

Report 10.69
Date 23/02/2010
File TP/01/15/01

Committee Regional Transport
Authors Patrick Farrell Transport Planner

Proposed 2010 – 2040 Regional Land Transport Strategy for Consultation

1. Purpose

To seek approval from the Committee for the proposed 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 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 RLTS sets out a long term vision for a sustainable regional transport network. It contains objectives, outcomes, policies and targets to support and measure progress towards achievement of that vision.

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 changes 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;

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

- New prioritisation and funding request arrangements to be taken account of through the regional land transport programme process;
- Inclusion of inter-regional outcomes;
- 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.

The 2007–2016 RLTS is considered robust enough to require only minor changes to “update” various sections and meet the new content requirements of the LTMA 2003.

3.1 Review process up to 2 December 2009

At the 5 August 2009 meeting, the Committee agreed to a process for this RLTS update (Report number **09.415**).

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.

A draft of the RLTS 2010 – 2040 was presented to the Committee for approval for consultation at the 2 December 2009 meeting (Report number **09.735**). The update process to that point had taken 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
- alignment with the new 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
- announcement of the concept of the Wellington Northern Corridor Road of National Significance
- 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
- examination of the 2006 impact assessments.

While the Committee expressed general comfort with that draft RLTS several issues and concerns were raised.

The Committee resolved to leave the RLTS on the table in order to further discuss those issues and concerns.

3.2 Issues raised

Issues raised concerning the 2020 targets were:

- the level of ambition with the public transport use targets
- the appropriateness of removing of the public transport affordability target
- the level of ambition with the road safety targets, including the pedestrian and cyclist safety targets
- the level of ambition with the greenhouse gas reduction target
- the view that the transport efficiency targets were not realistic given government investment plans
- the appropriateness of the proposed change in the land use and transport integration target from “large” subdivisions and developments to “new” subdivisions and developments is too broad in scope.

Other issues considered include suggestions for wording revisions, questions on content and concerns over possible gaps.

There have also been several announcements and political developments since the 2 December meeting. These include the identification of the suite of projects that make up the Wellington Northern Corridor Road of National Significance (RoNS), results from the Copenhagen climate change meeting and New Zealand’s response, as well as announcements on the government’s Emission Trading Scheme.

4. Review process since 2 December meeting

The issues and concerns were collected and distributed to the technical working group for further comment and discussion after the 2 December Committee meeting. Other issues and concerns with the RLTS that were not voiced at the meeting were also requested.

Following the 10 February 2010 meeting, a workshop was held to allow Committee members to discuss the issues raised at the prior meeting. This workshop also included the Technical Working Group’s agreed suggestions and recommendations.

5. Changes

The principle changes to the proposed RLTS since the 2 December Committee meeting are outlined below. They incorporate Technical Working Group suggestions and the discussion from the 10 February Committee workshop.

5.1 Targets

A background technical document, *RLTS target assessment*, has been produced by the officers to help ensure a systematic methodology for changing the targets was undertaken by the technical working group. An updated version will be made available on the GW website prior to consultation.

This assessment seeks 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 preferred target timeframe was determined to be 2020, as it best balances the long-term view of the RLTS and provides measurable guidance for decision's on short to medium-term activities.

The analysis took account of the transport trends and pressures in the region, New Zealand Transport Strategy 2008, the Ministry of Transport's latest Transport Monitoring Indicator Framework and government policy direction and priorities as outlined in the Government Policy Statement 2009.

5.1.1 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 as a result of the latest Technical Working Group meeting and the Committee workshop.

RLTS outcome	Original 2020 target	New 2020 target	Comment
1.1 Increased peak period public transport mode share	Public transport accounts for at least 25 million peak trips per annum (17.5m in 08/09)	Public transport accounts for at least 23 million peak trips per annum	More realistic given current projected growth trends
1.2 Increased off-peak public transport mode share	Public transport accounts for at least 25 million off-peak trips per annum (18m in 08/09)	Public transport accounts for at least 23 million off-peak trips per annum	More realistic given current projected growth trends
1.3 Improved public transport accessibility for all, including the transport disadvantaged	Passenger transport services in the highest deprivation areas are more affordable	REMOVE	Deprived areas are only one part of the transport disadvantaged. The Regional Public Transport Plan addresses the affordability of services to the transport disadvantaged
2.3 Increased safety for pedestrians and cyclists	Fewer than 100 pedestrians injured in the region per annum (167 injured in 2008)	A reduction in the number of pedestrian casualties to no more than 125	A realistic reduction from 2008 levels is targeted because pedestrians are a particularly vulnerable group of road users
	Fewer than 75 cyclists injured in the region per annum (149 injured in 2008)	A reduction in the number of cyclist casualties to no more than 110	A realistic reduction from 2008 levels is targeted because cyclists are an especially vulnerable group of road users

