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Committee Regional Land Transport Strategy Hearings
Subcommittee
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Consultation summary and recommended changes to the draft Regional Land Transport Strategy

1. Purpose

To outline to the Hearing Subcommittee the recommended responses to submissions on the Draft Regional Land Transport Strategy (draft RLTS) and to seek approval of the final strategy to be recommended to the Regional Land Transport Committee (RLTC).

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

On the 28 February 2007, the RLTC resolved to appoint a Hearings Subcommittee to hear, evaluate and report on submissions on the draft RLTS (November 2006) and make recommendations to the RLTC. The recommendations are scheduled to be considered by the RLTC at its meeting on 27 June 2007.

Nearly 1300 submissions were received. Approximately 140 submitters indicated a wish to be heard in support of their submission, 81 individuals and organisations appeared at hearings on 19, 20 and 22 March 2007.

Many matters raised by submitters were supported by some and opposed by others. A full summary of submissions was reported to Subcommittee at its meeting on 2 April 2007 (**Report 07.178**).

The major topic areas raised by submitters were:

- Vision, objectives, policies, outcomes and targets
- Funding and affordability
- Balance of investment
- Sustainability
- Public health
- Road safety
- Roading
- Public transport
- Travel Demand Management (TDM)
- Walking and cycling
- Freight
- Modelling and analysis.

At its meeting on 2 April and following consideration of both written and oral submissions, the Subcommittee asked officers to carry out further work on the draft RLTS to:

- more clearly express the strategic direction for the land transport network in the region
- remove the project details from the strategy and provide for implementation plans that are separately documented (and do not form part of the strategy)
- ensure the strategy responds to the need to reduce CO₂ emissions
- provide policy guidelines for prioritising improvements to the network
- address inconsistencies in the draft strategy, particularly in relation to targets
- more explicitly address mode share targets.

In carrying out this further work, the RLTC Technical Working Group (TWG) was asked to assist the process and their input has been facilitated through two workshop sessions held on 27 April and 4 May 2007.

4. Discussion

In **Attachment 1** is a revised RLTS. The following sets out the changes that are recommended to the draft RLTS and have resulted in the redrafted document.

4.1 Revised Vision Statement

The draft RLTS's vision (section 5.1, page 36) is "*to deliver an integrated land transport system that supports the region's people and prosperity in a way that is economically, environmentally and socially sustainable*". This broad vision of a transport system supporting a sustainable community is still considered to fairly state the overall long term aspiration for the region's transport network.

The Subcommittee agreed, at its meeting on 2 April, that the vision is relatively generic and it would be beneficial if the long term view of the transport system was espoused in order to give a clear picture of what the region wants for its transport network and provide some specific context for shorter term decision

making. The Subcommittee instructed officers to revise the draft vision to be more specific about the region's future transport system. It is recommended that the existing high level vision be retained but enhanced with additional commentary as follows:

'To deliver an integrated land transport system that supports the region's people and prosperity in a way that is economically, environmentally and socially sustainable'.

The following detailed aspirations support this vision and give a clear picture of what the region wants for its transport network in the long term and provide some specific context for shorter term decision making.

The Regional Transport Network will provide a high level of access, reliability and safety for both passengers and freight travelling within and through the region. The Regional Transport Network will be developed in a way which recognises the vital national role of Wellington as the capital city and the region's geographical position at the northern end of the Cook Strait.

Access to and between key destinations such as Wellington City CBD, regional centres, CentrePort, Wellington International Airport and Newtown Hospital will be quick, easy, reliable, and safe. Effective safety measures on the road and rail networks will ensure that no one is killed or injured as a result of road network deficiencies when travelling within or through the region.

There will be viable alternatives to travel by private car for most trips. People will generally walk or cycle for short and medium length trips. Pedestrian and cycling networks will be convenient, safe and pleasant to use. The majority of people will use passenger transport to get around during the peak period along key commuter routes. Passenger transport trip times and comfort will compete reliably and favourably with private cars for a majority of commuter trips. The passenger transport system will effectively connect people with key destinations. All passenger transport services will be fully accessible, including physical access, access to information and simple streamlined ticketing.

People will need to travel less because they have access to excellent telecommunications, local job opportunities and live closer to their main destinations for work and play. More vehicles will run on renewable fuels that are non-polluting. People's travel choices will recognise the risk and impact of climate change and diminishing non-renewable resources.

More bulk freight will be moved by rail and coastal shipping.

Traffic congestion will be managed at levels that balance the need for access against the ability to fully provide for peak demands due to community impacts and cost constraints.

In addition, the following vision statements for each corridor have been developed and are recommended to be included in the corridor plan overview section of the strategy.

Western Corridor

This corridor generally follows the line of State Highway 1 and the North Island Main Trunk Railway from Otaki to Ngauranga. The long term vision for this corridor is described below:

Along the Western Corridor from Ngauranga to Otaki, State Highway 1 and the North Island Main Trunk railway line will provide a high level of access and reliability for both passengers and freight travelling both within and through the region in a way which recognises the important strategic regional and national role of this corridor. These primary networks will be supported effectively by local and regional connector routes. A high quality rail service will accommodate the majority of people using passenger transport to commute along this corridor during the peak period. Comprehensive bus services and adequate park and ride facilities will provide additional access for the community. Traffic congestion on State Highway 1 will be managed at levels that balance the need for access against the ability to fully provide for peak demands due to community impacts and cost constraints. Maximum use of the existing network will be achieved by removal of key bottlenecks on the road and rail networks. Effective safety measures on the road and rail networks will ensure that no one is killed or injured as a result of network deficiencies when travelling in this corridor. East-west connections between this corridor and other corridors and regional centres will be efficient, reliable and safe.

