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Committee Regional Land Transport Strategy Hearing  
Subcommittee  
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## **Report on submissions on the draft Wellington Regional Land Transport Strategy**

### **1. Purpose**

To provide the Hearings Subcommittee with an overview of the submissions received on the draft Regional Land Transport Strategy, identify the key issues raised by submitters and provide recommendations on the process to be followed to finalise the strategy.

### **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. Outline of the Report**

A summary of the consultation timeframe and consultation process is provided.

An overview of the 1294 submissions is included to provide the Subcommittee with a sense of which areas in the region submissions have come from, a profile of submission types and the response to questions asked on the submission form.

The key issues arising from the submissions are then identified. This is followed by a discussion of the broad issues and recommendations for progressing the strategy for consideration by the RLTC. It is recommended that the strategy be revised 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 (projects and activities)
- address inconsistencies in the draft strategy, particularly in relation to targets
- more explicitly address mode share targets.

## 4. Background

On the 28 February 2007, the Regional Land Transport Committee (RLTC) resolved to appoint an RLTS Hearings Subcommittee to hear, evaluate and report on submissions and make recommendations to the RLTC.

The Subcommittee has been provided with full copies of all the submissions and heard 81 oral submitters. To assist the RLTC to fully consider the submissions and decide on the appropriate responses the Subcommittee is required evaluate and report on the submissions and make recommendations to the RLTC, based on its full knowledge of the matters raised. The recommendations will then be considered by the RLTC in June 2007.

## 5. Consultation Process

The Regional Land Transport Committee, at its meeting on 31 October 2006, approved the draft Regional Land Transport Strategy for public consultation. Consultation on the draft Passenger Transport Plan was fully coordinated with this process. Consultation commenced on 11 November 2006 and followed the special consultative procedures under the Local Government Act. A summary document was distributed to all households in the region. The full document and summary was mailed to approximately 55 stakeholders and 300 interested parties. Copies of the draft strategy and summary document were sent to all Territorial Authorities and public libraries. A media release was prepared, public notices were placed in the Dominion Post, Wairarapa Times Age and local papers. The Council's newsletter 'Elements' featured an article in the December issue. The Council's website had a dedicated page with an electronic submission form.

A series of meetings was held as shown in Table 1. Turn out was disappointingly low to the public meetings.

Locality	Meeting Date	Attendance
Featherston	20 November 2006	1
Lower Hutt	21 November 2006	5
Carterton	27 November 2006	6
Porirua	29 November 2006	8
Paraparaumu	30 November 2006	9
Masterton	4 December 2006	4
Wellington	7 December 2006	1
Upper Hutt	12 December 2006	1

Table 1: Public meetings held as part of the draft RLTS consultation.

In addition to the above public meetings a presentation was made to Living Streets Wellington Branch, Wellington City Council Environmental Reference Group, and the Chartered Institute of Logistics in Transport meetings at their invitation. The draft RLTS was also presented to the Ara Tahi Hui on 6 December 2006 and to Upper Hutt City Council on 13 December 2006.

Submissions closed on 16 February 2007.

## 6. Analysis of submissions

### 6.1 Overview

Of the nearly 1300 submissions that were received a large proportion (around 73 % of the total) were made on a pro forma 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. Approximately 140 submitters (11% of the total) indicated a wish to be heard in support of their submission. All of these people were offered the opportunity to appear before the RLTS Hearings Subcommittee.

Nearly all of the submissions were received from individuals. A relatively small number were received from representatives of community based organisations, including resident's 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 and beyond the region.

### 6.2 Type of respondent

Individuals dominated the type of respondent providing 95% of submissions. Submissions were also received from a number of organisations, interest groups and stakeholders. The following table and graph shows the respondent types.

Type	Individual	Organisation	Interest Group	Stakeholder	Total
Response	1235	25	24	10	1294
% of total	95%	2%	2%	1%	

Table 2: Analysis of respondents

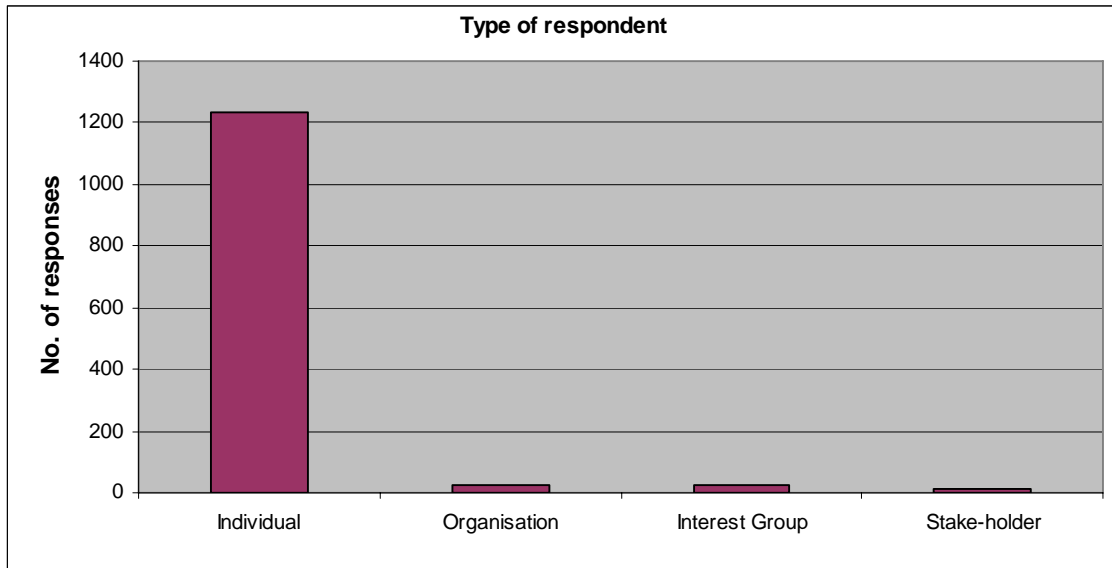


Figure 1: Type of respondent

### 6.3 Type of response

Pro forma submissions were the most common type of response providing 73% of submissions. The pro forma developed by Option 3 dominated this category and accounted for 47% of all submissions. Emails, letters and submission forms (both paper and via the website) were also used to provide feedback. The following tables and graphs present an analysis of the response types and more detailed analysis of the pro forma submissions.

Type	Pro Forma	Email	Web form	Letter	Submission form	Total
Response	941	119	85	79	70	1294
% of total	73%	9%	7%	6%	5%	

Table 3: Analysis of response methods

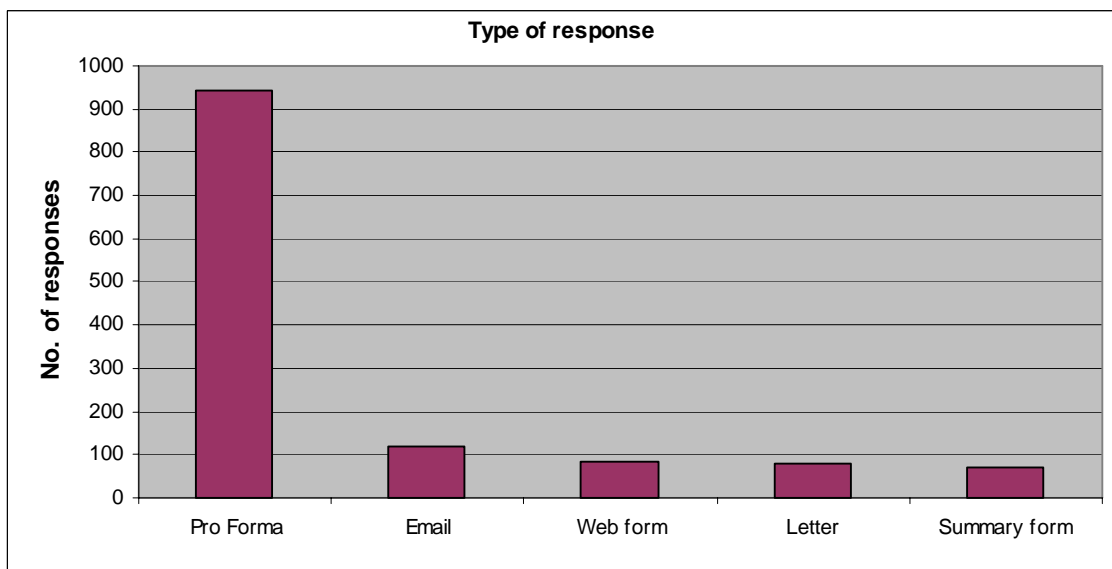


Figure 2: Type of Response

Type	Pro Forma Option 3	Pro Forma support TGM	Pro Forma Kapiti TAG	Pro Forma Rail	Pro Forma Grenada-Gracefield	Pro Forma Melling Rail	Pro Forma Hutt Rail	Pro Forma Kapiti Rail
Response	608	153	93	52	12	8	8	7
% of total	47%	12%	7%	4%	1%	1%	1%	1%