3.1 Reduced greenhouse gas emissions	Transport generated CO ₂ emissions will be maintained below year 2001 levels (1,057 kilotonnes in 2001, and 1,084 in 08/09)	NO CHANGE	Modelling projections indicate that this target meets the criteria of being both ambitious and realistic
5.1 Improved regional road safety	Fewer than 300 people are killed or seriously injured on the region's road network when corrected for indicative Police reporting rates (376 killed and seriously injured in 2008, best year was 316 in 2003)	Continuous reduction in the number of killed and seriously injured on the region's roads	Seeks to continually improve over time with the idea to reach our best performing year by 2020 20% reduction over 12 years equates to around 300 killed and seriously injured by 2020
6.1 Improved land use and transport integration (in line with the Wellington Regional Strategy and local authority urban development strategies)	All new subdivisions and developments include appropriate provision for walking, cycling and public transport	All new subdivisions and developments include provision for walking, cycling and public transport, as appropriate	Clarifies intention of target
6.4 Improved transport efficiency	Reduced passenger transport expenditure in real terms per passenger	REMOVE	NZ Transport Agency funding efficiency tests are a better mechanism than a strategy target
	Reduced roading expenditure in real terms per GDP	REMOVE	NZ Transport Agency funding efficiency tests are a better mechanism than a strategy target

Both targets that measure the outcome '6.4: Improved transport efficiency' are proposed to be removed, which leaves no dedicated targets to measure this related outcome. However, transport efficiency is also measured operationally by mode share, reduced congestion and single occupancy vehicle targets. The RLTS also contains policies (Chapter 8.8) that address financial efficiency. Therefore, it is proposed that the related outcome be removed as well.

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.

5.2 Policies

This section describes how policies of each group were changed.

Several instances of "passenger transport" have been changed to "public transport" throughout the policies to reflect the changing language from the Regional Passenger Transport Plan to Regional Public Transport Plan.

5.2.1 Network management (8.1)

Policy 8.1.a was changed from “ensure the critical role of the regional transport network in providing national and regional accessibility is protected” to reflect greater emphasis on economic growth in the GPS 2009. It is now proposed to read:

“Ensure the critical role of the regional transport network in providing national and regional accessibility **and economic growth** is protected.”

Policy 8.1.d was changed from “ensure best use is made of network management techniques² to optimise the performance of the existing transport network” to clarify the intended scope of the policy. It is now proposed to read:

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

Policy 8.1.n was changed from “ensure the provision of public transport services and concessions that recognise the needs of the transport disadvantaged to enhance equity” to remove “... to enhance equity”. This was done because it is not the role of Greater Wellington to provide social services in the transport sector.

Policy 8.1.w was added in order to take account of trends in the movement of freight throughout the region:

“Ensure that key regional freight routes are developed in a way that facilitates efficient movement of freight, including provision for over-dimension and over-weight vehicles, where appropriate.”

5.2.2 Travel demand management (8.2)

The introduction to this section was changed in order to take account of the issues raised concerning the scope of a potential road pricing scheme. It now reads:

“This group of policies seeks to manage the demand for travel and move toward correct pricing of the transport network **to improve efficiency and encourage the take up of sustainable technology.**”

Two new policies have been inserted as new policies 8.2.b and 8.2.c. They have been added to improve alignment with the new Regional Public Transport Plan that is currently under development as well as to close a gap with related outcome 6.2: Improved integration between transport modes. The proposed new policies are:

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

“Encourage travel patterns that smooth demand over the busiest times of the day to better use public transport and road network capacity.”

“Ensure the public transport fares and ticketing system facilitates quick and easy connections between modes and services.”

The numbering of the existing policies has changed accordingly.

5.2.3 Safety (8.3)

There were no changes to these policies.

5.2.4 Environment and public health (8.4)

There were no changes to these policies.

5.2.5 Integrated planning (8.5)

Policy 8.5.d had a minor alteration for grammatical reasons. The meaning and intent of the policy has not changed.