Hutt Corridor

The Hutt Corridor follows State Highway 2 and the Wairarapa railway line from Ngauranga through to Upper Hutt. The long term vision for this corridor is described below:

Along the Hutt Corridor from Ngauranga to Upper Hutt, State Highway 2 and the Wairarapa railway line will provide a high level of access and reliability for both passengers and freight. These primary networks will be supported effectively by local and regional connector routes. High quality rail and bus services will accommodate the majority of people using passenger transport to commute along this corridor during the peak period. Maximum use of the existing road network will be achieved through measures giving priority to buses and addressing severe traffic congestion. Comprehensive bus services and adequate park and ride facilities will provide additional access for the community. Effective safety measures on the road and rail networks will ensure that no one is killed or injured when travelling in this corridor. East-west connections between this corridor and other corridors and regional centres will be efficient, reliable and safe.

Wairarapa Corridor

The Wairarapa Corridor follows State Highway 2 from Upper Hutt over the Kaitoke and Rimutaka Hills through to Masterton and on to Mt Bruce; and the Wairarapa railway line from Upper Hutt through to Wairarapa. It also includes SH53 between Featherston and Martinborough. The long term vision for this corridor is described below:

The local road network will provide local access to the State Highways and the rail network, which in turn will connect these areas with the Wellington City CBD and other regional centres. Basic, but reliable, local passenger transport (and Total Mobility) services will be easily accessible.

Ngauranga to Wellington Airport Corridor

This corridor follows State Highway 1 from the Ngauranga Merge through the Wellington City CBD to Wellington International Airport. It includes the railway line where the NIMT line and the Wairarapa lines merge and through to Wellington City rail terminals.

The long term vision for this corridor is described below:

Through the Ngauranga to Wellington Airport Corridor, access to key destinations such as CentrePort, Wellington City CBD, Newtown Hospital and the International Airport will be efficient, reliable, quick and easy. Priority will be given to passenger transport through this corridor, particularly during the peak period. Passenger transport will provide a very high quality, reliable and safe service along the Wellington City Growth Spine and other key commuter routes. The road network will provide well for those trips which can not be made by alternative modes and will allow freight to move freely through the corridor. Traffic congestion through the corridor will be managed at levels that balance the need for access against the ability to fully provide for peak demands due to community impacts and cost constraints. Maximum use of the existing network will be achieved by removal of key bottlenecks on the road and rail networks.

4.2 Structure and level of detail of the strategy

The Subcommittee agreed that the Strategy needs to more clearly set out the region's aspirations and expectations for the land transport system over the next 10 years in the form of vision, objectives, outcomes and targets. The Subcommittee requested that officers:

- redraft the strategy so that the detailed implementation plans, corridor plans and Regional Transport Programme are documented separately
- shift the corridor plan policies into the main policy section of the strategy.

The proposed final strategy has been redrafted so that the detailed implementation plans, corridor plans and Regional Transport Programme are documented separately. These separate plans are in **Attachment 2**. The

Regional Transport Programme is in **Attachment 3**. In addition, the strategy's corridor plans currently contain a number of policies that are generic and these have been revised and included in the policies section of the main strategy document.

4.3 Strategic objectives

The draft RLTS objectives (section 5.2, page 36) are appropriately based on the objectives of the New Zealand Transport Strategy, with an additional sixth objective to address issues of regional affordability. The explanation under each objective provides further detail on what these objectives mean for the region's land transport network.

These objectives were developed through a number of workshops with both the RLTC and its Technical Working Group, in addition to being subject to an earlier round of public consultation in 2005. The feedback through the latest consultation process on the draft RLTS largely confirmed the objectives with general support being noted. Submitters suggested various minor amendments.

Following consideration of the feedback, the draft RLTS objectives have been revised to reflect submissions where appropriate. The recommended final strategy objectives are as follows:

1. Assist economic and regional development

Aid national and regional economic transformation; and foster the business, housing, employment, education, health and recreation aspirations of the regional community (in line with the Wellington Regional Strategy).

2. Assist safety and personal security

Achieve a safer community by developing the region's land transport system in a way that leads to a continually declining regional road casualty toll and contributes to a sense of individual and community security when using the transport system.

3. Improve access, mobility and reliability

Provide for the access and mobility needs of our regional community and recognise the wider access needs of adjoining regions. Improving access and mobility is the primary purpose of a Regional Land Transport Strategy. Improving access enables social participation, inclusion and independence for all, including the transport disadvantaged¹. Improving mobility ensures the availability of realistic transport choices for the individual or community, including affordability and equity of cost considerations.

Improve reliability to improve travel times and reduce trip time variability for strategic networks (both road and rail) in the event of common incidents such as slips or crashes.

4. Protect and promote public health

¹ Transport disadvantaged includes disabled people as defined by the Human Rights Act 1993, section 12(h).

Provide a transport system that allows for: social participation and interaction; healthy communities via reduced transport impacts on natural resources and communities; increased uptake of active modes, particularly for short trips.

5. Ensure environmental sustainability

Improve the environmental performance of the transport network, and avoid to the extent reasonable in the circumstances, adverse effects of transport on the environment (in line with the Regional Policy Statement) and communities. This includes, but is not limited to: increased use of passenger transport, cycling and walking; reduced use of private and company cars; increased energy efficiency of the vehicle fleet; reduced greenhouse gas emissions; and a high standard of environmental design of transport infrastructure.

6. Ensure that the Regional Transport Programme is affordable for the regional community

Take account of funding likely to be available, economic efficiency, and the impact of funding options on regional communities when considering transport packages. Consider the affordability of transport options for all members of the community, including low income groups.

4.4 Outcomes

The land transport outcomes in the draft RLTS (section 5.3, page 37) are recommended to be amended to reflect feedback through submissions where appropriate. Recommended amendments to the strategy outcomes are explained in more detail in the discussion section below. In addition, the opportunity has been taken to restructure the outcomes from a modal basis as set out in the draft Strategy into a hierarchy of ‘key outcomes’ and ‘related outcomes’ to more clearly signal priorities for the strategy over the next ten years. Related outcomes are important in their own right and are not subordinate to the key outcomes. However key outcomes highlight the main areas of focus for the strategy over the next 10 years. The outcomes signal the direction of the strategy in relation to various elements of the transport system. It is recommended outcomes have associated measurable targets which the strategy seeks to achieve by the end of the ten year strategy timeframe (2016).

