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Committee Council  
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Committee

## Approval of the Wellington Regional Land Transport Strategy

### 1. Purpose

To seek Council's agreement to adopt the Wellington Regional Land Transport Strategy (RLTS) 2007 – 2016.

### 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

Section 175(1) of the Land Transport Act (LTA) 1998 requires every regional council to prepare a land transport strategy for its region. A review of the current RLTS (1999-2004) has been carried out by the Regional Land Transport Committee over the past three years. The review process was extended to enable the Western Corridor Plan process to be completed, and to align with development of the Wellington Regional Strategy.

The strategy review included an initial phase of consultation in August 2005 which sought comment on the draft vision, objectives and outcomes of the strategy, along with three strategic options for achieving these. Feedback from this first consultation process was considered by the Regional Land Transport Committee at a hearing on 23 November 2005 and at a meeting on the 8 December 2005.

A draft RLTS was then developed, taking account of the feedback from the first stage of consultation. The Regional Land Transport Committee approved the release of a draft RLTS for consultation on the 31 October 2006. Consultation on the draft RLTS followed the special consultative procedures of the Local Government Act.

#### **4. Special Consultative Process**

The special consultative process undertaken by the Regional Land Transport Committee included the following elements:

- A document summarising the RLTS was distributed to all households in the region (approx 180,000 households)
- Copies of the proposal (full draft RLTS) sent to around 300 stakeholders (individuals and organisations)
- Public notices in major newspapers and local community newspapers
- Information on the Greater Wellington website
- Media articles throughout the submission period
- A submission period of over 3 months
- Briefings with stakeholder groups
- A survey of residents and businesses in the region

The consultation process met the requirements of the Local Government Act 2002 for a special consultative procedure. Details of the outcome of the consultation are discussed below.

#### **5. Submissions and Hearings**

A total of 1294 submissions were received on the draft Wellington RLTS. Of these submitters, approximately 140 indicated a wish to be heard in support of their submission.

On the 28 February 2007, the Regional Land Transport Committee resolved to appoint a Hearings Subcommittee to hear, evaluate and report on submissions on the draft RLTS (November 2006) and make recommendations to the Regional Land Transport Committee. The Hearings Subcommittee comprised Councillor McDavitt (chairperson), Councillor Evans, Mayor Staples, Mayor Milne, and Mr John Anderson. Mr Anderson is the member of the Regional Land Transport Committee representing access and mobility.

81 individuals and organisations appeared at hearings on 19, 20 and 22 March 2007. Deliberations on the submissions by the Hearings Subcommittee followed on 2 April 2007. Officer comment and recommendations on the submissions were provided to the Subcommittee members to help inform their consideration of the matters raised.

A brief overview of submissions is set out below. A full analysis of the submissions received and the key issues raised can be found in the *Report on submissions on the draft Wellington Regional Land Transport Strategy*

(Report 07.178) to the RLTS Hearings Subcommittee meeting on 2 April 2007.

### 5.1 Overview of submissions

A large proportion of the 1294 submissions (around 73 %) were made on pro formas or using pro forma text developed by around eight groups. Feedback was also received via the Council’s website form, the form included with the summary document and via individually prepared letters and emails.

Nearly all of the submissions were received from individuals. A relatively small number were received from representatives of community based organisations, including residents’ associations, special interest groups and regional branches of national organisations. The remainder of submissions were received from Government related bodies, such as Transit New Zealand, a range of District Health Boards and territorial authorities from within and bordering the region.

Submissions were received from throughout the region and beyond. Around 41% of submissions came from Wellington City, in large part due to the dominance of pro forma Option 3 submissions. Option 3 submissions were also signed by eight people that gave addresses in Europe. Kapiti was also well represented, particularly due to a number of pro formas which dealt with rail issues. A lower than expected response was received from Porirua, Hutt Valley and Wairarapa.

The following graph shows the response by area. The ‘other’ category covers submissions from national organisations, outside the region, and those that did not identify a location.