Table 4: Analysis of pro forma responses

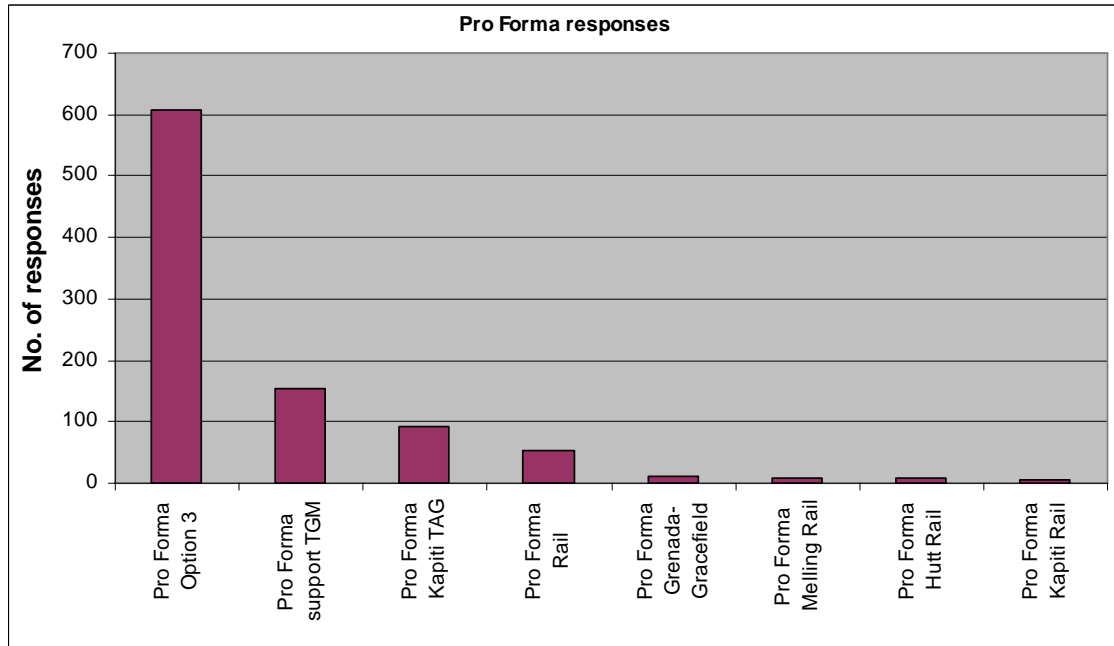


Figure 3: Pro Forma responses

## 6.4 Submissions by area

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 forma's which dealt with rail issues. A lower than expected response was received from Porirua, Hutt Valley and Wairarapa.

The following table and 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.

Area	Wellington City	Kapiti	Hutt City	Porirua	Upper Hutt	Wairarapa	Other	Total
Response	658 (51%)	212 (16%)	138 (11%)	99 (8%)	28 (2%)	6 (0.5%)	153 (12%)	1294
% of region's population	41%	22%	8%	11%	9%	9%		

Table 5: Submissions by area

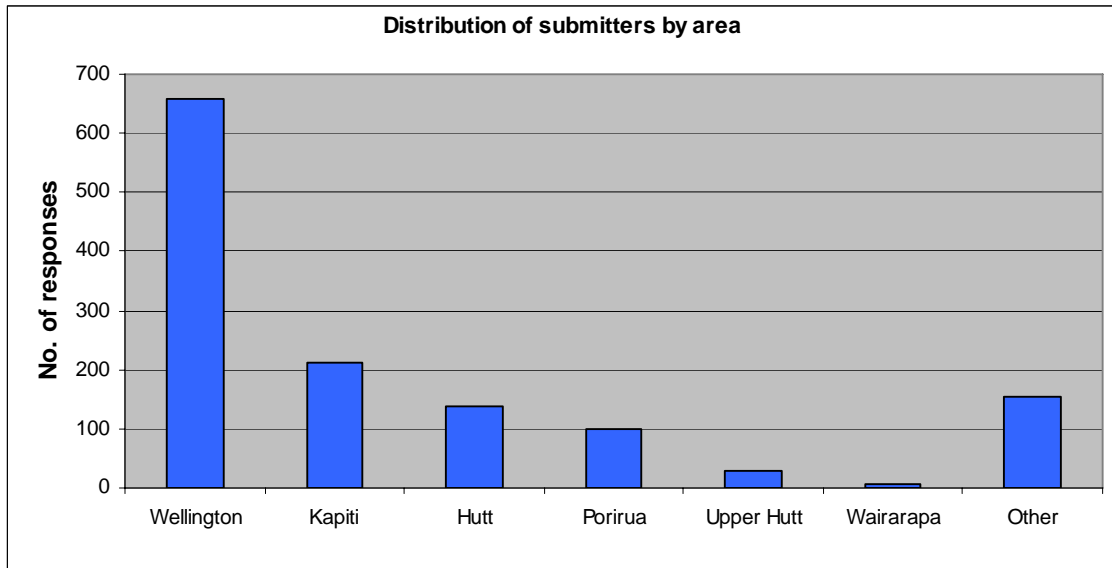


Figure 4: Distribution of submitters by area

## 6.5 Responses to submission form questions

A copy of the submission form is in **Attachment 1**. The following outlines responses to questions asked in the summary document submission forms (both paper and electronic). Not all respondents that used the forms answered all questions, so total responses for each question are not equal. It should also be noted that the overall response rate for these questions was fairly low (ranging from 9% to 13% of all submissions).

### 6.5.1 Vision

Question 1 asked “*Do you agree that the strategy moves us towards the vision?*” Only 13% of submitters answered this question. Of those that did, the balance of views tended to agree although strong disagreement was also recorded. The following table and graph present an analysis of the responses to question 1.

Strongly agree	Somewhat agree	Undecided	Somewhat disagree	Strongly disagree	Total	% of total submissions
41 (25%)	46 (29%)	13 (8%)	25 (15%)	38 (23%)	163 (100%)	13%

Table 6: Analysis of summary question 1

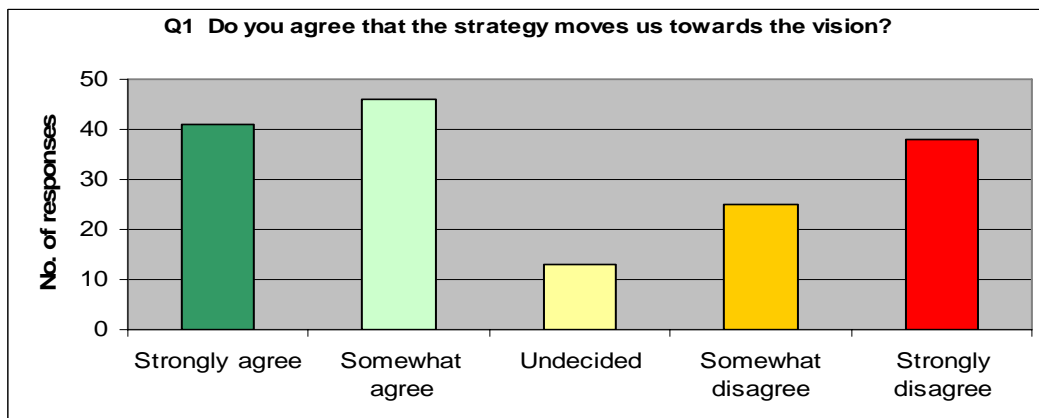


Figure 5: Strategy vision?

### 6.5.2 Walking

Question 2.1 asked “*How well do you think the strategy addresses walking?*” Only 10% of submitters answered this question. Of those that did, the balance of views was ‘neutral’. Positive responses tended to balance the negative responses. The following table and graph present an analysis of the responses to question 2.1.

Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
15 (11%)	32 (24%)	38 (29%)	28 (21%)	19 (15%)	132 (100%)	<b>10%</b>

Table 7: Analysis of summary question 2.1

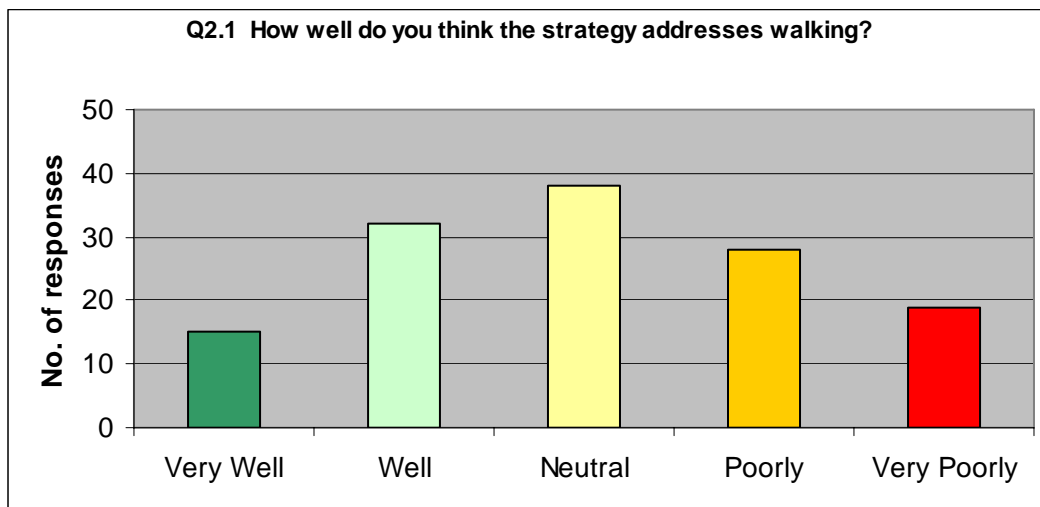


Figure 6: Strategy walking?

### 6.5.3 Cycling

Question 2.2 asked “*How well do you think the strategy addresses cycling?*” Only 10% of submitters answered this question. Of those that did, the balance of views was ‘poorly’ with a fairly strong response to ‘very poorly’. The following table and graph present an analysis of the responses to question 2.2.

Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
10 (8%)	30 (23%)	35 (27%)	27 (21%)	28 (21%)	130 (100%)	<b>10%</b>

Table 8: Analysis of summary question 2.2

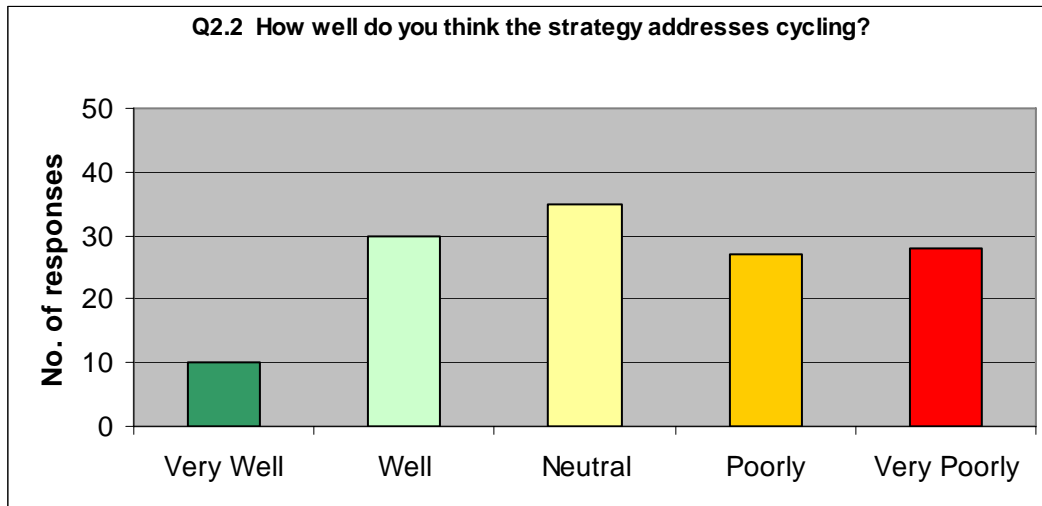


Figure 7: Strategy cycling?

#### 6.5.4 Road safety

Question 2.3 asked “*How well do you think the strategy addresses road safety?*” Only 9% of submitters answered this question. Of those that did, the balance of views was ‘neutral’ to ‘well’. Again a full range of views were recorded. The following table and graph present an analysis of the responses to question 2.3.

Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
10 (8%)	37 (30%)	37 (30%)	25 (21%)	13 (11%)	122 (100%)	9%

Table 9: Analysis of summary question 2.3

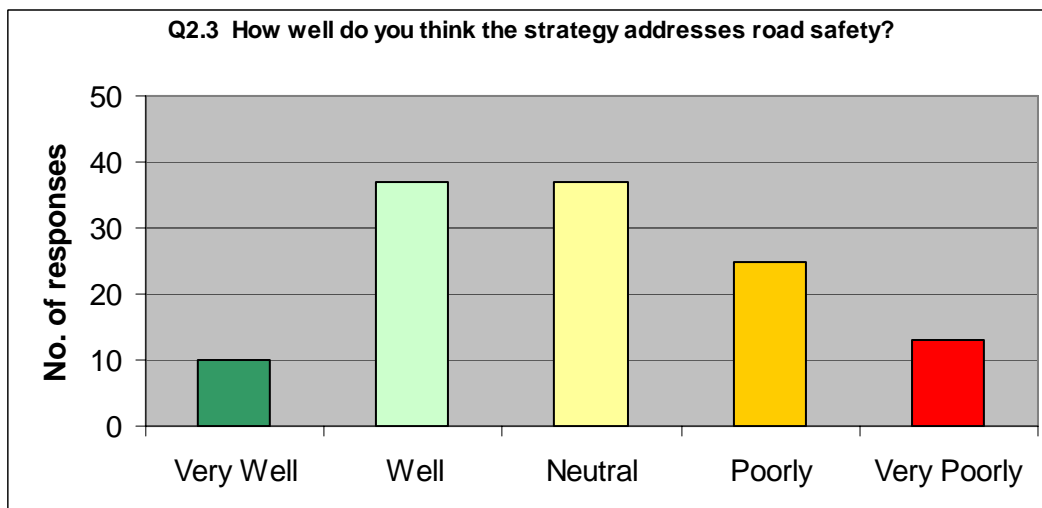


Figure 8: Strategy road safety?

#### 6.5.5 Travel demand management

Question 2.4 asked “*How well do you think the strategy addresses travel demand management?*” Only 9% of submitters answered this question. Of those that did, the balance of views was ‘neutral’. The following table and graph present an analysis of the responses to question 2.4.



Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
11 (9%)	29 (25%)	30 (25%)	27 (23%)	20 (18%)	117 (100%)	9%

Table 10: Analysis of summary question 2.4

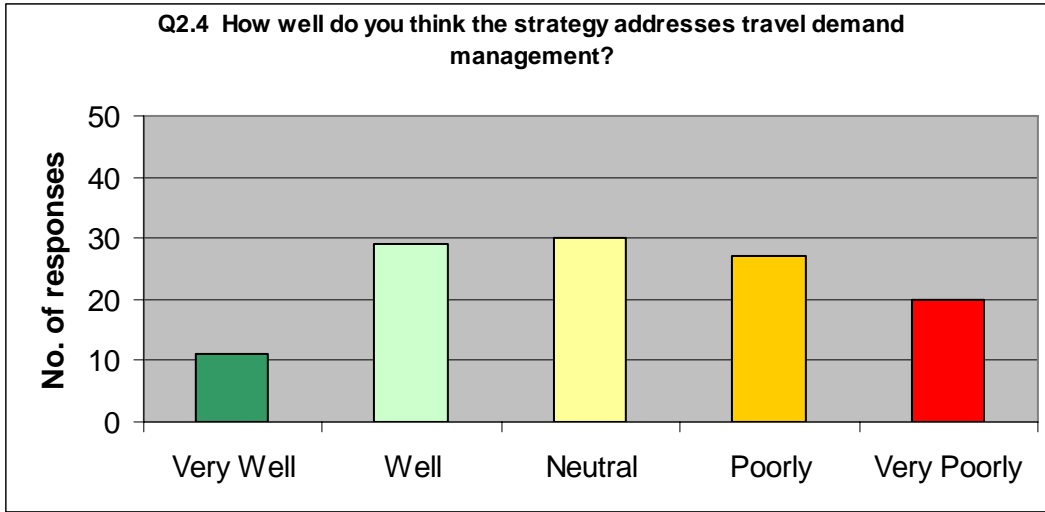


Figure 9: Strategy travel demand management?