In key outcome 4.1 “Reduced severe road congestion”, the word ‘severe’ has been included to clarify the nature of road congestion targeted by the strategy. This recognises that severe traffic congestion which causes serious delays can adversely affect the region’s economy. However, it also makes clear that the strategy does not intend to solve all traffic congestion on the network. There is a need to manage road congestion at levels that balance the need for access against the ability to fully provide for peak demands due to community and environmental impacts, and cost constraints.

The outcome “Limited car traffic growth” in the draft RLTS recognised that while reducing the amount of private car use is desirable, particularly where viable alternatives exist, there is a need to minimise the impact on accessibility and the regional economy. Given likely increases in vehicle fleet efficiency and

alternative technologies, it was considered appropriate to limit the growth of car traffic rather than reduce it.

Through the submissions process it was suggested that both increased peak and off peak passenger transport mode share should be a desired outcome of the strategy and that the outcome “Limit car traffic growth” does not go far enough. It was suggested the outcome be strengthened to “Reduced private car mode share”. This would be consistent with the other outcomes to increase passenger transport, walking and cycling mode share. These other modes cannot all increase their respective ‘share’ of all trips, without private car mode share being reduced. It will be important that the reduction in private car trips is focused on those trips where alternatives are available so that accessibility is maintained.

A number of outcomes in the draft RLTS were considered to be ‘measures’ or ‘indicators’ of other related outcomes, rather than unique outcomes in themselves. These have therefore been removed from the list of land transport outcomes. These were:

- Improved customer satisfaction with passenger transport services
- Improved perception of pedestrian safety, especially for children
- Improved perception of cycling safety, convenience and ease
- Improved perception of road safety
- Increased resident satisfaction with road and rail reliability.

These are more appropriately used as measures to indicate progress towards achieving the relevant land transport outcomes.

A new outcome (1.5) “Increased passenger transport reliability” has been added in response to feedback from submissions that reliability was a key issue which needs to be addressed for the passenger transport system.

The outcomes for pedestrians and cycling have been combined, however separate indicators for both walking and cycling will be used to measure progress towards achieving these outcomes.

Outcome “Minimise adverse impact on economic development (guided by the WRS)” in the draft strategy has been rephrased as a more positive outcome to be “Sustainable economic development supported (in line with the WRS)”.

A new outcome (6.4) “Improved transport efficiency” has been added in response to feedback from submissions and the view expressed by the Subcommittee that supporting the improved efficiency of the regional transport network was an important issue that needs to be captured.

The outcome ‘safer roading environment’ has been deleted as this is considered to be adequately covered by key outcome 5.1 – ‘Improved regional road safety’.

The outcomes for freight have been amended to recognise the differences in movement of freight both within the region and longer distance inter-regional

freight, with key importance being placed on those freight movements that occur within the region.

The recommended revised outcomes are as follows:

Key Outcome:

1.1: Increased peak period passenger transport mode share

Related Outcomes:

1.2 Increased off-peak passenger transport mode share and community connectedness

1.3 Improved passenger transport accessibility for all, including people with disabilities or from low income groups

1.4 Reduced passenger transport journey times compared to travel by private car

1.5 Increased passenger transport reliability

Key Outcome:

2.1: Increased mode share for pedestrians and cyclists

Related Outcomes:

2.2 Improved level of service for pedestrians and cyclists

2.3 Increased safety for pedestrians and cyclists

Key Outcome:

3.1: Reduced greenhouse gas emissions

Related Outcomes:

3.2 Reduced private car mode share

3.3 Reduced fuel consumption

3.4 Increased private vehicle occupancy

Key Outcome:

4.1: Reduced severe road congestion

Related Outcomes:

4.2 Maintained vehicle travel times between communities and regional destinations

4.3 Improved reliability of the strategic roading network

Key Outcome:

5.1: Improved regional road safety

Key Outcome:

6.1: Improved land use and transport integration (in line with the WRS and local authority urban development strategies)

Related Outcomes:

6.2 Improved integration between transport modes

6.3 Sustainable economic development supported (in line with the WRS)

6.4 Improved transport efficiency

Key Outcome:

7.1: Improved regional freight efficiency

Related Outcome:

7.2 Improved inter-regional freight efficiency

4.5 Target revisions

4.5.1 Background

Submissions commonly sought the inclusion of stretch targets particularly around increased passenger transport use and CO₂ reduction.

The draft RLTS has targets in various places:

- in Implementation Plan action programmes (chapter 9)
- in Corridor Plan project tables (chapter 10)
- as System Wide Performance Indicators (page 80).

Some readers may have also been confused by the mode share outlooks to 2016 reported in the Role of Modes section (Chapter 8). These are not targets

but are the forecast outcomes. These forecast outcomes did serve to demonstrate the disconnection between the aspirations stated in the draft RLTS and the results achieved by implementing the proposed Regional Transport Programme. By restructuring the draft RLTS, the project specific targets in the implementation and corridor plans have been moved into a separate document. This is appropriate as they are very detailed and project-specific.

New stretch mode share targets are proposed, together with a comprehensive set of system wide targets which align with the final strategy's desired outcomes. This has been done in response to the Subcommittee's request that officers "review the current proposed mode share targets to include more ambitious 'stretch' targets for passenger transport, walking and cycling". A series of targets have been developed in order to signal the magnitude of the changes that the final strategy seeks in relation to each of the strategy outcomes. These targets will provide a benchmark against which to measure progress. Targets enable the region to monitor not only whether the strategy is achieving progress in the general direction set by the outcomes, but also to measure whether progress has been made to the extent desired.

