



greater WELLINGTON
REGIONAL COUNCIL
Te Pane Matua Taiao

If calling please ask for: Democratic Services

12 June 2019

Regional Transport Committee

Order Paper for meeting to be held in the Council Chamber, Greater Wellington Regional Council, Level 2, 15 Walter Street, Te Aro, Wellington on:

Tuesday, 18 June 2019 at 10.00am

Membership of Committee

Cr Donaldson (Chair)	Greater Wellington Regional Council
Cr Laidlaw (Deputy)	Greater Wellington Regional Council
Mayor Booth	Carterton District Council
Mayor Guppy	Upper Hutt City Council
Mayor Gurunathan	Kapiti Coast District Council
Mayor Napier	South Wairarapa District Council
Mayor Patterson	Masterton District Council
Mayor Tana	Porirua City Council
Mayor Wallace	Hutt City Council
Cr Calvi-Freeman	Wellington City Council
Emma Speight	New Zealand Transport Agency

Recommendations in reports are not to be construed as Council policy until adopted by Council

Regional Transport Committee

Order Paper for Meeting to be held on Tuesday, 18 June 2019 in the Council Chamber, Greater Wellington Regional Council, Level 2, 15 Walter Street, Te Aro, Wellington at 10.00am

Public Business

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4. Confirmation of the minutes of 9 April 2019	Report 19.146	3
5. Emerging transport issues in Horowhenua District and Collaboration opportunities with Wellington Region	Oral	
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8. Let's Get Wellington Moving update	Oral	



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Please note these minutes remain unconfirmed until the meeting of the Regional Transport Committee 18 June 2019.

Report 19.146

9/04/2019

File: CCAB-16-347

Minutes of the Regional Transport Committee meeting held in the Council Chamber, Greater Wellington Regional Council, Level 2, 15 Walter Street, Te Aro, Wellington on Tuesday 9 April 2019 at 10:06 am.

Present

Cr Barbara Donaldson (Chair)	Greater Wellington Regional Council
Cr Chris Laidlaw (Deputy)	Greater Wellington Regional Council
Mayor Booth	Carterton District Council
Cr Calvi-Freeman	Wellington City Council
Mayor Guppy	Upper Hutt City Council
Mayor Napier	South Wairarapa District Council
Mayor Patterson	Masterton District Council
Mayor Wallace	Hutt City Council
Cr Ross Leggett	Porirua City Council
Emma Speight	New Zealand Transport Agency

Public Business

The Committee agreed to deal with an additional item on the agenda, as item 5, an oral update from the Ministry of Transport on the Road Safety Strategy.

1 Apologies

Moved

(Mayor Napier/ Mayor Booth)

The Committee accepts the apologies for absence from Mayor Gurunathan and Mayor Tana.

The motion was **CARRIED**.

2 **Conflict of Interest declarations**

There were no declarations of conflict of interest.

3 **Public Participation**

There was no public participation

4 **Confirmation of the minutes of 27 November 2018**

Moved

(Mayor Patterson/ Mayor Guppy)

That the Committee confirms the minutes of 27 November 2018, Report 18.564.

The motion was **CARRIED**.

5 **Oral update from the Ministry of Transport on the Road Safety Strategy**

James Campbell, Principal Policy Advisor, Ministry of Transport, provided the Committee with an update on the new strategy to replace Safer Journeys. Safer Journeys covers the 2010-2020 period. The new strategy will encompass all parts of the Safe System approach; Safer Journeys took a more traditional approach focusing on reducing driver error. The new strategy is an on-going project and no final decisions have been made around the new framework. There were dramatic reductions in the road toll from the 1980s through to the early 2000s. In the last six years there has been a reversal of this trend. One of the key drivers of the increase is the rise in motorcycle use. Other countries have seen a plateauing of their road toll but not increases like New Zealand. There are international examples we can learn from. Road safety is a complex problem with various stakeholders and wide and broad public interest. Local Government can share in building an understanding of road safety and focusing on key underlying issues; ensuring that the strategy places enough focus on systematic issues, including how we design our towns and cities.

Vision Zero, which is central to the proposed strategy, is aspirational and designed to eliminate safety risks, aligned to safety in the rail or aviation sectors. There is no acceptance of people being killed while using those modes of transport. Vision Zero countries such as Norway have made large strides in reducing road deaths.