### 6.5.6 Rooding

Question 2.5 asked “How well do you think the strategy addresses roading?” Only 10% of submitters answered this question. Of those that did, the balance of views was ‘well’. The response to ‘very well’ was significantly more than ‘very poorly’. The following table and graph present an analysis of the responses to question 2.5.

Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
24 (19%)	43 (34%)	22 (17%)	23 (19%)	15 (11%)	127 (100%)	10%

Table 11: Analysis of summary question 2.5

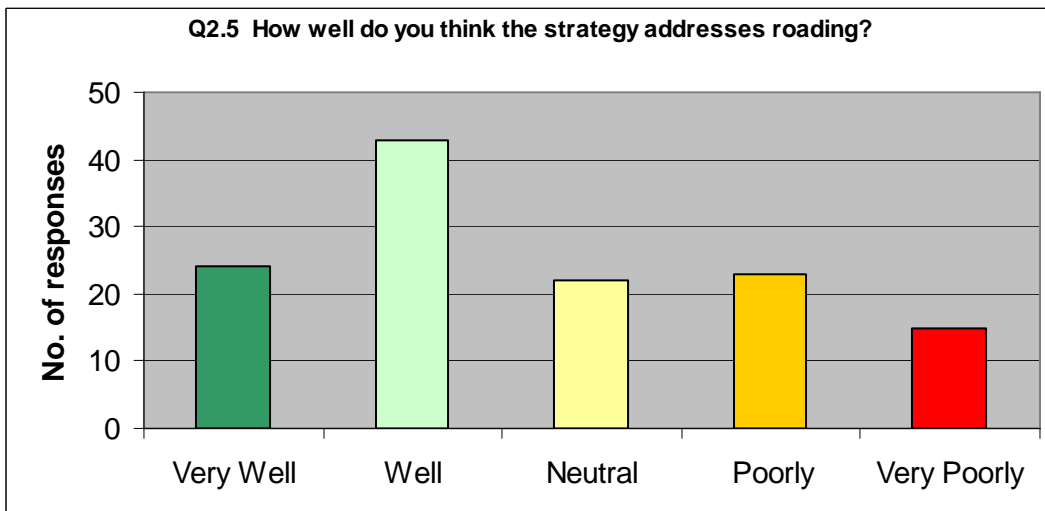


Figure 10: Strategy roading?

### 6.5.7 Buses

Question 2.6 asked “*How well do you think the strategy addresses buses?*” Only 10% of submitters answered this question. Of those that did, the balance of views was ‘well’ with the polar views tending to balance one another. The following table and graph present an analysis of the responses to question 2.6.

Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
16 (13%)	42 (33%)	28 (22%)	30 (23%)	12 (9%)	128 (100%)	<b>10%</b>

Table 12: Analysis of summary question 2.6

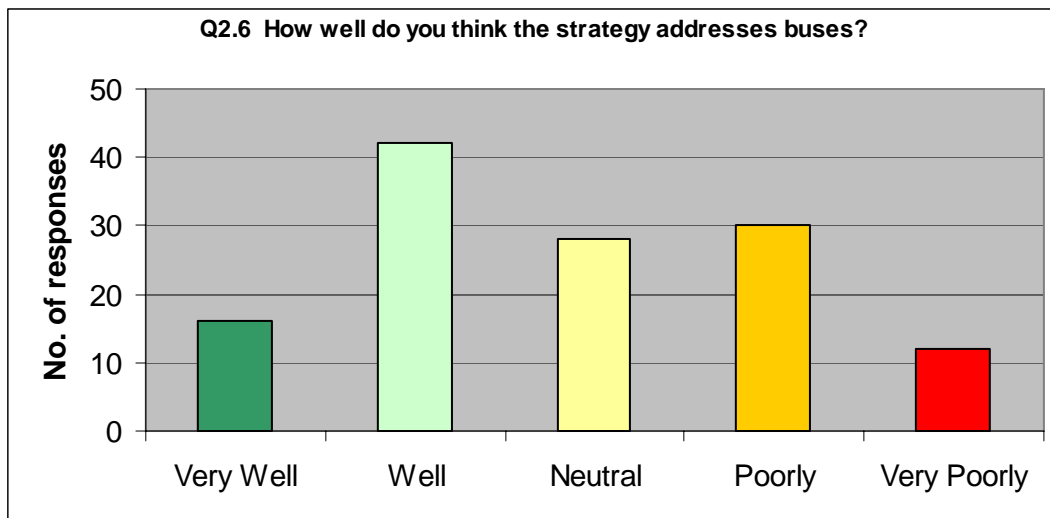


Figure 11: Strategy buses?

### 6.5.8 Rail

Question 2.7 asked “*How well do you think the strategy addresses rail?*” Only 10% of submitters answered this question. Of those that did, the balance of views was ‘neutral’ with a fairly even response from ‘very well’ to ‘very poorly’. The following table and graph present an analysis of the responses to question 2.7.

Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
24 (19%)	28 (22%)	20 (19%)	29 (22%)	25 (20%)	126 (100%)	<b>10%</b>

Table 13: Analysis of summary question 2.7

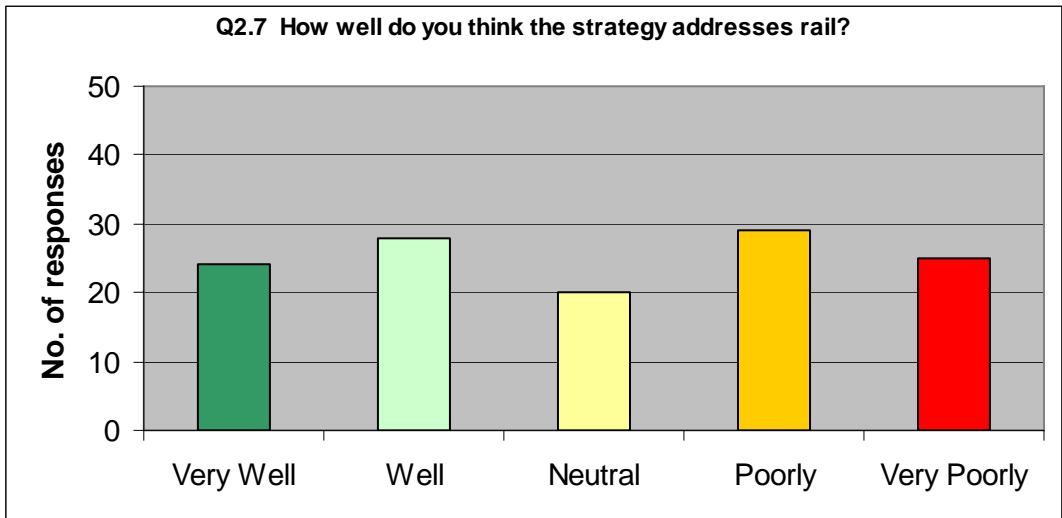


Figure 12: Strategy rail?

### 6.5.9 Freight

Question 2.8 asked “*How well do you think the strategy addresses freight?*” Only 9% of submitters responded to this question. Of those that did, the balance of views fell within the well to neutral categories. The following table and graph present an analysis of the responses to question 2.8.