4.5.2 Key Outcome Targets

The need for a shift in emphasis and greater urgency to progress key outcomes has been taken into account in setting what can be described as ambitious or 'stretch' targets for each of the key outcomes. These targets will be very challenging, however they have been set at a level so that there is potential to achieve them if they are given adequate emphasis and all potential measures are implemented. Achieving these ambitious targets will depend on all agencies, including Central Government, taking a strong lead in terms of their respective roles. The recommended outcome targets and commentary to be included in the final strategy are shown below:

Key outcome	2016 Stretch Target
1.1 Increased peak period passenger transport mode share	Passenger Transport accounts for at least 25 million peak period trips per annum. (18.3 million in 2005/06).
	Passenger Transport accounts for at least 21% of all region wide journey to work trips. (17% in 2006).
2.1 Increased mode share for pedestrians and cyclists	Active modes account for at least 15% of region wide journey to work trips. (13% in 2006).
3.1 Reduced greenhouse gas emissions	Transport generated CO ₂ emissions will remain below 1,065 kilotonnes per annum. (1,118 in 2005/06).
4.1 Reduced severe road congestion	Average congestion on selected roads will remain below 20 seconds delay per km travelled despite traffic growth. (21 seconds in 2006).
5.1 Improved regional road safety	There are no road crash fatalities attributable to roading network deficiencies.
6.1 Improved land use and transport integration (in line with the WRS and local authority urban development strategies)	All large subdivisions and developments include provision for walking, cycling and public transport.

7.1 Improved regional freight efficiency

Improved road journey times for freight traffic between key destinations.

The overall passenger transport mode share has been selected as the key target for passenger transport trips. The strategy target seeks a 4% increase in passenger transport mode share. This equates to around 6.7 million additional peak period trips per annum (a 37% increase in trips from 2005/06) undertaken by passenger transport. To achieve such a target will mean not only ensuring all currently planned passenger transport improvement projects are funded and implemented, but that additional avenues of increasing passenger transport capacity and use are actively investigated and given high priority.

The target for active mode share (walking and cycling) has been set at a level which will require twice the growth in mode share over the next ten years compared with the previous ten years. This target will be challenging but recognises that there are potential gains to be made, primarily in relation to walking trips, where residential development in and around commercial centres and the Wellington City CBD will mean greater opportunities for walking trips to work and for other purposes. It is also anticipated that travel planning programmes will have an influence on the uptake of active modes in future, although the extent of such is largely unknown.

The 2016 CO₂ target is also set to the very ambitious 2001 level, which represents a 27% reduction in forecast 2016 CO₂ emissions (or a 5% reduction from current 2006 emissions). This target is not inconsistent with either the Draft New Zealand Energy Strategy (NZES) or New Zealand Energy Efficiency and Conservation Strategy (NZECS), and is likely to be aligned with, if not more ambitious than, any targets that are developed for publication in the final versions of these national level strategies. Clearly the region will not be able to achieve this target on its own. The target is based on the expectation that the Government will do the sorts of things indicated (in the Draft NZECS and NZES) to enable significant changes to the transport system that are necessary in order to achieve the desired outcome.

Given that no deaths resulting from the use of the transport system should be acceptable, an ambitious target of no deaths in relation to the outcome of improved regional road safety is considered appropriate. To recognise the fact that driver error is often a contributing element in road crash fatalities, and is likely to continue to be despite education and awareness campaigns, the target has been qualified to refer to fatalities attributable to road network deficiencies.

A target of 5% decrease in congestion on key routes from the current situation (2006) is considered ambitious and challenging due to the fact that congestion is forecast to steadily increase over the next ten years as a result of increasing population, increasing car ownership and use, and increasing economic growth. However, if measures to increase passenger transport and active mode share, reduce severe bottlenecks in the road network and improve travel demand and efficiency, then there is some potential for this target to be realised. This target addresses the most severe congestion, without attempting to eliminate all traffic congestion.

The target in relation to improved regional freight efficiency is improved road journey times for freight traffic between key destinations and is very closely related to the target seeking a reduction of severe congestion, particularly on strategic routes linking the key freight destinations of Gracefield, Porirua and CentrePort.

The target in relation to improved land use and transport integration is for all new large subdivisions and developments to include provision for walking, cycling and public transport. To meet this target, clear guidance will be needed in the Regional Policy Statement and in turn District Plans. Progress towards this key outcome target will largely rely on District Plans under the Resource Management Act and it may be some time before adequate provisions are incorporated into all planning documents.

Related Outcomes Targets

Targets have also been set for each related outcome. These targets are set at a level which signals the need for good progress in these areas. In some cases it was considered appropriate to have more than one target to reflect the various components of a particular outcome.

Related Outcome	2016 Target
1.2 Increased off-peak passenger transport use and community connectedness	Passenger Transport accounts for at least 25 million off peak period trips per annum. (16.7 million trips in 2005/06).
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. (11.8% in 2005/06). Most of the region's residents live within 400m (5 minutes walk) of a bus stop or train station with a service frequency of at least 30 minutes. Passenger transport services in the highest deprivation areas are more affordable.
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.
1.5 Increased passenger transport reliability	Nearly all of bus and train services run on time - to be developed.
2.2 Improved level of service for pedestrians and cyclists	All of the strategic cycle network provides an acceptable level of service. Nearly all urban road frontages are served by a footpath.
2.3 Increased safety for pedestrians and cyclists	Less than 100 pedestrians injured in the region per annum. (150 injured in 2005). Less than 75 cyclists injured in the region per annum. (112 injured in 2005).
3.2 Reduced private car mode share	Private vehicles account for no more than 62% of region wide journey to work trips. (68% in 2006).