6 **6 monthly progress report on the RLTP programme 2018-21**

Helen Chapman, Senior Strategic Advisor; spoke to the report.

Report 19.61

File: TRPL-10-595

Moved

(Mayor Wallace/ Councillor Laidlaw)

That the Committee:

- 1. Receives the report.*
- 2. Notes the content of the report.*
- 3. Seeks an urgent decision from the NZTA Board on its funding commitment to the improvements to the SH2 Melling interchange.*

Emma Speight, NZTA, requested that her abstention from voting on this item be recorded.

The motion was **CARRIED**.

7 Approach to developing RLTP 2021 (oral)

Helen Chapman, Senior Strategic Advisor provided the Committee with a presentation on improving the value of Regional Land Transport Plans (RLTPs). She advised that a lessons learnt exercise following the completion of the RLTP mid-term review had identified a number of challenges and opportunities to improve the RLTP processes.

The RLTP is important because it identifies the long term vision and outcomes for transport in the region and the key regional priorities. It provides for the local voice in transport investment decisions and can provide opportunities to improve transport and land use integration. However, a number of challenges have been identified which can result in sub-optimal outcomes for regions. The significant effort to develop RLTPs isn't reflected in the preparation of the National Land Transport Plan (NLTP) and subsequent funding decisions, the current processes make engagement with the public and stakeholders challenging, there is a disconnect between strategy and programme development, and the isolated development of the state highway programme limits opportunities for RTC and the public to influence key projects.

Other regions are all facing similar issues with RLTPs. The regional sector has identified opportunities as well as challenges: by working together to agree more consistent RLTP development, processes, and format, regions can improve efficiency, reduce churn and duplicated effort, and more effectively engage with NZTA and central government on regional transport priorities.

Work on the 2021 RLTP is about to begin. The suggested approach is to release the strategy component early (mid 2020) so that it can inform programme planning and feed into the development of councils' Long Term Plans. More detail on this will be provided to the Committee in June.

8 NZTA Transport Agency update (oral)

Emma Speight, Regional Relationships Lower North Island Director, NZTA, spoke to the Committee about the long term view of NZTA and the NLTP 2021-2024 and when the context and funding changes how this is meaningfully interpreted and communicated to stakeholders such as councils at an early stage. She updated the Committee on speed management and how this is being implemented nationally and is an important part of the safe network programme; it is starting in Auckland, Waikato and Canterbury as these areas have the highest number of fatalities. NZTA and their partners recently had a pause for safety event, they are constantly reviewing and assessing to keep their people safe and working with people on other services in the roading corridor to make sure they are doing the same.

In terms of regional update there has been a milestone in the construction of Transmission Gully with Bridge 20 in Cannons Creek starting the first push to the pier. Emma advised the Committee about the success of the recent Remutaka Hill closures, a full year's paving programme was completed and forty-six signs repaired or replaced during the nights the road was closed. Due to detailed planning, a partnership approach with road users and good communications there was minimal disruption caused to road users.

The meeting closed at 12:02pm.

B Donaldson
(Chair)

Date:

Report 2019.154
Date 11 June 2019
File TRPL-10-605

Committee Regional Transport Committee
Author Helen Chapman, Senior Strategic Advisor

Development of the Regional Land Transport Plan 2021

1. Purpose

To seek the Committee's agreement to the high level scope and timeframes for the development of the Regional Land Transport Plan (RLTP) 2021.

2. Background

Under the Land Transport Management Act 2003 (LTMA) the regional council must ensure that the Regional Transport Committee (RTC) prepares a RLTP every six years, and approves it by the date set by the NZ Transport Agency (NZTA). The RLTP contains two main components: strategic direction and a programme of transport activities. The current RLTP was developed in 2015. A mid-term review, including the development of a new programme, was completed in June 2018.

The RLTP enables agreement to be reached by the RTC on a unified vision, targets and objectives to shape the long term development of the region's transport network. It also identifies the shorter term investment priorities needed to work towards achieving the vision for the region and to align with the Government Policy Statement on Land Transport (GPS). The RLTP is one of the tools that can be used to improve the integration of transport planning and land use planning.