5.2.6 Securing transport funds (8.6)

There were no changes to these policies.

5.2.7 Implementation policies (8.7)

There were no changes to these policies.

5.2.8 Programme prioritisation and funding policies (8.8)

Policy 8.8.f, which concerns the application of Crown “C” funding, was amended to remove the two references to the Kapiti Western Link Road. This was done to take account of the December 2009 New Zealand Transport Agency announcement on the suite of projects that make up the Wellington Northern Corridor RoNS and the preferred re-alignment of State Highway 1 through the designated Kapiti Western Link Road corridor.

5.3 Other changes

In response to concerns raised that the RLTS does not place adequate consideration on economic growth, the Pressures and Issues chapter has been amended, expanded and reorganised accordingly in cooperation with the Wellington Chamber of Commerce.

The issues in the Pressures and Issues chapter have been reorganised to reflect the “economically, environmentally and socially sustainable” themes of RLTS vision statement. This allows for a more coherent reading and understanding of the issues the Wellington region faces in achieving the RLTS vision.

The Climate Change section of the Pressures and Issues chapter has also been amended to include recent developments with the Copenhagen climate change conference, New Zealand's response to the outcome of that conference, and the New Zealand Emission Trading Scheme.

Where appropriate, references to the Government Policy Statement have also been included to better take account of the RoNS concept. Appendix 2: Statutory context has also been amended to include a more detailed description of the Wellington Northern Corridor RoNS on advice from the New Zealand Transport Agency, Kapiti Coast District Council and Porirua City Council.

Numerous other minor re-wording changes have also been made.

6. Results from this process

The revised RLTS proposal for consultation is included as **Attachment 1** to this report.

A checklist was produced to ensure that the proposed 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.

7. 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. As a consequence, we only have information on potential funding out to 2019.

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 considered through the RLTP process. Guidance will be provided from the RLTS, corridor and implementation plans, as well as other studies.

Ultimately, though, it is primarily the funding decisions made by the NZ Transport Agency that determines the scale and pace of transport investment in the region.

8. 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 proposed RLTS for consultation. He has agreed that it meets the requirements of the LTMA.

9. Next steps

The next phase of 2010 – 2040 RLTS development is public consultation. The proposed Consultation Plan is included as **Attachment 3** 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 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 4** to this report.

While the Committee is required to consult the public of the region, given consistent messages around consultation fatigue and in keeping with a strategy ‘refresh’, it is recommended that this consultation process 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
Technical Working Group meeting	Officers	22 Jan 2010	Occurred
RTC workshop	RTC	10 Feb 2010	Occurred
Proposed RLTS for approval (this report)	RTC	9 Mar 2010	
Adopt consultation plan	RTC	9 Mar 2010	
Adopt summary document	RTC	9 Mar 2010	
Prepare consultation documents and other materials	GWRC	9 Mar 2010 – 19 Mar 2010	
Public Notices in newspapers	GWRC	Sat 20 Mar 2010	
Appoint Hearing Subcommittee	RTC	29 Apr 2010	
Consultation time	GWRC	22 Mar 2010 / 23 Apr 2010	
Hearing of submissions	RTC Hearing Subcommittee	mid May 2010	
Changes to proposed RLTS	RTC Hearing Subcommittee	late May 2010	
Final 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.

10. Communication

Further communications are detailed in **Attachment 3** to this report.

11. Recommendations

It is recommended that the Committee:

1. **Receives** the report.
2. **Notes** the content of the report.
3. **Approves** the proposed Regional Land Transport Strategy 2010 – 2040 for public consultation.
4. **Agrees** the consultation plan for the proposed Regional Land Transport Strategy 2010 – 2040 in Attachment 4.
5. **Approves** the proposed 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 proposed strategy for consultation resulting from this Committee meeting.

Report prepared by:	Report approved by:	Report approved by:
Patrick Farrell	Joe Hewitt	Jane Davis
Transport Planner	Manager Transport Strategy Development	General Manager Strategy & Community Engagement

- Attachment 1: Proposed Regional Land Transport Strategy 2010 – 2040
 Attachment 2: Alignment with Land Transport Management Act 2003
 Attachment 3: Consultation plan for proposed Regional Land Transport Strategy 2010 – 2040
 Attachment 4: Summary document for proposed Regional Land Transport Strategy 2010 – 2040