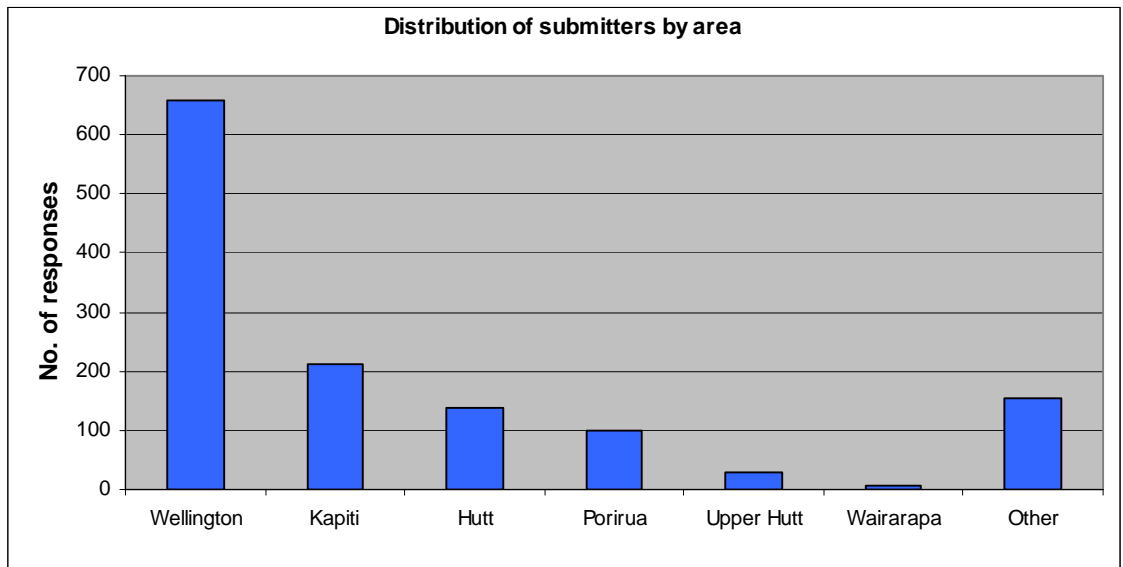


Figure 1: Distribution of submitters by area

## 5.2 Issues raised in submissions

The issues raised by submitters through their submissions were wide ranging both in terms of topic and specificity. Submitters commented on high level strategic issues through to detailed operational matters. Many matters raised by submitters were supported by some and opposed by others.

A significant group of submitters (predominantly through three pro forma groups – Option 3, Kapiti Transport Action Group and Tranz Metro) were of the view that the investment in the strategy programme was heavily weighted towards roading projects and that inadequate funding is allocated to public transport and active modes. A common theme raised by this group of submitters was the need for leadership in relation to climate change and environmental sustainability, together with the need to improve passenger transport services, particularly the region’s commuter rail network.

Another group of submitters noted their support for the strategy and its balance of investment and projects to address both road and rail network improvements in the region. These submitters generally noted particular support for the inclusion of Transmission Gully Motorway in the strategy.

There was a strong call among submitters for the upgrade of State Highway 58 ahead of the proposed new Grenada to Gracefield Stage 1 link road. Much concern was also expressed by submitters, primarily from the Korokoro and Petone areas, in relation to the route of this proposed new link road. Submitters sought assurance that the route would not adversely impact on the Korokoro Valley.

A number of contrasting views were received in relation to affordability and funding of the strategy. Some submitters considered that all essential projects for the region should be identified in the strategy while others believed that only those with identified funding should be included. A range of views were noted by submitters in relation to the appropriate funding sources for projects from user pays, rates, the Crown and innovative public-private partnership solutions. Overall, there was a call for increased Crown funding, particularly to address rail infrastructure issues and improvements to State Highway One.

## 6. Market Research

A telephone survey of 800 residents and 100 businesses throughout the region was carried out during the draft RLTS consultation period by consultant Peter Glen Research. The market research survey tested the views of the community in relation to the region’s transport system.

The Subcommittee received the survey report at its deliberations meeting on 2 April (Attachment 1 to **Report 07.169**). The report summary and detailed tables are also available on the Greater Wellington website. The key findings from the market research report supported the weight of views expressed through submissions in relation to support for improved public transport and

were used along with the feedback from submissions to inform the Subcommittee's deliberations.