3. Lesson learnt from the mid-term review

Following the 2018 mid-term review officers undertook a lessons learnt process, and engaged with other regional councils, Auckland Transport, and unitary councils on challenges and opportunities to improve RLTPs across the regional sector.

Significant effort is put into developing RLTPs and in prioritising the regional programme as required by the LTMA, but this prioritisation isn't reflected in the National Land Transport Programme. Inclusion as a priority in the RLTP doesn't mean that projects receive funding from the NZTA or the go ahead.

The projects put forward for inclusion in the RLTP and their scope are determined through Long Term Plans or by the NZTA. The misalignment with Long Term Plan timeframes means that projects consulted on in the RLTP do not yet have agreed funding from councils. There is confusion amongst the community about the role and relationships between the different documents, and no opportunity for the public to influence what state highway projects are put forward for inclusion in the RLTP.

To date, the strategic section of the RLTP has been consulted on alongside the programme. This has limited the effectiveness of the strategy as it has not been released with sufficient lead time to influence the development of councils' transport

programmes and infrastructure strategies (developed as part of Long Term Plans) or the Transport Agency's Investment Programme.

4. Requirements for RLTP development

The LTMA does not prescribe the process for development of the RLTP. The Act does set out key requirements and content for the RLTP. Under Sections 14 and 16 the RLTP must:

- Contribute to the purpose of the LTMA '*an effective, efficient, and safe land transport system in the public interest*'
- Be consistent with the Government Policy Statement on Land Transport
- Consider alternative objectives, including the feasibility and affordability of objectives
- Take into account:
 - The National Energy Efficiency and Conservation Strategy
 - Relevant national policy statements and the Regional Policy Statement and Regional Plans developed under the Resource Management Act 1991
 - Likely funding
- Include:
 - The region's land transport objectives, policies, and measures
 - The 10 year investment priorities and a 10 year financial forecast
 - Any regionally significant expenditure on land transport from sources other than the national land transport fund (NLTF)
 - All transport activities for which funding is sought from the NLTF, including the priority order of significant activities
 - An identification of those activities that have inter-regional significance
 - An assessment of each activity
 - The measures used for monitoring performance.

The NZTA requires that the business case approach is applied to the RLTP and has provided some guidance on this in the past. The NZTA also sets out detailed requirements for the development of the regional programme. NZTA is currently reviewing these requirements and will issue guidance once these reviews have been completed. We are working with NZTA to anticipate what these will be, but may need to make some minor changes to the scope of the RLTP once any changes to the NZTA requirements and guidance are known.

5. Proposed approach for the RLTP 2021

GWRC has been working together with regional councils, Auckland Transport and unitary councils to investigate ways to improve the value that RLTPs add to transport planning and investment decision making. As part of this work we are proposing to improve the process for developing RLTPs. An important aspect of this is building a stronger link between the strategic component, investment priorities and the programme of activities.

Through this work we hope to improve efficiency, reduce churn, provide a better product and improve engagement with NZTA and other national stakeholders. Key aspects of this are:

- Releasing the strategic section as an engagement draft in mid-2020, a year ahead of the final submission date, to help drive strategy-led programme development across the region
- A shorter and more succinct document
- Stronger links with land use planning
- Improved consistency of RLTPs across the country, while retaining flexibility to recognise regional differences
- A consistent structure and framework for presenting the strategic direction comprising a 30 year strategic outlook, 10 year investment priorities and a 3-6 year programme
- A simpler prioritisation approach for major projects

Other work is underway in collaboration with NZTA and the Ministry of Transport to explore options to give greater weight to RLTPs in NZTA’s investment decision making processes, improve the transparency of the development of NZTA’s investment proposal for state highways and other activities, and to improve the tools available for RLTP development.

We are proposing the following structure for the RLTP, subject to minor changes that may result from our collaboration with other councils, or feedback from NZTA and the Ministry of Transport.