3.3 Reduced fuel consumption	No more than 442 mega litres of petrol and diesel per annum will be used for transport purposes. (464 mega litres in 2005).
3.4 Increased private vehicle occupancy	Vehicles entering the Wellington CBD during the 2 hour AM peak contain on average at least 1.5 people per vehicle. (1.37 people in 2006).
4.2 Maintained vehicle travel times between communities and regional destinations	No decrease in average vehicle journey "speeds" shown in travel time surveys for selected key routes. (55km/h in 2006).
4.3 Improved reliability of the strategic roading network	Key routes are very rarely affected by closures.
6.2 Improved integration between transport modes	The majority of passenger transport services covered by integrated ticketing.
6.3 Sustainable economic development supported (in line with the WRS)	Reduced vehicle kilometres travelled perGDP.
6.4 Improved transport efficiency	Reduced passenger transport expenditure per passenger. Reduced roading expenditure per GDP.
7.2 Improved inter-regional freight efficiency	All infrastructure constraints to rail freight movements are removed.

In addition to the targets shown above, many more indicators for the strategy outcomes will be measured. In the order of 100 indicators will be reported on annually through the RLTS Annual Monitoring Report (AMR).

4.6 Policy Changes

The draft RLTS policies were generally supported by submissions. However, the draft RLTS provided limited information on how prioritisation within the Regional Transport Programme is undertaken. Land Transport NZ requires that the region's funding priorities are reviewed annually and the Subcommittee instructed officers to develop a set of policies to guide this critical process, thereby adding direction to draft RLTS policy 7.3d 'Allocate available transport funding to contribute towards the achievement of RLTS outcomes'. Recommended prioritisation policies have been based on achieving the strategy's outcomes. The revised policy section recommended to be included in the final strategy is shown below:

The strategy policies have been developed in direct response to the pressures and issues facing the region's land transport network as outlined in chapter 3 of this strategy. Policies are expressed using a consistent hierarchy of terms. These are 'ensure', 'support', 'encourage', or 'advocate' depending on what is appropriate in each case. Where the responsibility for implementing a particular policy position lies outside the control of the RLTC, the policy will need to be progressed through advocacy.

Policies respond to ongoing issues and guide agency resource allocation and practice. Policies are also important references in programme prioritisation, implementation and corridor plans, monitoring and reviews. All are subject to various constraints including funding, legislative provisions, consenting and planning processes outside the scope of this strategy.

Network management

This group of policies seeks optimal use and improvement of the transport network.

- a Ensure the critical role of the regional transport network in providing national and regional accessibility is protected.
- b Ensure the regional transport network provides effective connections to Wellington's Port and International Airport.
- c Ensure that the level of service of the regional transport network is continuously monitored and where necessary improved.
- d Ensure best use is made of network management techniques to optimise the performance of the transport network.
- e Ensure continuous identification and mitigation of network security risks including, where appropriate, the development of alternative routes for use in emergencies.
- f Ensure the role of the urban passenger rail network is maintained as the key long to medium distance and high volume service.
- g Increase rail capacity and coverage in line with current and future demand, and complement rail services with bus services.
- h Ensure a high passenger rail level of service with regard to rolling stock and rail infrastructure reliability.
- 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).
- j Support the ongoing development of new and existing park and ride facilities.
- k Ensure the continuous review and improvement of bus services.
- l Support the use of bus priority measures in congested areas.
- m Support trolley buses in Wellington City and their ongoing upgrade.
- n Ensure the provision of public transport services and concessions that recognise the needs of the transport disadvantaged (e.g., people on low incomes and people with disabilities) to enhance equity.

- o Support continuous development of the cycling network and integration with other modes.
- p Support continuous development of the pedestrian network and integration with other modes.
- q Support road and rail maintenance expenditure provides appropriate service levels.
- r Ensure the proposed Transmission Gully Motorway is developed as the long term solution to address access reliability for State Highway 1 between Kapiti and Wellington.
- s Ensure the existing State Highway 1, between MacKays Crossing in the north and Mungavin Interchange in the south, is managed in a way that is consistent with its long term purpose of a scenic access route once Transmission Gully Motorway is built.
- t Support improved east-west transport links between the Western and Hutt Corridors.
- u Encourage the separation of arterial and local road traffic where practicable.
- v Ensure the transport network provides for freight and commercial needs.

Travel demand management

This group of policies seeks to manage the demand for travel and move toward correct² pricing of the transport network.

- a Ensure the availability of reliable information on the transport system and the choices available.
- b Support reduced reliance on private³ motor vehicles, particularly single occupancy vehicle use (excluding motorcycles) and use for short trips.
- c Support the increased use of passenger transport.
- d Support the uptake of cycling and pedestrian travel, particularly for short trips.
- e Encourage appropriately located land development and ensure integration with transport infrastructure.
- f Encourage the development of travel plans.
- g Advocate for government policy to allow road pricing.

² Road pricing is where drivers pay the true cost of using roads. This includes the social, economic, and environmental costs such as accidents, pollution and time delays, which are currently borne by the community or economy.

³ In this context private motor vehicles includes company cars not being used for commercial purposes.

- h Support start-up funding for viable 'alternative to road' initiatives.
- i Support beneficial rail freight initiatives where net benefits exceed those of road freight.

Safety

This group of policies seeks to improve safety and personal security when using transport.

- a Ensure continuous improvement of regional road safety based on a firmly established safety culture.
- b Support improved safety (perceived and real) of pedestrians from risks posed by traffic, the physical environment and crime.
- c Support improved safety of cyclists from risks posed by traffic and other hazards.
- d Support improved safety and personal security (perceived and real) of passenger transport users.

Environment and public health

This group of policies seeks to avoid, to the extent reasonable in the circumstances, the adverse effects of transport on the environment and public health.

- a Support best practice in design, construction and maintenance of transport projects to avoid, to the extent reasonable in the circumstances, adverse impacts on the environment.
- b Support continuous improvement in air quality through reduction in harmful vehicle emissions.
- c Support the reduction of greenhouse gas emissions arising from the operation of the regional transport network.
- d Support government investigations into alternative fuel options and eco-efficient vehicles.
- e Ensure the transport network is developed in a way that minimises the use of non-renewable resources.
- f Support the use of transport modes that are not dependent on fossil fuels, including active transport modes.
- g Ensure location and design of new transport infrastructure enhances access, minimises community severance issues and takes account of the special values of the local area including, but not limited to, environmental matters and community concerns.