## 7. Regional Land Transport Committee recommendations

Following consideration of both written and oral submissions and the market research survey results, the Subcommittee was of the view that further work was required 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 CO<sub>2</sub> 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.

It asked officers to carry out this further work. In doing so, the Regional Land Transport Committee Technical Working Group (TWG) was asked to assist the process and its input was facilitated through two workshop sessions held on 27 April and 4 May 2007. The TWG is a group consisting of officers from Greater Wellington, the region's territorial authorities, Transit, Land Transport NZ and several other technical representatives.

The RLTS was then redrafted by the Subcommittee to incorporate the further work developed through TWG and Subcommittee workshops in relation to the vision, objectives, outcomes, targets, policies and structure of the document.

The Regional Land Transport Committee received a comprehensive report from the RLTS Hearings Subcommittee at its meeting on the 27<sup>th</sup> June 2007. The report (**Report 07.411**) contained an outline of the issues raised in submissions and the Subcommittee's recommendations for changes to the draft RLTS document, including a recommended final RLTS.

The Regional Land Transport Committee considered the revised RLTS prepared by the Subcommittee and agreed to recommend adoption of the final RLTS to Greater Wellington, subject to several minor amendments to be approved by the Chairperson.

## 8. Recommended Wellington Regional Land Transport Strategy

The RLTS recommended for adoption is included in **Attachment 1**. The implementation and corridor plans, and the Regional Transport Programme 2006/07, which will sit alongside the strategy are included in **Attachments 2 and 3**.

The following is a summary of the key elements of the RLTS being recommended by the Committee.

## **8.1 Vision**

The vision is *'To deliver, through significant achievements in each period<sup>1</sup>, an integrated land transport system that supports the region's people and prosperity in a way that is economically, environmentally and socially sustainable.'*

This vision statement is supported by several paragraphs of commentary to clearly express the strategy's aspiration. Vision statements have also been developed for each of the region's transport corridors and these are set out in the corridor plan summaries in the strategy.

## **8.2 Strategy structure**

The detailed implementation plans, corridor plans and the Regional Transport Programme are documented separately from the RLTS. This is a change from the 1999 – 2004 RLTS which included the plans in the principal document. Removing the implementation documents from the strategy itself has enabled the RLTS to be clear about the expected strategic direction for the region's land transport system, while allowing the various implementation documents to be reviewed and updated more regularly to respond to new information and to reflect the strategic direction set by the strategy. The implementation plans and corridor plans will be read alongside the RLTS and will remain the policy for implementing the RLTS until replaced following their next review.

## **8.3 Outcomes**

The land transport outcomes are structured using a hierarchy of 'key outcomes' and 'related outcomes'. Outcomes for the region are expressed to 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.

## **8.4 Targets**

The RLTS includes a series of targets to signal the magnitude of the changes that the RLTS seeks in relation to each of the strategy outcomes. 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. While these targets will be very challenging, they have been set at a level where the Committee believes there is potential to achieve them provided 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.

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<sup>1</sup> Short term 0 - 3 years; medium term 4 - 10 years; long term beyond 10 years.

The key outcomes and associated targets are set out in the table 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 <sub>2</sub> 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	All large subdivisions and developments include appropriate provision for walking, cycling and public transport.
7.1 Improved regional freight efficiency	Improved road journey times for freight traffic between key destinations.

## 8.5 Policies

The RLTS includes policies under a number of headings including Network Management, Travel Demand Management, Safety, Environment and Public Health, Planning and Integration, Securing Transport Funds, Implementation Policies, Programme Prioritisation and Funding Policies. The policies have been developed in direct response to the pressures and issues facing the region's land transport network and the desired outcomes of the strategy. The RLTS policies also provide important guidance for programme prioritisation, and for implementation and corridor plan reviews.

A series of prioritisation policies have been included to guide the prioritisation of projects within the Regional Transport Programme. The Regional Transport Programme 2006/07 is scheduled to be reviewed early in 2008 as soon as the Transmission Gully Motorway and Ngauranga to Wellington Airport studies report back. Review of the Regional Transport Programme will be guided by the new prioritisation policies and will need to give effect to the new strategic framework provided by the adopted Wellington RLTS 2007 - 2016.

