



If calling, please ask for Democratic Services

Regional Transport Committee

Tuesday 26 March 2024, 2.00pm

Taumata Kōrero, Council Chamber, Greater Wellington Regional Council,
100 Cuba St, Te Aro, Wellington

***Quorum:** The Chair or Deputy Chair, and at least 50 percent of the remaining voting members, being five members*

Members

Adrienne Staples, Councillor (Chair)	Greater Wellington Regional Council
Daran Ponter, Councillor (Deputy Chair)	Greater Wellington Regional Council
Anita Baker, Mayor	Porirua City Council
Gary Caffell, Mayor	Masterton District Council
Simon Edwards, Councillor	Hutt City Councillor
David Gordon	KiwiRail
Wayne Guppy, Mayor	Upper Hutt City Council
Janet Holborow, Mayor	Kāpiti Coast District Council
Hon. Ron Mark, Mayor	Carterton District Council
Iona Pannett, Councillor	Wellington City Council
Emma Speight	Waka Kotahi/New Zealand Transport Agency

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

Regional Transport Committee¹

1 Purpose

Exercise the legislative functions and powers of a regional transport committee under the Land Transport Management Act 2003 (the LTMA).

2 Specific responsibilities

- 2.1 Prepare, for approval by Council, the Wellington Regional Land Transport Plan and any variations to it.
- 2.2 Adopt a policy that determines significance for variations made to, and activities included in, the Wellington Regional Land Transport Plan.
- 2.3 Review the implementation and delivery of the Wellington Regional Land Transport Plan.
- 2.4 Prepare and review speed management plans in accordance with the Land Transport Rule: Setting of Speed Limits 2022.
- 2.5 Advocate for investment in the Wellington Region's rail infrastructure.
- 2.6 Provide Council with any advice and assistance it may request in relation to its transport responsibilities.
- 2.7 Approve submissions to external organisations on matters that support contribution to the Wellington Regional Land Transport Plan's strategic objectives and direction.
- 2.8 Work closely with the Wellington Regional Leadership Committee to improve alignment and integration of regional transport and land use planning.

3 Members²

- 3.1 Council shall appoint:
 - a Two persons to represent Council
 - b One person from each territorial authority in the region (to represent that territorial authority)
 - c One person to represent the New Zealand Transport Agency.
- 3.2 KiwiRail must appoint the KiwiRail member³.
- 3.3 To assist the Committee in its decision-making, Council may appoint other non-local government advisors⁴.

¹ Adopted by Council on 24 November 2022 (Report 22.247).

² Section 105(2) of the LTMA.

³ Section 105A(3) of the LTMA.

⁴ Clause 31(3) of Schedule 7 to the Local Government Act 2002.

4 Voting entitlement

- 4.1 The KiwiRail member has full speaking rights, but no voting rights at any meeting of the Committee⁵.
- 4.2 The advisors appointed to the Committee have full speaking rights, but no voting entitlement on any matter.

5 Alternate members

- 5.1 The New Zealand Transport Agency and each territorial authority are each entitled to nominate an alternate member. This alternate may sit at the table, speak and vote at Committee meetings; but only if the appointed member is unable to attend.
- 5.2 KiwiRail may appoint an alternate KiwiRail member. This alternate may sit at the table and speak at Committee meetings, but only if the appointed KiwiRail member is unable to attend.

6 Quorum

The Chair or Deputy Chair, and at least 50 percent of the remaining voting members.

7 Chair and Deputy Chair

- 7.1 Council must appoint, from its representatives, the Chair and Deputy Chair⁶.
- 7.2 The Chair, or any other person presiding at the meeting, has a deliberative vote; and, in the case of an equality of votes, does not have a casting vote (and therefore the act or question is defeated, and the status quo is preserved)⁷.
- 7.3 The KiwiRail member must not be appointed as the Chair or Deputy Chair (or by any other process preside at any meeting)⁸.

8 Remuneration and expenses

The advisors appointed to the Committee (who are not otherwise being remunerated) may claim Greater Wellington's standard daily meeting fee and mileage allowances and expenses.

⁵ Section 105A(4) of the LTMA.

⁶ Section 105(6) of the LTMA.

⁷ Section 105(7) of the LTMA.

⁸ Section 105A(4) of the LTMA.

Regional Transport Committee

Tuesday 26 March 2024, 2.00pm

Taumata Kōrero - Council Chamber, Greater Wellington Regional Council
100 Cuba St, Te Aro, Wellington

Public Business

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Please note these minutes remain unconfirmed until the Regional Transport Committee meeting on 26 March 2024.