- h Support ongoing installation of stock truck effluent disposal sites at key localities in the region.

Planning and integration

This group of policies seeks to ensure full integration of the RLTS with other relevant local government planning processes and strategies.

- a 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.
- b Ensure new transport infrastructure is consistent with the region's urban design principles as set out in the Regional Policy Statement.
- c Support land use principles that minimises dependence on the private car.
- d Ensure the current and future regional transport network is identified and protected in territorial authority planning documents.
- e Support better integration of transport and land use planning by identifying roading hierarchies and advocating for appropriate access controls in district plans.
- f Ensure that land use and transport decisions take into account the diverse transport needs and views of the region's community.
- g Ensure major recreational and tourist traffic flows are taken into account during planning processes.
- h Ensure investment in national transport routes is coordinated with other regions.

Securing transport funds

This policy area seeks to ensure adequate funding for transport in the region.

- a Support investigation of mechanisms for addressing funding gaps in the Regional Transport Programme, including but not limited to:
 - (i) Advocacy to Government for increased funding
 - (ii) Local fuel taxes
 - (iii) Tolling of new roads
 - (iv) Road pricing of existing roads
 - (v) Public/private partnerships
 - (vi) Development contributions (under the LGA) and financial contributions (under the RMA)

Implementation Policies

- a To prepare and review corridor plans for each of the following, in accordance with the regional framework provided by this strategy, that identify the needs and proposed actions specific to each corridor:
 - Western corridor
 - Hutt Corridor
 - Wairarapa Corridor
 - Ngauranga to Airport Corridor
 - East – West Corridor (including State Highway 58)
- b To prepare and review implementation plans for Pedestrians, Cycling, Road Safety, Travel Demand Management, Passenger Transport and Freight, in accordance with the regional framework provided by this strategy, that identify the needs and proposed actions specific to each mode.
- c To prepare a Regional Rail Plan that identifies the needs and proposed actions for development of the rail network over the next 30 years.

Programme Prioritisation & Funding Policies

This group of policies guide the regional transport programme prioritisation process.

- a Ensure the priorities and funding in the Regional Transport Programme (RTP) take account of a project or package's effectiveness, potential risks and contribution towards the achievement of the Regional Land Transport Strategy's objectives and outcomes, ensuring that:
 - (i) Projects that contribute to the key outcomes by addressing greatest needs are given priority; and
 - (ii) Priority decisions reflect:
 - Seriousness: The magnitude and significance of the transport problem to which the project or package responds;
 - Urgency: The allowance of consideration of any external factors that influence the timing of project/package implementation;
 - Economic Efficiency: A rating of the economic returns on the funds invested as measured by a benefit cost ratio;
 - Volumes: The numbers of those people affected;
 - Affordability;
 - Perceived safety benefits; and

- (iii) Western Corridor passenger rail improvements are in place prior to the opening of the Transmission Gully Motorway.
- b Ensure the following applies to the allocation of Crown “C” funds:
 - (iv) The use of “C” funds should be used early to maximise buying power as these funds are not indexed against inflation.
 - (v) The highest priority for the use of C funds for assisting local share will be passenger rail improvement projects.
 - (vi) The Kapiti Western Link Road Stage 1 design and construction is the second priority for assistance with the local share.
 - (vii) C1 and C2 funds will be used to achieve an effective FAR of 90% for passenger rail improvement projects.
 - (viii) C1 funds will be used to achieve an effective FAR of 90% for Stage 1 of the Western Link Road, but will not be available to assist the local share of Stages 2 and 3 of this project.
 - (ix) Up to \$45 million of C1 funds are available to assist the local share of the Grenada to Gracefield Stage 1 project (assistance to the level of half the local share), noting that this project is still subject to further investigations.
 - (x) All C3 funds will be used to develop the proposed Transmission Gully Motorway as the long term solution to address access reliability for State Highway 1 between Kapiti and Wellington.
- c Once a project or package is committed and construction or implementation has been approved, then that project or package’s funding is deemed to be committed and will not be reallocated to another purpose unless significant new information comes to light.
- d Annual confirmation of the regional transport programme will be carried out through the application of an agreed prioritisation methodology.

4.7 Responses to other matters raised

In addition to the specific themes outlined below, many minor changes have been made to the draft RLTS to address minor issues such as typographic errors and points of clarity.

4.7.1 Funding, Affordability and Balance of Investment

Several submissions raised concerns about the affordability of the proposed programme. This has been addressed with the addition of the recommended new “securing transport funds” policies. These policies will allow the region to investigate innovative mechanisms for addressing funding gaps in the Regional Transport Programme (RTP).

In addition, the New Zealand Government announced in Budget 2007 (17 May 2007) that it would allow regions to put forward proposals to raise funds through regional fuel taxes for specific transport capital projects that would otherwise not attract funding within the timeframes that regions might desire. This matter will be the topic of a report to the RLTC at another time.

While outside the scope of the strategy review, since consultation closed on the draft RLTS, recent announcements have been made by the Board of Land Transport NZ that will address concerns made by several submitters in regard to passenger transport funding assistance rates (FARs) and concern about rate payers facing significant increases in their rating levels to pay for the local share of transport improvements. The announcement means that all rail improvement projects utilising C1 and C2 funding will receive an effective FAR of 90% (up from a normal FAR of 50% for bus and 60% for rail improvements) and certain local roading improvements will be eligible for increased assistance (refer to Programme prioritisation and funding policies (b) vii, viii and ix)

The concerns raised in regards to the apparent “disconnect” between the vision of the “front” of the draft RLTS and the reality of the “back” have been noted. It is recommended that investment is made in all modes, but responding to the areas of greatest need (as identified by the final strategy’s key outcomes) and this has been signalled in the changes to the outcomes and policies noted in sections above. It is therefore appropriate to review the current RTP to ensure that it is better aligned to the modified outcomes and is consistent with the new direction of the recommended final strategy. The appropriate time to revisit the RTP is when the Transmission Gully Motorway (TGM) and Ngauranga to Airport Studies report back, in early 2008. At that point the region will have a full and current picture of the needs of the region and will in turn be able to update the RTP and then allow prioritisation of the programme to take place.