Very Well	Well	Neutral	Poorly	Very Poorly	Total	% of total submissions
10 (8%)	33 (27%)	42 (36%)	21 (17%)	15 (12%)	121 (100%)	<b>9%</b>

Table 14: Analysis of summary question 2.8

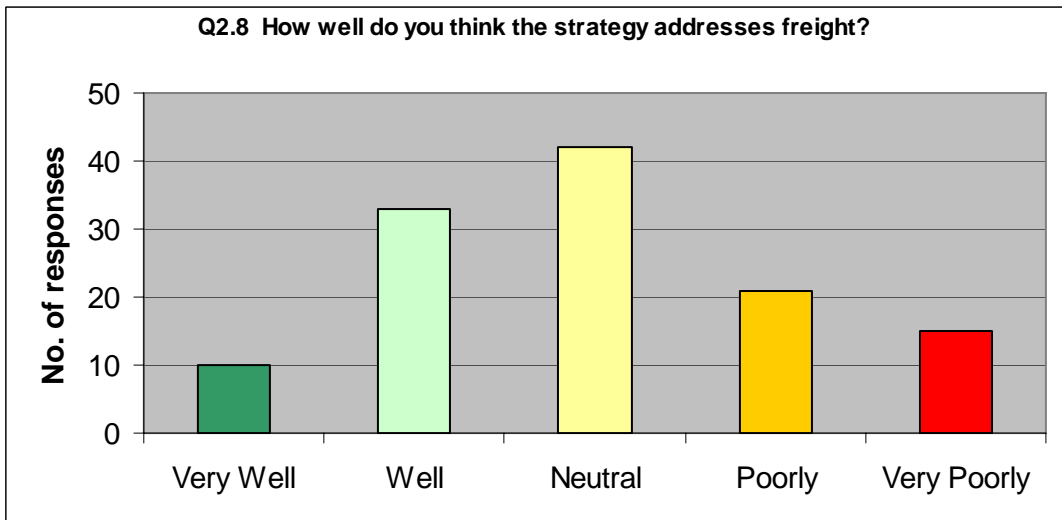


Figure 13: Strategy freight?

## **7. 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 issues. Many matters raised by submitters were supported by some and opposed by others. The following sets out some of the major topic areas and significant views raised by submitters.

### **7.1 Vision, Objectives, Policies, and Outcomes**

A wide range of views were received in relation to the strategy vision. While many submitters supported the vision, a number of other supporters were of a view that while the strategy's vision was appropriate, the strategy itself would be unlikely to achieve its vision.

General support was noted for the strategy objectives. Submitters often suggested greater priority or emphasis be given to one objective over the others depending on their particular viewpoint or area of interest (e.g. economic development, environmental sustainability, affordability, road safety, equity). Submitters also suggested various minor amendments to the strategy objectives.

Similarly, submitters generally supported the strategy's outcomes with some submitters suggesting the outcomes go further or be amended to better reflect their particular view. In general, submitters noted support for a range of policies and a number of new additional policies were suggested. It was also suggested that having all policies (general and corridor policies) in one place in the document would improve legibility.

The need for bolder 'stretch' targets was a common theme raised by submitters, particularly in relation to passenger transport, walking and cycling mode share, and greenhouse gas emissions.

### **7.2 Funding and affordability**

Affordability and funding sources were key issues raised by many submitters.

Submitters including Land Transport NZ, Transit NZ, Ministry of Transport/Ministry for the Environment and Wellington City Council were of the view that the strategy presented significant affordability difficulties and should be amended to more closely align with available funding or should only identify projects which are affordable under the funding plan. The funding gap for Transmission Gully Motorway was a key concern raised by submitters in this regard.

In contrast, other submitters including Wellington Regional Chamber of Commerce, Kapiti Coast District Council and the Green Party felt that the strategy should identify all required projects considered essential to the region and should not be limited by available funding sources. Wellington Regional Chamber of Commerce suggested utilising private sector investment, public/private partnerships and borrowing. Kapiti Coast District Council suggested that the strategy should be visionary and that investment programmes should follow, not define, the vision. Others suggested that all essential projects be identified in the strategy and be followed by strong advocacy to Central Government for the funding to achieve these.

Submitters noted their discontent at the different funding arrangements for passenger transport and roading projects. Some submitters felt that there should be greater equality in the Crown financial assistance rate (FAR) for passenger transport (currently 50% for bus and 60% for rail) and state highways (100%). Submitters also felt that different rules were being applied to passenger transport and roading projects in terms of affordability. It was suggested that passenger transport improvements were often listed as beyond 10 years due to funding constraints, yet Transmission Gully Motorway was identified in the first 10 years even though a funding gap exists with no definite source identified.

A number of submitters including Kapiti Coast Grey Power, residents associations and community boards raised serious concern about the likely impact of the transport improvements identified in the strategy on rates. Many considered that the need for such improvements has arisen from a lack of investment in transport in the region over previous years and that ratepayers should not be expected to make up for this now. In particular, concern was raised about the impact on economically vulnerable people including a growing elderly population.

Some submitters expressed alarm at the high level of funding allocated to public transport fare subsidies. Some felt that disincentives for car use (e.g., road pricing) are preferable over fare subsidies paid for by rates. This was in contrast to submitters who felt that public transport fares should be reduced to encourage greater use and address equity concerns for those without access to a private vehicle.

### **7.3 Balance of Investment**

A wide range of views was also recorded in relation to the balance of investment in the draft strategy. A large number of submitters commented that the balance of investment in the strategy was about right, however the weight of submissions suggested that the allocation of investment as set out in the Regional Transport Programme of the draft strategy was too heavily directed towards roads.

A large number of submitters suggested that at least half of the planned investment in new or improved transport infrastructure and services should go to public transport. Others felt the balance of investment should go much further towards public transport with no new roads built until all necessary public transport improvements were implemented.

Submitters also noted that much of the investment in public transport (particularly rail) is to address overdue maintenance and renewals rather than actual service improvements. They noted that much of the strategic roading investment is for road infrastructure improvements.

Concern about the small proportion of funding allocated to walking, cycling and travel demand management was raised by a number of submitters. Many considered that this was inadequate and that a greater proportion of funding needs to be put towards these modes and initiatives.

Concern was also expressed about an apparent disconnect between the front (vision, objectives, policies) and the back (Regional Transport Programme) ends of strategy. Submitters felt that the front of the document says the right sorts of things but the programme fails to provide an investment balance which will deliver on them.

## **7.4 Sustainability**

A number of submitters commented that the strategy does not adequately address issues of sustainability. In particular, submitters expressed concern about both climate change and peak oil and believed the strategy should better recognise and respond to these issues with urgency. While some submitters recognised that these issues require a stronger lead from Central Government, others felt that more could and must be done at the regional level. Submitters requested more ambitious targets for greenhouse gas emissions, and highlighted the need for more investment in and uptake of passenger transport, walking and cycling, and other innovative alternatives to private car use. Many submitters felt that the proposed construction of new roads in the strategy is in conflict with the need to address issues of climate change and peak oil.

Submitters requested more ambitious targets in relation to reduced fuel use, traffic growth and greenhouse gas emissions to respond to obligations under the Kyoto Protocol and National Energy Efficiency & Conservation Strategy (NEECS).

A common theme was that the economic cost of acting now to minimise greenhouse gas emissions is likely to be much less than the longer term cost of not acting (as set out in the recent Stern Report). Some submitters suggested that there is no economy without an environment and therefore it is incorrect for any analysis to make tradeoffs between these two areas. The need to be responsive and the ability to adapt to the impacts of climate change were also recognised by a number of submitters.

## **7.5 Public Health**

Submitters, including Regional Public Health, identified a number of determinants of public health which they considered the region's transport network have an impact upon. Key determinants include air pollution, accidents, physical activity, mental wellbeing, social cohesion, access to health services and other community facilities. Overall, submitters felt that reducing private car use and increasing the use of public transport, walking and cycling would have benefits in relation to these determinants.

Another key issue raised was equity concerns in relation to the cost of public transport for those members of the community who do not have access to a private car. The need to provide for those who are mobility impaired was also noted.

## **7.6 Road safety**

Support was widely noted among submitters for both road safety awareness campaigns and infrastructure improvements to address safety issues. A number of submitters suggested that more funding be allocated to safety improvements, in some cases as a priority over any new roads or capacity improvements.

Road safety issues on State Highway 1 (between Pukerua Bay and Paekakariki) and to a lesser extent State Highway 2 were identified by many submitters as significant. Submitters also identified the need to address safety issues for vulnerable modes of transport such as cycling and, to a lesser extent, pedestrians.