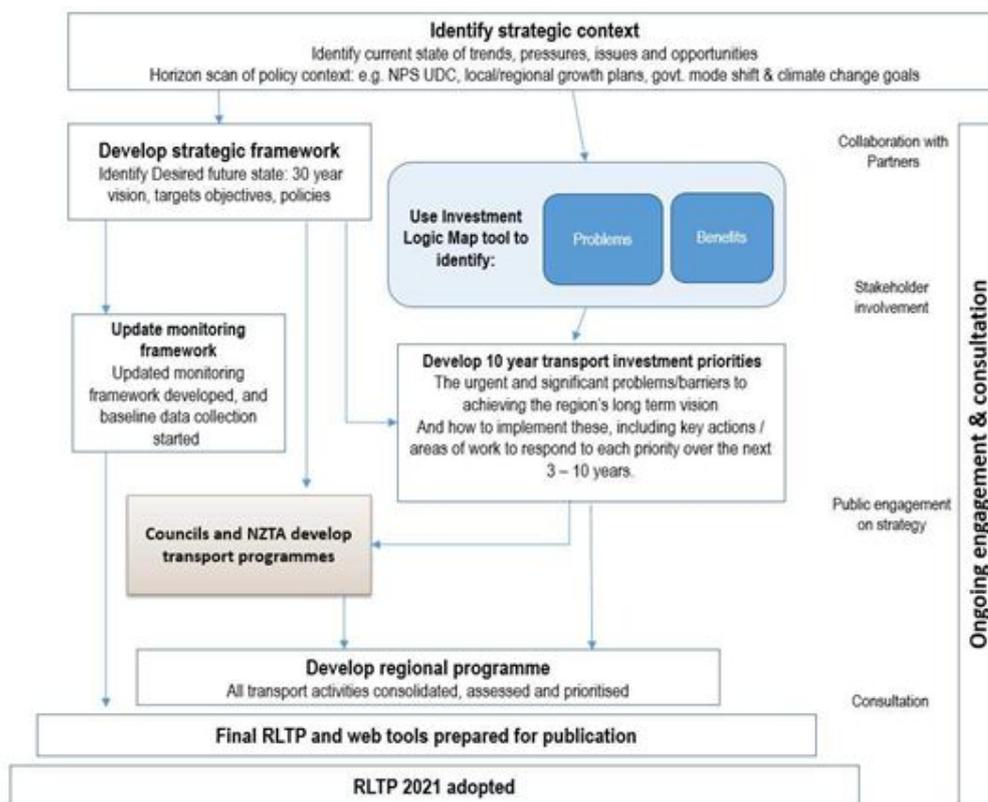
Section heading	Key content	Time focus
RLTP purpose	<ul style="list-style-type: none"> • A purpose statement agreed by the sector in the absence of a legislative purpose 	
Strategic context	<ul style="list-style-type: none"> • Context about the region, our people, and transport system. • The policy context within which the RLTP is developed • Pressures, issues and opportunities 	Current state, and possible future states
Strategic framework	<ul style="list-style-type: none"> • Vision for the long term desired state • Objectives and policies to deliver the vision • Headline aspirational targets (e.g. mode shift) • Commentary around key headline targets and themes, e.g. mode shift, carbon emissions reduction, improving integration with land use 	Longer term framework – 30 years
Transport Investment Priorities	<ul style="list-style-type: none"> • 10 year transport investment priorities developed using the business case Investment logic Map (ILM) process • Aligned with the GPS 	Short-medium term investment focus – 10 years

Strategic responses and implementation measures	<ul style="list-style-type: none"> • The key ways we will respond to/implementation the investment priorities 	
Regional Programme	<ul style="list-style-type: none"> • Transport activities proposed for the region by the NZTA, GWRC, and territorial authorities • Priority order of activities • 10 year financial forecast 	Short term – 6 years
Monitoring framework	Framework of indicators used to measure progress towards objectives	
Appendices	Significance policy; Relationship to police activities; Summary of LTMA compliance; Summary of consultation	

We seek the Committee’s agreement to progress development of RLTP 2021 in line with this approach. We will need to retain some flexibility to be responsive to broader processes including Let’s Get Wellington Moving, the NZTA review of its investment decision making framework, changes to government policy, and the new GPS (expected to be released around mid-2020).

6. Proposed process and timeframes

The following diagram provides a high level view of the process that we intend to follow in developing the RLTP. Further detail on timing for the RLTP, alongside other relevant processes, is set out in Appendix One.