Of note, policy area 'Securing Transport Funds' includes a policy to advocate for increased funding from central government. It also includes a policy which seeks to investigate various ways of addressing the funding gap in the current programme and identifies a number of potential mechanisms for doing this.

## 9. Regional Passenger Transport Plan

The Regional Passenger Transport Plan has been developed separately by Greater Wellington's Passenger Transport Committee, under the Transport Services Licensing Act 1989. However, section 175(2)(k) of the LTA 1998 states that every RLTS must include any regional passenger transport plan. Therefore the consultation process and development of a final Passenger Transport Plan has been carried out in alignment with the RLTS review. Once adopted by Greater Wellington, the Passenger Transport Plan will form part of the RLTS.

## 10. Process Audit

In accordance with section 175(2)(p) of LTA 1998, the RLTS has been independently audited. Mein Consulting Ltd has progressively carried out the audit over the last 24 months, including a review of the process through the Subcommittee stage.

An audit checklist covering the statutory process and content requirements for the RLTS review was developed at the outset to ensure compliance with the relevant sections of the LTA 1998, the Land Transport Management Act (LTMA) 2003 and the Local Government Act (LGA) special consultative procedure.

Only one area of non-compliance has been identified by the auditor. This relates the timing of the RLTS review which has not completed by the statutory deadline of November 2005. The review process was delayed to take account of the outcomes of the Western Corridor Plan and the Wellington Regional Strategy processes. The auditor notes that the longer timeframe for preparation of the Wellington RLTS has enabled a thorough process of stakeholder involvement.

The auditor concluded that:

- The consultation process followed for preparation of the Wellington RLTS has been extremely thorough, and has met or exceeded all of the statutory requirements.
- The content of the RLTS meets all of the statutory requirements.

The auditor also recommended several minor clarifications to the strategy text to assist the reader. These have been subsequently addressed in the final strategy where appropriate.

A copy of the audit report is provided as **Attachment 4**. A final audit report will be received following distribution of the RLTS (see section 12 below).

## 11. Presentation of the published RLTS

Presentation of the published RLTS document will include a colour cover page, and all maps and diagrams in colour to assist the reader. It is proposed that the published RLTS will sit in a folder, with the implementation documents sitting behind it using a tabs system. The separate implementation



documents can then be lifted out and replaced following their individual reviews.

## 12. Final steps

Following agreement of the Council to adopt the RLTS, the final steps will be to:

- Prepare and send response letters to all submitters, to be signed by the Chairperson of the Regional Land Transport Committee
- Publish and distribute the adopted RLTS to statutory parties and key stakeholders
- Obtain final auditor sign off for adoption and distribution of the strategy
- Develop and implement an RLTS communications strategy.

## 13. Communication

The highlights and key messages of the adopted strategy will be communicated by:

- Media release
- Greater Wellington website
- Letter to submitters.

A communications strategy for the implementation of the RLTS is to be prepared. This will include the use of diagrammatic and pictorial communications. Communications will be ongoing and will include regular communication of progress towards achieving the strategy's targets.

## 14. Recommendations

*It is recommended that the Council:*

1. *Receives the report;*
2. *Notes the contents of the report;*
3. *Adopts the Regional Land Transport Strategy, as set out in Attachment 1;*
4. *Notes the Implementation and Corridor Plans documents as set out in Attachment 2;*
5. *Notes the Regional Transport Programme 2006/07 – 2016 as set out in Attachment 3;*
6. *Notes that the Implementation and Corridor Plans will need to be reviewed to ensure that they align to the new Regional Land Transport Strategy;*

7. *Notes the audit report on the Wellington Regional Land Transport Strategy provided in Attachment 4;*
8. *Agrees that the Chair of the Regional Land Transport Committee be authorised to approve minor editorial amendments to the strategy prior to publication.*

Report approved by:



**Terry McDavitt**  
Chairman, Regional Land Transport Committee

- Attachment 1: Recommended Regional Land Transport Strategy 2007-2016**
- Attachment 2: Implementation and Corridor Plans**
- Attachment 3: Regional Transport Programme 2006/07 – 2016**
- Attachment 4: Wellington RLTS Independent Audit Report (15 June 2007)**