## **7.7 Roothing**

Matters relating to roads and private car use were commonly mentioned throughout the submissions. These included strategic issues through to detailed operational matters. Many of the roading issues are discussed elsewhere in this section, however the key roading priorities highlighted by a significant number of submitters were as follows:

- Strong support was noted for the inclusion of Transmission Gully Motorway (TGM) in the programme. Many submitters requested greater urgency in completing construction of TGM to alleviate current problems on the existing SH1. However, many submitters also noted their opposition to the proposed TGM.
- Support was widely noted among submitters for upgrading SH58 with many submitters suggesting this needed to be done in conjunction with TGM and should be prioritised ahead of the proposed Stage 1 Grenada to Gracefield link road as the means of improving east-west links. A number of submitters also suggested that the Cross Valley Link (Stage 2 Grenada to Gracefield) should be prioritised ahead of Stage 1 together with upgrades to SH58 and SH2.
- While some support for the proposed Grenada to Gracefield Stage 1 was noted, a large number of submitters opposed the new link road on the basis of its potential impact on Korokoro Valley and Belmont Regional Park, along with a list of other factors such as a perceived lack of consultation and no justification for the new road.
- General support was commonly noted for the proposed Kapiti Western Link Road.

## **7.8 Public Transport**

The large weight of submitters raised serious concern about a range of rail issues, in terms of both services and infrastructure. Submitters emphasised, in particular, the need for urgent rail improvements to address frequent delays and overcrowding. Extension of commuter rail in terms of destinations and scheduled services was also frequently sought. A common request was that all rail projects should be brought forward in the programme to the first 10 years to enable a significant service improvement as soon as possible.

A wide range of public transport improvements were sought by submitters. Support was noted for proposed projects and for new and innovative initiatives that submitters would like to see funded and implemented.

For rail these included strong support for initiatives to improve the speed, frequency, reliability and capacity of services. Sufficient new accessible carriages, double tracking and extension of electrification were requested on all lines. Improved timetabling, information, bus/train connections and more park and ride were also widely identified. Projects such as passing loops to minimise delays during train breakdowns and allow more express trains were sought. The need to address the Kaiwharawhara merge was given high priority by many.

For buses these included strong support for initiatives to improve the journey time, frequency, reliability and capacity of bus services. More bus priority measures,

particularly in areas of heavy traffic congestion were sought by many. More services between suburbs and residential areas were widely requested.

Support for real time information and integrated ticketing was common among submitters. Also frequently sought was greater provision of cycle carriage on train and bus services in the region.

## **7.9 Travel Demand Management (TDM)**

There was general support among submitters for a wide range of travel demand management measures including awareness campaigns, travel plans, walking school buses, flexible work (and school) hours, teleconferencing, and rideshare schemes. Greater provision of High Occupancy Vehicle or High Occupancy Toll (HOV/HOT) lanes were also generally supported, although some noted concerns at a perceived lack of effectiveness of the existing T2 lanes at Mana.

Support was also widely noted for road pricing measures such as a congestion charge or higher car parking fees as a disincentive to private car use during the peak period, with some suggesting that resulting revenue should be invested in public transport improvements. However, some submitters raised concern about any potential road pricing scheme suggesting that not all commuters had a choice other than private car due to the nature of their trip. The Wellington Regional Road Transport Association considered that trucks should be exempt from any congestion charge, as it is their belief that heavy vehicles do not significantly contribute to congestion.

Many submitters suggested that there is a need to use the existing infrastructure more efficiently, rather than continually spending money on new capacity improvements to meet growing demand. TDM tools were seen as a key method of achieving this.

A number of submitters felt that the best way to reduce demand for private car travel was to significantly improve the services and facilities provided by public transport, walking and cycling.

The potential for well designed and appropriately located land use development, integrated with transport infrastructure, to reduce the need for travel and dependence on private vehicles was recognised by many. Submitters including Land Transport NZ suggested that the opportunity to use land use planning to manage demand should be emphasised. Kapiti Coast District Council requested the strategy include a stronger definition of how transport will be integrated with urban form in a way that will support the Wellington Regional Strategy. A combined submission from the Ministry of Transport and Ministry for the Environment recommended the RLTS emphasise the role of the Regional Policy Statement (RPS) as the most important mechanism for directing land use planning in a way that supports a sustainable transport network.

## **7.10 Walking and cycling**

A common theme among submitters was support for more and improved cycle and pedestrian facilities in the region.

For cycling, these included new and upgraded cycle lanes/paths, more cycle parking/storage, cycle safety and priority measures. Cyclist safety was raised as a serious issue by many submitters. While some submitters felt that cycling should not be



encouraged or provided for through the strategy due to safety and other concerns, a large number of submitters sought improved facilities and safety campaigns to improve conditions for cyclists and to encourage greater uptake. It was widely recognised among submitters that reducing traffic speeds on the region's roads would contribute to making cycling safer.

Improvements requested to pedestrian facilities included new and upgraded safe pedestrian routes and walkways, pedestrian underpasses, pedestrian prioritisation, improved shelter and street lighting, and more pedestrian only zones.

Submitters recognised the variety of health benefits associated with an increase in use of walking as a transport mode for all or part of a trip. However, ACC noted caution in relation to these modes given their greater vulnerability to injury.

Concern was also expressed by submitters as to the likelihood of the proposed walking and cycling improvements identified in the strategy being implemented on the ground given the responsibility lies primarily with road controlling authorities.

## **7.11 Freight**

Submitters identified freight movement as being particularly important to economic growth. A number of submitters expressed concern at the impact of congestion and traffic delays on freight. Costly delays on State Highway 1 around Otaki, and journeys from Ngauranga Gorge south to CentrePort, Wellington City CBD and Wellington International Airport were identified as particular examples. However, other submitters felt that freight journeys (both road and rail) should be made outside peak commuting periods.

Submitters recognised the importance of improving east-west links in relation to freight efficiency, however while some supported the new Grenada to Gracefield link road, other felt the upgrade of SH58 together with improvements to SH2 and the new Cross Valley Link where more appropriate.

Another area of comment in relation to freight was the need to transfer more freight trips from road to rail wherever possible. This view was supported by other submitters who wanted to see the number of heavy vehicles on the region's roads reduced. It was recognised that improvements to the rail network and removal of any constraints, both within and outside the region, are needed to provide for such a shift.

The protection and reinstatement of the Gracefield Spur railway was identified by submitters as having potential to accommodate freight currently moved by road along Petone Esplanade. Support for improving freight links to the Wairarapa (road and rail) were noted by submitters, particularly given likely increases in primary production. A number of submitters also supported the strategy action to investigate and implement stock effluent sites in the Wairarapa.

## **7.12 Modelling and analysis**

Submitters raised concern about a number of matters in relation to use of the Wellington Transport Strategic Model (WTSM).

It was noted that the model uses data from the 2001 Census and that much had changed since 2001, particularly in terms of fuel prices, public awareness about climate change and travel behaviour. There was also concern raised about the limitations of the model to accurately capture walking and cycling trips.

Submitters felt that the model limitations and use of out of date mode share data of public transport, walking and cycling leads to inaccurate projections and planning for these modes. Submitters felt that more up to date data needs to be utilised in the model.

Several submitters also challenged the conclusion in the strategic options analysis which suggested that a shift in investment towards passenger transport and away from roads (as set out in the 'Advanced Passenger Transport' scenario) would lead to increased road congestion. Submitters challenging this conclusion noted that international evidence suggests new roads induce new traffic and suggested that increased allocation to public transport may in fact assist economic development and congestion.

## **8. Discussion**

### **8.1 Introduction**

The draft RLTS has been developed incrementally over a number of years based on the framework of draft objectives, policies and outcomes. The development of the draft strategy has included a number of separate review processes to arrive at modal strategies and corridor plans which currently form the implementation sections of the strategy. The corridor approach has enabled the region to identify and address issues applying along the region's strategic corridors. It is noted, however, that the Ngauranga to Airport Corridor is not yet complete and this currently leaves a significant gap in the identified regional transport needs.

The result of the above process is a strategy that attempts to both define the strategic direction for the region's transport network and identify projects to implement this direction. As a result, the draft strategy has a lack of clarity in parts and demonstrates a disconnection between the aspirations of the strategy and the forecast outcomes from implementing the programme within the available funding.

Since the draft strategy was released, there has been a significant shift in Central Government thinking with regards to climate change as expressed in several recent discussion documents relating to energy use and climate change. Similarly, a clear message was received from submitters and the community (identified through the market research survey findings) that there is a high expectation and desire for enhanced public transport.