We seek the Committee’s agreement to progress development of RLTP 2021 using this proposed process. The indicative timeframes are set out in [Attachment 1](#) but may need to change subject to broader processes including Let’s Get Wellington Moving, the NZTA review of its investment decision making framework, changes to government policy, and the new Government Policy Statement on Land Transport.

7. Engagement

Engagement will take place with a number of different partner organisations, advisory groups, stakeholders and the general public. We will use a variety of engagement tools including facilitated workshop sessions, web tools, social media and draft documents.

The approach taken will be tailored to the different groups we are engaging with. This is likely to involve collaboration on an ongoing basis throughout the development of the RLTP with iwi, partner organisations and the Technical Advisory Group. There will be focussed opportunities for involvement at key stages during the development for stakeholders including transport operators, public health organisations, advocacy groups, disabled persons organisations, unions and business groups. The general public will have two main opportunities to provide input, an engagement phase on the strategic section in mid-2020, and consultation on the draft RLTP in early 2021.

8. Communication

It is not proposed to prepare any media release or communications material on this report. The development of the RLTP will involve extensive communication and engagement with stakeholders, and the public.

9. Consideration of climate change

The matter requiring decision in this report has been considered by officers in accordance with the process set out in the GWRC Climate Change Consideration Guide.

9.1 Mitigation assessment

Officers have considered the effect of the matter on the climate. The RLTP does not directly produce emissions, but it plays a role in shaping the transport system in the Wellington Region which produced approximately 1,200 kilotons of CO² emissions in 2017/18. The RLTP is able to influence transport investments through its strategic framework, targets, and prioritisation of significant transport activities. This influence can be used to encourage more investment to be targeted at lower emission transport investments and better integration between transport and land use planning. However, as the preparation of the RLTP 2021 itself does not have a direct effect on emissions a detailed scenario analysis has not been undertaken.

Officers note that the matter does not affect the GWRC's interests in the Emissions Trading Scheme (ETS) or the Permanent Forest Sink Initiative (PFSI).

9.2 Adaptation assessment

Officers consider that climate change will have an impact on the development of RLTP 2021. Many parts of the transport network are at risk of climate change related impacts including sea level rise, and increased storm events. Through the strategic framework and prioritisation of transport investment the RLTP can influence investment intended to help the transport system adapt to climate change. However, as the RLTP is an influencing document, rather than a specific intervention in the transport system, a detailed scenario analysis has not been completed.

10. The decision-making process and significance

The matter requiring decision in this report has been considered by officers against the requirements of the LTMA and Part 6 of the Local Government Act 2002 (the Act).

10.1 Significance of the decision

Officers have considered the significance of the matter, taking into account the GWRC's significance and engagement policy and decision-making guidelines. Officers recommend that while the development of a new RLTP has medium to high significance, the proposed approach, process and timeframes for the RLTP development as being considered in this report has low significance.

10.2 The decision-making process

Officers advise that a decision-making process for the RLTP is explicitly prescribed under the LTMA sections:

- (13) Responsibility for preparing and approving regional land transport plans
- (18) Consultation requirements
- (18B) Process for approving regional land transport plans prepared for regional councils

10.3 Engagement

In accordance with the significance and engagement policy, officers have determined that the appropriate level of engagement for the full development of the RLTP 2021 is a full public engagement process as proposed in section 7. Engagement.

11. Community views and preferences

Officers have not sought the views and preferences of the community on this report. As noted above these will be considered in relation to the development of RLTP 2021.

12. Recommendations

That the Committee:

- 1. **Receives** the report.*
- 2. **Agrees** the high level approach and structure for the Regional Land Transport Plan set out in section 5 Proposed approach to RLTP 2021, including the early release of the strategic framework and investment priorities to drive programme development.*
- 3. **Agrees** the high level process for the development of the Regional Land Transport Plan 2021, as set out in section 6 Proposed process and timeframes, and section 7 Engagement.*

Report prepared by:

Helen Chapman
Senior Strategic Advisor

Report reviewed by:

Harriet Shelton
Manager Regional
Transport

Report approved by:

Luke Troy
General Manager Strategy

Attachment 1 to Report 19.154

