngauranga walkway/cycleway. This is consistent with strong support from the community noted during the recent Hutt Corridor Plan review and other planning processes. The Subcommittee felt that due to the strong and consistent support for this project, and its identification in a number of the region's transport planning policy documents (including the Hutt Corridor Plan and Regional Cycling Plan) it should be elevated up the list of large new projects, to sit directly after the Mt Victoria Tunnel Safety Improvements. It was considered that this would signal the region's strong support to have this project funded and progressed as soon as possible.

The Subcommittee noted the advice from NZ Transport Agency that the programmed timing of this project to proceed through investigation, design, and construction stages over the next three years is the optimal timing (going as fast as possible) given the work that is required.

- (b) **Elevate the SH1 (RoNS) Ngauranga to Aotea Quay Active Traffic Management System above SH1 (RoNS) McKays to Peka Peka Expressway in the list of third-priority projects to reflect its greater importance.**

Reason for recommended change:

The significant cost associated with the SH1 MacKays to Peka Peka Expressway project compared with any other third-priority project, was noted. The Subcommittee recommended that SH1 Ngauranga to Aotea Quay ATMS project (including a possible 'clip-on' bridge to the Aotea Overhead Bridge) be elevated above the MacKays to Peka Peka Expressway project, noting that it was considered a higher priority for available funding.

- (c) **Other matters noted by the Subcommittee**

It was noted that several of these large projects, including the Electronic Integrated Ticketing System, were in the very early stages of development, and that cost estimates will be refined as the project investigated further and more information becomes available. However, to obtain funding from the NLTF, projects must be included in the RLTP and an estimated total cost identified.

The Subcommittee noted that Masterton District Council, South Wairarapa District Council and AA Wairarapa all questioned the need for the SH2 Carterton to Masterton Safety Improvements project and that they highlighted other state highways improvements in Wairarapa that they believed should have priority over this project. These included the Buchanan Place/ Ngaumutawa Road intersection and Waihenga Bridge replacement.

The Subcommittee noted that design and construction of the Buchanan Place/ Ngaumutawa Road intersection upgrade is included in the RLTP as an 'automatically included' activity. Waihenga Bridge is on the list as part of NZTA's national bridge replacement programme, but full replacement is not scheduled in the next three years covered programme. However, NZTA is investigating remedial work to the bridge piers, aimed at making the bridge more resilient to scour which will reduce the risk of closure during high river flows. Funding to implement this remedial work is part of the NZTA maintenance, operations and renewals programme 2012-15 in the RLTP. Consents are being sought currently and construction is expected to start early next year.

The Subcommittee also noted NZTA's advice that the SH2 Carterton to Masterton Safety Improvements and the Waihenga Bridge replacement were not competing directly for funding as NZ Transport Agency national safety improvement programmes and bridge replacement programmes come from different funding streams. NZTA also provided advice on the accident risks and needs associated with the stretch of SH2 between Carterton and Masterton. Consequently, the Subcommittee has not recommended a change in the rank of this project.

3.4.2 Minor changes to other sections of the programme

The Subcommittee recommended the following minor changes to the draft RLTP in response to the submissions:

- Amend the description of the Mt Victoria Tunnel Safety Improvements project in Table 4, to clarify what is involved for this project and how it differs from safety work completed recently.
- Emphasise in the final Regional Land Transport Programme that walking and cycling improvements are included in a number of different categories within the programme, in addition to the walking and cycling activity class.

4. Other proposed changes to the final RLTP

A number of project and programming amendments have occurred since the draft RLTP was approved in March, resulting in necessary changes to the final RLTP. Approved organisations (local councils, Greater Wellington and NZTA) have provided updated information on projects/activities, costs and timings – primarily as a result of ongoing project development and considerations through the council LTP processes. These changes are set out in the table below.