These matters are discussed further in the following sections. There are a series of recommendations provided about further work on the strategy. At this time officers are seeking an agreement by the Subcommittee to carry out this further work. Providing specific advice on changes to the RLTS will follow, should the Subcommittee agree to the recommended approach.

## 8.2 Vision Statement

The draft strategy's vision 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. However, 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 may wish to develop this view and recommend it to the RLTC. Officers have prepared a first draft for discussion (refer **Attachment 2**).

**Recommendation 1: Enhance the vision to be more specific about the region's desired future transport system.**

## 8.3 Structure and level of detail of the strategy

The strategy needs to 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. Policies are required in order to give specific direction to decision making processes. The strategy should contain a description of the implementation planning process but not go into the detail of implementation plans as these are the responsibility of various implementing agencies. Strategic control is set out under the provision of the LTMA which require approved organisations to annually prepare land transport programmes and consult on them. The programmes must take account of the RLTS amongst other things.

Land Transport NZ's submission stated that they consider the role of the RLTS is to determine the strategic direction for transport for the region and that documentation of and giving effect to the implementation of the RLTS by means such as Corridor Plans should be separately documented. They note that separately documenting the implementation planning of the RLTS allows the region more flexibility to adjust the content and timing of the various elements of the implementation plans. This approach is supported and is consistent with the view set out in the above paragraph.

**Recommendation 2: Redraft the strategy so that the detailed implementation plans, corridor plans and Regional Transport Programme are documented separately from the strategy.**

The strategy's corridor plans currently contain a number of policies that are fairly generic and it is appropriate that these be revised and expressed in the policies section.

**Recommendation 3: Shift the corridor plan policies into the main policy section of the strategy.**

## 8.4 Strategic objectives

The draft strategy's objectives are appropriately based on the objectives of the NZTS, empowered by the LTA 1998 and LTMA 2003. Section 175(2) of the LTA 1998 states every regional land transport strategy take into account how the strategy:

- i) assists economic development
- ii) assists safety and personal security
- iii) improves access and mobility
- iv) protects and promotes public health
- v) ensures environmental sustainability.

Thinking to date has generally placed equal emphasis on all of these objectives in the absence of any Central Government direction. Given the feedback from the consultation process, it is timely to consider whether greater emphasis should be placed on any of the objectives, particularly '*ensure environmental sustainability*'.

The primary purpose of the transport network is to provide access to goods, services, facilities, etc for a variety of purposes. Therefore, the objective '*Improve access, mobility and reliability*' should probably receive highest priority provided that improving access is sustainable in terms of environmental, economic, public health and safety outcomes. Under the currently proposed policies and draft RTP most objectives see improved performance apart from environmental indicators such as CO<sub>2</sub> emissions and the use of non-renewable fossil fuels. In light of the above discussion, the policies, outcomes and targets should be revised to respond to this weakness. This in turn should lead to a revision of the RTP which will need to be developed under this revised strategic framework.

**Recommendation 4: Allocate weighting to the strategy objectives based on their priority over the next 10 years.**

## 8.5 Target revisions

Currently the draft strategy has targets for road safety, travel demand management and project implementation. The road safety targets were derived from the national level targets set out in the national road safety strategy 'Road Safety 2010' and remain appropriate as this is the best national guidance that is currently available. Travel demand management targets were developed taking account of the original NEECS (September 2001) and cover nine indicator areas (refer page 80 of the draft strategy).

The strategy's targets should lead to action plans and funding being aligned towards the achievement of targets. Having more ambitious targets is likely to require additional funding to further increase service levels offered by passenger transport and active modes. Having such targets clearly identified will support any advocacy by the region for additional funding from central government to achieve the desired outcomes.

### 8.5.1 CO<sub>2</sub> target

The primary concern raised by the majority of submitters was about the poor environmental performance of the proposed RTP, primarily in relation to increasing transport generated CO<sub>2</sub> emissions and the consequential impacts on climate change. In New Zealand, transport generated emissions account for 45% of CO<sub>2</sub> emissions which is

equivalent to 19% of total greenhouse gas emissions<sup>1</sup>. Wellington Region's land transport system contributes approximately 1.5% of New Zealand's greenhouse gas emissions.

The recent central government direction, as set out in various discussion documents (e.g. Draft NEECS, Draft NZES) and the Prime Minister's Statement to Parliament (February 2007) regarding her aspirations for a carbon neutral New Zealand, clearly signals that it is appropriate to ensure that the region's transport strategy sets out a framework to respond to this issue. Therefore, it is considered appropriate to revise the strategy to place greater emphasis on reducing transport related greenhouse gas emissions.

At a regional level the most effective measure to address CO<sub>2</sub> is to provide and encourage the use of alternative modes, primarily walking for short trips and passenger transport for longer journeys. This was recognised by many submitters who sought increased investment in these modes in order to achieve a change in mode share away from private vehicles. It should be noted that initiatives to reduce road congestion and provide more efficient road links between key destinations do have a role to play in reducing CO<sub>2</sub> emissions, however these initiatives tend to be less effective than other methods given the effect of induced traffic (new demand to fill newly created capacity on the road network).

Many submitters identified the need for the strategy to include more ambitious targets in relation to CO<sub>2</sub> emissions. At the moment, reducing CO<sub>2</sub> is one of the TDM Strategy's targets, and the target seeks to hold the line at 2001 CO<sub>2</sub> levels. Given the above discussion about the need for further emphasis on CO<sub>2</sub> and sustainability in the strategy, further consideration should be given to what is an appropriate CO<sub>2</sub> target.

The current Draft NZES (December 2006) sets out anticipated transport related CO<sub>2</sub> emission reductions reaching levels of the early 21<sup>st</sup> Century by 2016 if all of the initiatives set out in the Draft NZES are undertaken. The initiatives include:

- Reduced transport demand
- Transport modal shift
- Aviation efficiency (this initiative is outside the scope of the RLTS)
- Increased diesel uptake
- Petrol vehicle efficiency
- Biofuels
- Electric vehicles.

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<sup>1</sup> [www.climatechange.govt.nz](http://www.climatechange.govt.nz)

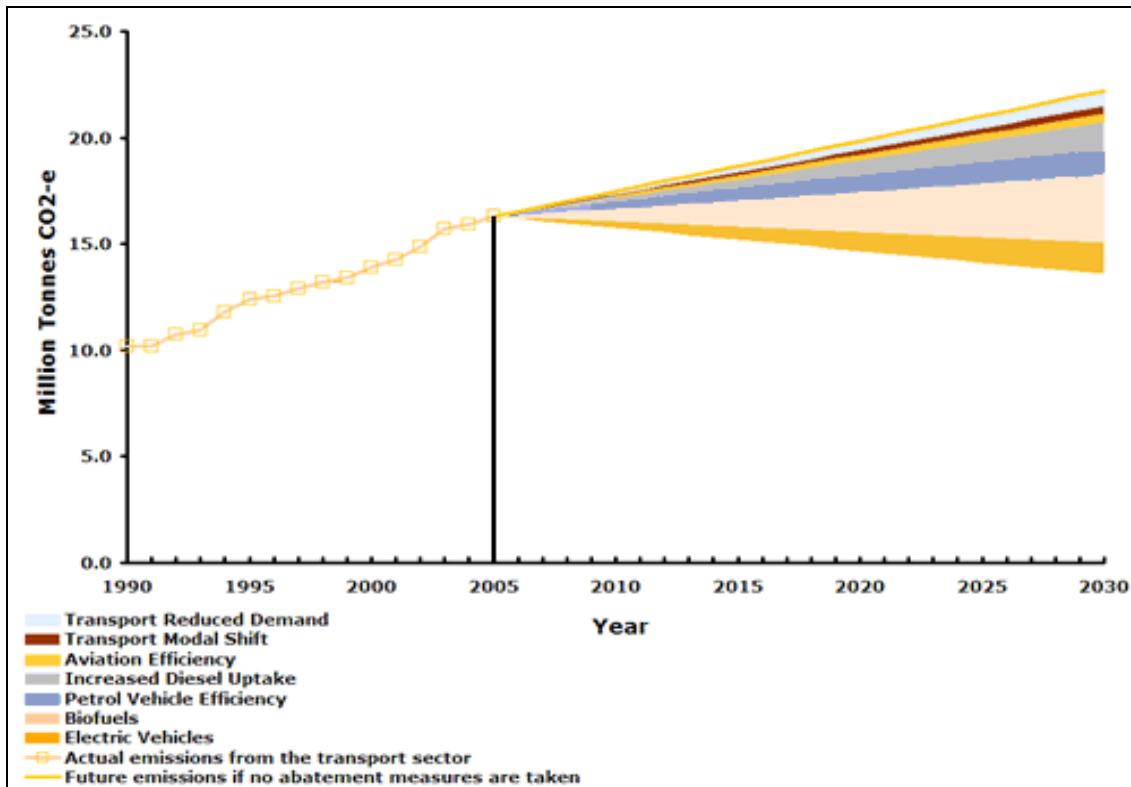


Figure 14: Illustration of Emissions Reduction Opportunities in Transport Energy (Source: Draft NZES 2006, p21).