4.7.2 Sustainability

The recommended final strategy has addressed the many points made through submissions in regards to sustainability, particularly around the growth in greenhouse gas emissions. The issues have been addressed in the revision of the outcomes, policies and targets identified in the sections above.

4.7.3 Public Health

The recommended final strategy has addressed the many points made through submissions in regards to public health, particularly around the growth in greenhouse gas emissions, the promotion of passenger transport and active modes, community severance issues and the transport disadvantaged. The issue have been addressed in the revision of the outcomes, policies and targets identified above.

4.7.4 Road safety

Improving road safety was widely supported by submitters. Road safety continues to be a key feature of the recommended final strategy where it

features as a key outcome as discussed in sections above. The outcome of “safer roading environment” that formed part of the draft RLTS has been removed as it is recommended that key outcome “Improved regional road safety” adequately covers the issue.

4.7.5 Roothing

The recommended final strategy has addressed the points made by submitters in relation to roading projects. Of note are the new policies that address significant concerns raised by submitters through ensuring TGM is developed as the long term solution to address reliability for State Highway 1 (SH1) between Kapiti and Wellington City and that SH1 between MacKays Crossing and Mungavin Interchange is managed in a way that is consistent with its long term purpose of a scenic access route once TGM is built; and that the location and design of new transport infrastructure enhances access, minimises community severance issues and takes account of the special values of local areas along with the support of improved east-west transport links.

4.7.6 Public Transport

As noted above, the significant concerns raised by many submitters in regards to public transport, and in particular rail have been addressed by significant extra emphasis being placed on public transport in the revised outcomes, policies and stretch targets. Acceleration of rail improvements has been further facilitated by recent funding decisions (set out in section 5.7.1 above).

In regards to submitter concerns for bus priority, the recommended final strategy has several policies related to improved services as outlined in the policy response section above. Some highlights include policies that ensure the continuous review of bus services and support the use of bus priority measures in congested areas.

In addition, where relevant, many points made by submitters were referred to the Public Transport Division for consideration as part of the review of the Regional Passenger Transport Plan or for consideration as part of the scoping exercise for a Regional Rail Plan that is to be developed as a result of rail related concerns raised by many submitters. The proposed scope for the new Regional Rail Plan (RRP) will cover planning and implementation of commuter rail network developments for the next 30 years, building on the Wellington Commuter Rail Network Business Case (2004). It is expected that the RRP will define various service level specifications and consider how these can be best delivered. The plan will use the new regional transport model to test scenarios manipulating variables such as population growth and fuel prices to gain an understanding of the potential effects on patronage, road investment, and regional land use strategies. The outcomes of the analysis will shape recommended projects and priorities to form the basis of the RRP. The RRP will ultimately support a medium term funding package. A RRP technical working group is expected to be formed in late July and the RRP should be nearing completion by mid 2008.

4.7.7 Travel Demand Management (TDM)

Many submitters supported the use of TDM tools to use existing infrastructure more efficiently. There was wide support for the ability to use some form of pricing to assist the management of travel demand. As noted above, the recommended final strategy has taken account of this desire in the development of a new outcome that seeks reduced private car mode share, increase private vehicle occupancy and improve land use and transport integration. In addition, as noted above, specific new policies have been recommended that advocate for government policy to allow road pricing, support pricing mechanisms for addressing funding gaps and several new planning and integration policies, including policies that emphasise the role of the Regional Policy Statement and Wellington Regional Strategy for directing land use planning.

4.7.8 Walking and cycling

The majority of submissions relating to “active” modes were operational in nature, providing specific ideas for improvements to the network. As these issues are dealt with at a Road Controlling Authority level, it is inappropriate for the final strategy to address them specifically. Two submitters made specific comment on the strategic cycling network in regards to SH58 not being noted as part of the network in the draft RLTS. It is recommended that all relevant maps in the final strategy be modified to reflect that SH58 is an important part of the region’s strategic cycling network.

4.7.9 Freight

As noted in the sections above, significant changes are recommended to the draft RLTS outcomes, policies and targets to ensure that the importance of regional and inter-regional freight efficiency is promoted, given its importance to the region’s economy.

4.7.10 Modelling and analysis

Several submitters noted concern about a number of matters relating to Wellington Strategic Transport Model (WTSM) and the fact that in many places in the draft RLTS, 2001 Census data was used. Submitters felt that this outdated data would not allow analysis of current trends to take place. Unfortunately, due to significant delays in the release of 2006 Census data by Statistics New Zealand (data is still not available at sufficient detail to update the strategy), it is simply not possible to update the recommended final strategy without significantly delaying the adoption process. In addition, it should be noted that WTSM is currently being updated to a 2006 base. Again, due to delays in the release of data from Statistics NZ, this process is currently behind schedule and not due to be completed until late 2007. It is anticipated that the latest Census data and updated WTSM will be available for use as the rolling review of the implementation plans takes place.