Table 1: Amendments to the RLTP advised by approved organisations

Change	Organisation	Priority	Project	Comment/amendment
Add	HCC	Automatically included	Seismic Strengthening of Pomare - Wingate Railway Overbridge	Projects omitted due to an error but costs included in totals.
Add	NZTA	Committed	SH1 RoNS Basin Reserve Improvements	Recommendation: Add these activities to the final RLTP.
Add	NZTA	Automatically included	High Productivity Motor Vehicles Route – CentrePort to Piarere (construction phase)	
Add	NZTA	Second priority	Road Safety Promotion 12/15 – High Strategic Fit'	
Update	NZTA	Automatically included	<ul style="list-style-type: none"> • SH1 Intersection Optimisation at Kapiti • SH1 Optimisation of Northbound Off-Ramp at Johnsonville • SH2 Ramp Metering Southbound at Petone • SH2 Melling Intersection Optimisation • SH2 Ramp Metering Northbound at Ngauranga 	<p>NZTA advises that these projects should be combined under one project title called 'Group Network Optimisation Improvements 12/15'. This allows NZTA to achieve funding more efficiently and flexibly for these optimisation projects.</p> <p>Recommendation: Update the RLTP to include these projects as one combined group project as described above.</p>
Remove	NZTA	Automatically included	SH1 Otaki Signalised Pedestrian Crossing	<p>NZTA advises that this project is now being progressed under its 'Maintenance, Operations and Renewals Programme' and does not need to be identified as a separate project in the programme.</p> <p>Recommendation: Remove this project from Table 3 in the final RLTP.</p>
Update	NZTA	Third priority	SH1 (RoNS) – Basin Reserve Improvements (property and construction phases, the investigation and design phases are committed activities)	<p>NZTA advises that this activity should be renamed 'SH1 (RoNS) – Basin Reserve Improvements, Paterson Street to Tory Street bridge' in line with the naming convention of other RoNS.</p> <p>Recommendation: Amend the name of this project in the final RLTP - as set out above</p>
Update	NZTA	Third priority	SH1 Inner City Bypass Intersection Optimisation	Construction cost reduced to \$7.9m.

Change	Organisation	Priority	Project	Comment/amendment
				<i>Recommendation: Note change in construction cost in the final RLTP.</i>
Add	UHCC	Automatically included	Whitemans Valley Bridge B6/1 Seismic Strengthening	Project omitted in error but costs included in totals. <i>Recommendation: Add this activity to the final RLTP.</i>
Add/Update	UHCC	Second priority	Road Safety Promotion High/Medium/Low Strategic Fit	Changes to allocate road safety promotion costs across low, medium and high strategic fit activities. <i>Recommendation: Amend allocation of road safety promotion costs for UHCC in the final RLTP.</i>
Remove	WCC	Automatically included	High-Risk Urban Intersections Improvement Project (\$1.5m)	Activities removed from programme by WCC.
Remove	WCC	Automatically included	Medium-Risk Urban Intersections Improvement Project (\$0.5m)	<i>Recommendation: Remove these activities from the final RLTP.</i>
Remove	WCC	Automatically included	Road Risk Mitigation - Ngaio Gorge Rd (\$1.2m)	
Remove	WCC	Automatically included	Te Aro Rooding Improvements (construction phase - \$2m)	
Remove	WCC	Automatically included	Wellington City Safer Speeds Implementation Project (\$1.5m)	
Add	PCC	Automatically included	Whitford Brown Ave / Okowai Road intersection improvement	Additional activities submitted by PCC for inclusion in RLTP.
Add	PCC	First priority	AMP Forward Works Programme development	<i>Recommendation: Add these activities to the final RLTP.</i>
Add	PCC	First priority	Development of forward works plan for resurfacing	
Add	PCC	First priority	Remaining Life Study of Rooding Structures (1)	
Add	PCC	First priority	Seismic screening and assessment of rooding structures	
Add/Update	WCC	Second priority	Road Safety Promotion - High/Medium/Low Strategic Fit	Changes to allocate road safety promotion costs across low, medium and high strategic fit activities. <i>Recommendation: Amend allocation of road safety promotion costs for WCC in the final RLTP.</i>
Add/Update	KCDC	Second priority	Road Safety Promotion – High/Medium/Low Strategic Fit	Changes to allocate road safety promotion costs across low, medium and high strategic

Change	Organisation	Priority	Project	Comment/amendment
				fit activities. <i>Recommendation: Amend allocation of road safety promotion costs for KCDC in the final RLTP.</i>
Update	WCC	Third priority	Adelaide Road Improvements	WCC advises that the construction phase for this project should be split into two stages, \$2.5m in 2012/13 and \$3.5 in 2015/16 and the project description updated as follows: <i>" This project is for the widening and improvement of Adelaide Road. This arterial route is required to meet growth in traffic from the southern and eastern suburbs of Wellington City. It links with the Basin Reserve grade separation project ensuring the maximum potential is gained from reducing the conflict between local and State Highway traffic. It is a major link to the regional hospital and a major transport spine identified in the Ngauranga to Airport study. The City has growth aspirations for the Adelaide Road precinct as part of the city's growth spine strategy."</i> <i>Recommendation: Amend the project timing and description in the final RLTP - as set out above</i>
Update	WCC	Third priority	Aotea Quay Improvements	WCC advise that the construction phase for this project is no longer planned to commence within the next three years. It is however expected to commence within the next ten years. Property costs of \$1M will be included in the current programme as a non-prioritised activity. <i>Recommendation: The project should be removed from the 'Third Priority' list and added to the 'Other significant activities expected to commence in the next ten years' list.</i>