The extent to which the RLTS can influence a reduction in green house gas emissions is primarily through the first two initiatives. However, the RLTS can also support the last four initiatives through its TDM programme and advocacy to Central Government to implement the incentives necessary to effect changes in these areas.

The current strategy target, as set out in the travel demand management strategy, seeks a 26% reduction from the level forecast in 2016 under business as usual and is consistent with the anticipated outcome shown in the Draft NZES after all identified initiatives have been implemented. Striving to reduce CO<sub>2</sub> emission levels to that of 2001 by 2016 should therefore remain unchanged, but expressing the target should be much clearer.

**Recommendation 5: Confirm in principle that the current CO<sub>2</sub> target in the draft strategy is appropriate.**

**Recommendation 6: Revise the elements of the strategy to clarify how the CO<sub>2</sub> target is to be achieved.**

### 8.5.2 Mode share targets

Submitters also commented on the need for mode share targets to be identified in the strategy. Currently, the role of modes section (p52-62) of the draft strategy identifies a projected outlook to 2016 for each mode with implementation of the proposed RTP. In most cases, the mode share (relative proportion of trips by mode) was expected to remain largely the same. Targets currently sitting within the travel demand management

strategy (page 80 of the draft RLTS) are not specific mode share targets but seek increased active and PT mode shares.

It is recommended that a set of specific targets for mode share be developed, and that consideration be given to the extent to which these new targets ‘stretch’ to provide bolder and more ambitious goals in relation to passenger transport, walking and cycling to align with any decisions made to place greater emphasis on sustainability.

Tables 15 and 16 below set out both 2001 and forecast 2016 mode shares (under ‘business as usual’ and ‘RTP implementation’ scenarios) for total trips per weekday and home-based work trips (typical home to work commuter trip) to the Wellington CBD per weekday.

Mode	Trips per weekday		
	2001	Outlook to 2016 (based on BAU)	Outlook to 2016 (based on Draft RTP)
Private Vehicles	76%	76%	76%
Rail	3%	3%	3%
Bus	4%	4%	4%
Walking	17%	17%	16%
Cycling <sup>2</sup>	1%	1%	1%

Table 15: Mode Shares – Region wide trips per weekday (rounded to nearest whole number).

Mode	Home based work trips to Wellington City CBD		
	2001	Outlook to 2016 (based on BAU)	Outlook to 2016 (based on Draft RTP)
Private Vehicles	55%	52%	52%
Rail	15%	17%	17%
Bus	22%	24%	24%
Walking <sup>3</sup>	7%	7%	7%
Cycling <sup>2</sup>	Less than 1%	Less than 1%	Less than 1%

Table 16: Mode shares – Home based work trips to Wellington City CBD (rounded to nearest whole number).

The above tables provide a context for consideration of specific mode share targets. Private vehicles currently provide for 76% of all weekday trips and this proportion has remained unchanged for some time. It is recognised that for some types of trips (e.g. shopping trips) and in some parts of the region (e.g. Wairarapa) the private car is likely to remain the most convenient mode choice. However, much greater choice is available

<sup>2</sup> Cycling accounts for only 6% of active mode trips (2001 household interview survey).

<sup>3</sup> Internal walking trips within the Wellington City CBD are not included in the figures.

to those people working in the Wellington CBD as the region's passenger transport system is designed to cater very well for these types of trips. This is reflected in the lesser 55% private vehicle mode share for home based work trips to the Wellington CBD.

The current trend for inner city living is positive as it supports active mode and PT use. The opportunities for current and future land use decisions to influence mode choice and facilitate mode shift to passenger transport and active modes is also recognised. This is supported by policies in the draft strategy and the Wellington Regional Strategy (WRS) which both seek to encourage intensification of development around transport nodes and along the identified Wellington City Growth Spine.

Should 'stretch targets' for increased passenger transport and active mode share be considered appropriate to signal the need for a greater shift away from private car use, then a significant improvement of, and increased investment in, those modes will be required. This will have implications for the Regional Passenger Transport Plan.

**Recommendation 7: Review the current proposed mode share targets to include more ambitious 'stretch' targets for passenger transport, walking and cycling.**

## **8.6 Policy Changes**

The draft RLTS policies were generally supported however, the current strategy provides limited information on how prioritisation within the RTP is undertaken. Land Transport NZ requires that the region's funding priorities are reviewed annually and it would be helpful if a set of policies were developed to guide this critical process thereby adding direction to policy 7.3d '*Allocate available transport funding to contribute towards the achievement of RLTS outcomes*'. Prioritisation policies could be based on the strategy's outcomes and include weightings to reflect the relative importance of the objectives and outcomes, within the context of the issues within the region.

**Recommendation 8: Develop policies to guide the annual Regional Transport Programme prioritisation process.**

## **8.7 Next steps**

The previous timetable for completing the RLTS review expected that the Subcommittee would recommend final changes to the draft strategy to the RLTC in April 2007. However, due to the issues raised in submissions the Subcommittee will require more time to determine its recommendations. This will mean that the final adoption of the RLTS will not occur until August 2007. The following table sets out the steps and timeframes for completing the review of the RLTS, should the Subcommittee agree to the recommendations.



Process	Timeframe
Hearing Subcommittee considers the changes recommended in this report	2 April
RLTC updated on draft strategy progress	2 May
Officers redraft the strategy	April/May
Hearing Subcommittee considers the redrafted strategy and other changes from the submissions process and recommends a revised strategy to RLTC	Early June
RLTC agrees to the final strategy and recommends adoption to GWRC	27 June
GWRC adopts the strategy	14 August

It should be noted that if proposed changes to the strategy are significant (i.e. are such that the revised strategy could be considered a new proposal), then it may be necessary to carry out a further round of consultation. Further advice will be sought once the Subcommittee has agreed to the extent of changes it proposes.

The review of the Regional Passenger Transport Plan will also need to be delayed so it can fully take account of the strategic direction set in the RLTS. This matter has been discussed with officers in the Passenger Transport Division and they have not identified any issues with a delay.

## 9. Recommendations

*That the Subcommittee:*

1. ***Receives*** the report;
2. ***Notes*** the content of the report;
3. ***Agrees*** in principle to the revision of the draft RLTS, as set out in this report;
4. ***Confirms*** in principle that the current CO<sub>2</sub> target in the draft strategy is appropriate;
5. ***Instructs*** officers to revise the draft RLTS taking into account the specific matters raised in submissions and to report back to the Subcommittee in accordance with the following:
  - i) *Enhance the vision to be more specific about the region's desired future transport system*
  - ii) *Redraft the strategy so that the detailed implementation plans, corridor plans and Regional Transport Programme are documented separately from the strategy*

- iii) *Shift corridor plan policies into the main policy section of the strategy*
- iv) *Allocate weighting to the strategy objectives based on their priority over the next 10 years*
- v) *Review the current proposed mode share targets to include more ambitious 'stretch' targets for passenger transport, walking and cycling*
- vi) *Develop policies to guide the annual Regional Transport Programme prioritisation process*
- vii) *Revise the elements of the strategy to clarify how the CO<sub>2</sub> target is to be achieved.*

6. ***Instructs*** officers to report back to the Subcommittee on the specific detailed matters raised in submissions.

Report prepared by:      Report prepared by:      Report prepared by:      Report approved by:

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Attachment 1: Copy of Draft RLTS submission form.

Attachment 2: Draft long term vision.