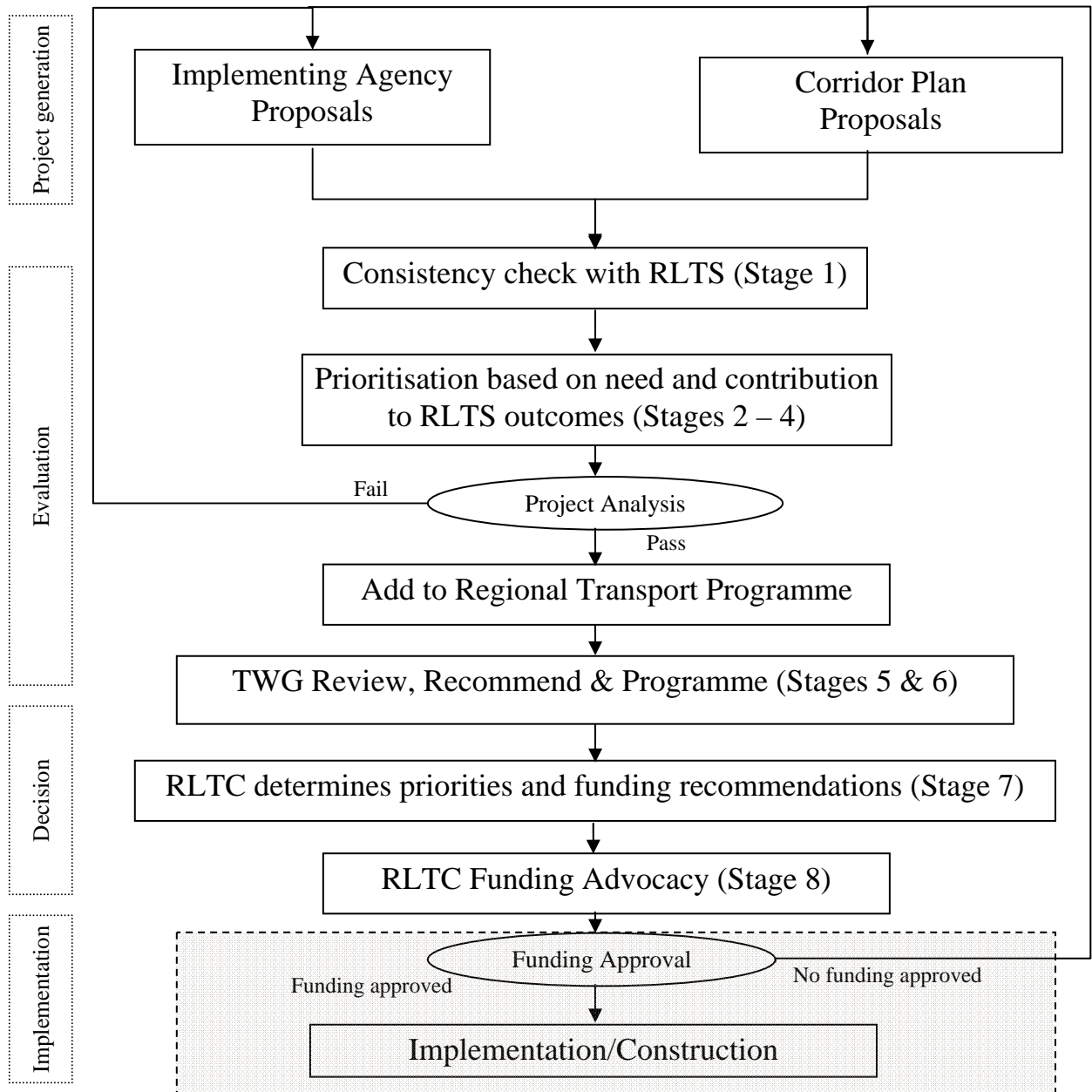
5. Implementation plans

The draft RLTS implementation plans are now documented separately in accordance with the directions given by the Subcommittee. These are in **Attachment 2**. Their status is that they represent the current policy positions of RLTC until the Committee replacements are approved. The implementation plans will need to be reviewed in order to fully align with the direction of the final strategy. A timetable for the review of the implementation plans is recommended to be included in chapter 13 of the final strategy.

6. Review of the Regional Transport Programme

The Regional Transport Programme is scheduled to be reviewed early in 2008 as soon as the Transmission Gully Motorway and Ngauranga to Wellington Airport studies report back.

An aspect of the Regional Transport Programme review will entail the application of a process to determine priorities. **Attachment 4** sets out a draft of the high level process that is suggested to take place when prioritising the Regional Transport Programme. The RLTC Technical Working Group is currently working on developing the actual evaluation methodology (stage 2), which will be reported to the RLTC by early 2008. The following diagram sets out how the prioritisation and programming process is proposed to work:



7. Next steps

The Hearings Subcommittee will recommend adoption of the final strategy to the RLTC. An audit of the recommended final strategy will be undertaken to confirm it complies with the requirements of the Land Transport Act 1998. The RLTC will consider the Hearing Subcommittee's recommendations, at its meeting on 27 June 2007, and in turn recommend a final strategy for the Council's consideration.

8. Communication

There are no communication matters arising from the Subcommittee reporting back to the Regional Land Transport Committee. The key points contained in this report will be fed back to submitters once the Council has adopted the new RLTS.

9. Recommendations

That the Subcommittee:

1. **Receives** the report;
2. **Notes** the content of the report;
3. **Agrees** that the responses to submissions, as set out in Section 4 of this report are appropriate;
4. **Agrees** to recommend to the Regional Land Transport Committee the recommended final strategy as set out in Attachment 1;
5. **Notes** the Implementation and Corridor Plans document as set out in Attachment 2;
6. **Notes** the Regional Transport Programme 2005/06 – 2016 as set out in Attachment 3;
7. **Notes** that the implementation plans will need to be reviewed to ensure that they align to the new Regional Land Transport Strategy;
8. **Agrees** to recommend to the Regional Land Transport Committee the review process for the implementation and corridor plans as set out in chapter 13 of the recommended final strategy (Attachment 1);
9. **Recommends** that the Regional Land Transport Committee notes the draft process for prioritising the Regional Transport Programme provided in Attachment 4, noting that the detailed evaluation methodology is still to be developed; and
10. **Recommends** that the Chair of the Regional Land Transport Committee be authorised to approve editorial amendments to the strategy and final

approval of the Subcommittee's report to the Regional Land Transport Committee.

Report prepared by:

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Attachment 1: Recommended Regional Land Transport Strategy 2007-2016

Attachment 2: Implementation and Corridor Plans

Attachment 3: Regional Transport Programme 2005/06 – 2016

Attachment 4: Draft Regional Transport Programme Prioritisation Process