Change	Organisation	Priority	Project	Comment/amendment
				<i>Property costs for the project should be included in the non-prioritised activity group.</i>
Update	GWRC	Committed	Ganz Mavag refurbishment	GWRC advises that the name of this project should be amended to ' <i>Rolling stock capacity to meet peak-period demand</i> ' to align with the NZTA funding approval for this activity. <i>Recommendation: Amend the name of this project in the final RLTP - Table 3 and Table 7 – as set out above.</i>

Project cost estimates in Table 3 of the RLTP have also been updated as advised by approved organisations.

Other minor editorial amendments have been made to the final recommended RLTP to enhance clarity and readability of the document.

The changes set out in sections 3.4 and 4 above are contained in the recommended programme as **Attachment 1**.

4.1 Final programme proposed expenditure

The following table sets out a high level comparison of final 3-year and 10-year costs compared to the draft programme.

	Draft RLTP	Final RLTP	Difference
3-year cost	\$1,359m	\$1,329m	-30m
10-year cost	\$6,216m	\$6,187m	-29m

There has been a minor overall reduction in the 3-year cost, and the forecast 10-year cost, of the programme. This is primarily a result of adjustments made by local councils and Greater Wellington following considerations through their LTP processes, by NZTA following their national moderation processes, and as a result of updated project scope, timing and cost information (including updated property costs).

In terms of the three year programme cost across the various activity classes, most groups have seen a small reduction in cost from the draft RLTP, particularly in the 'new and improved local roads', 'new and improved state highways', and 'public transport services' activity classes. The activity classes

with a minor increase in three year costs from the draft RLTP are ‘Renewal of state highways’, ‘Road user safety’ and ‘walking and cycling facilities’.

NZTA has not identified indicative regional funding ranges. However, funding ranges by activity class at the national level are provided in the GPS. The region’s approved organisations have worked closely with NZTA officers to ensure that the RLTP is realistic and that the projects included have a reasonable chance of being funded over the next three years.

5. Next Steps

Under Section 18B of the Act, Greater Wellington is responsible for approving the final RLTP.

Greater Wellington will consider the recommended final RLTP at its meeting on 27 June. The Act specifies (s18B(3)) that the Council MAY decide to approve the programme without modification OR refer the programme back to the Regional Transport Committee with a request that it reconsiders one or more aspects of the programme. If referred back, the Committee, after reconsidering matters, may forward to the Council an amended programme OR supply further information that it considers will help the Council with its decision.

Once the Council receives an amended programme or a programme with additional information the Council MUST approve the programme or amended programme and forward it to the New Zealand Transport Agency; OR forward the programme or amended programme to the Agency stating that it is not approved along with a statement of reasons.

The Agency will take account of the final RLTP when preparing a National Land Transport Programme (NLTP) for the three financial years 2012/13 – 2014/15. The NLTP is due to be published by 31 August 2012.

6. Recommendations

That the Committee:

1. **Receives** the report.
2. **Notes** the content of the report.
3. **Agrees** to make the following amendments to the Regional Land Transport Programme 2012-15:
 - a) **Elevate** the Petone to Ngauranga walkway/cycleway to second in the list of third priority large new projects to reflect its urgency and importance.
 - b) **Elevate** the SH1 (RoNS) Ngauranga to Aotea Quay Active Traffic Management System above SH1 (RoNS) McKays to Peka Peka Expressway to reflect its greater priority.

- c) **Amend** the description of the Mt Victoria Tunnel Safety Improvements project in Table 4 of the programme to clarify what work is involved in this project.
- d) **Add** commentary to emphasise that walking and cycling improvements are included in a number of different categories within the programme, in addition to the walking and cycling activity class.
4. **Agrees** to amend the Regional Land Transport Programme 2012-15 to reflect the latest information as advised by approved organisations and as listed in Table 1, Section 4 of this report.
5. **Agrees** to recommend the final programme, as set out in Attachment 1, to Greater Wellington for adoption.
6. **Delegates** to the Chair of the Regional Transport Committee authority to approve any minor editorial amendments to the RLTP prior to forwarding it to Greater Wellington for approval.

Report approved by:

A handwritten signature in black ink, appearing to read 'Fran Wilde', with a long horizontal stroke extending to the left.

Fran Wilde
Chair, RLTP Hearings Subcommittee

Attachment 1: Recommended final Wellington Regional Land Transport Programme 2012 - 2015