Report 23.662

Public minutes of the Regional Transport Committee meeting on Thursday 5 December 2023

Taumata Kōrero, Council Chamber, Greater Wellington Regional Council,
100 Cuba Street, Te Aro, Wellington at 1.02pm

Members Present

Councillor Adrienne Staples (Chair)	Greater Wellington Regional Council
Councillor Daran Ponter (Deputy Chair) (from 1.29pm)	Greater Wellington Regional Council
Mayor Anita Baker	Porirua City Council
Mayor Gary Caffell	Masterton District Council
Mayor Martin Connelly	South Wairarapa District Council
Councillor Simon Edwards	Hutt City Council
David Gordon (from 2.13pm, until 2.37pm)	KiwiRail
Mayor Wayne Guppy (until 2.29pm)	Upper Hutt City Council
Mayor Janet Holborow	Kāpiti Coast District Council
Hon. Mayor Ron Mark	Carterton District Council
Councillor Iona Pannett	Wellington City Council
Emma Speight	Waka Kotahi NZ Transport Agency

Mayor Martin Connelly and David Gordon participated in the meeting remotely via MS Teams and counted for the purposes of quorum in accordance with clause 25B of Schedule 7 to the Local Government Act 2002.

Karakia timatanga

The Committee Chair opened the meeting with a karakia timatanga.

Public Business

1 Apologies

Moved: Councillor Pannett / Mayor Baker

That the Committee accepts the apology for lateness from Councillor Ponter and David Gordon.

The motion was **carried**.

2 Declarations of conflicts of interest

There were no declarations of conflicts of interest.

3 Public participation

Patrick Morgan, Cycle Wellington, spoke to agenda item 5 – Review of the Wellington Regional Land Transport Plan 2021 – revised timeframe and initial emission assessment, highlighting a need for a special focus area on active transport.

Rod Badcock, Hutt Cycle Network, spoke to a presentation on the absence of active transport as a focus area, and the impact of this on strategic objectives.

Tim Jones, Living Streets Aotearoa, spoke to the lack of a focus area on walking in the Regional Land Transport Plan review.

4 Confirmation of the Public minutes of the Regional Transport Committee meeting of 19 September 2023 – Report 23.493

Moved: Mayor Guppy / Mayor Caffell

That the Committee confirms the Public minutes of the Regional Transport Committee meeting of 19 September 2023 – Report 23.493.

The motion was **carried**.

5 Review of the Wellington Regional Land Transport Plan 2021 – revised timeframe and initial emission assessment – Report 23.631

Shan Lu, Principal Strategic Advisor, and Catherine Knight, Principal Strategic Advisor Urban Development, spoke to the report.

Moved: Councillor Ponter / Councillor Edwards

That the Committee:

- 1 Notes the deadline for submission of the Wellington Regional Land Transport Plan (RLTP) 2021 mid-term review to Waka Kotahi NZ Transport Agency has been extended from 30 April 2024 to 14 June 2024.
- 2 Agrees the revised timeframe for the mid-term review of the Wellington RLTP 2021.
- 3 Agrees the consultation approach as set out in Attachment 1 – Proposed consultation approach for the Wellington RLTP 2021 mid-term review.
- 4 Notes the development progress of the Wellington Transport Emissions Reduction Pathway.

The motion was **carried**.

Councillor Ponter arrived at 1.29pm during the above item.

6 Financial Year 2022-23 Annual Monitoring Report on the Wellington Regional Land Transport Plan 2021 – Report 23.632 [For Information]

Rose Wunrow, Strategic Advisor, and Hamish Clark, Transport Analyst/Modeller, spoke to the report.

David Gordon arrived at 2.13pm during the above item.

7 KiwiRail Update – December 2023 – Report 23.636 [For Information]

David Gordon, KiwiRail, spoke to the report.

Mayor Guppy departed the meeting at 2.29pm and did not return.

David Gordon departed the meeting at 2.37pm at the conclusion of the above item and did not return.

8 Metlink update – December 2023 – Report 23.613 [For Information]

Samantha Gain, Group Manager Metlink, spoke to the report.

Karakia whakamutunga

The Committee Chair closed the meeting with a karakia whakamutunga.

The public meeting closed at 3.01pm.

Councillor A Staples

Chair

Date:

Regional Transport Committee
26 March 2024
Report 24.138



For Decision

REVIEW OF WELLINGTON REGIONAL LAND TRANSPORT PLAN 2021: REVISED TIMEFRAME

Te take mō te pūrongo **Purpose**

1. To advise the Regional Transport Committee (the Committee) on the required completion date for the Wellington Regional Land Transport Plan (RLTP) 2021 mid-term review.

He tūtohu **Recommendations**

That the Committee:

- 1 **Notes** the deadline for submission of the 2024 mid-term update of Wellington RLTP 2021 to the New Zealand Transport Agency Waka Kotahi (NZTA) has been extended from 14 June 2024 to 1 August 2024.
- 2 **Agrees** the revised timeframe for the mid-term review of the Wellington RLTP 2021, as set out in Paragraph 21.

Te tāhū kōrero **Background**

2. The RLTP is a statutory document that must be prepared every six years as required by the Land Transport Management Act 2003 (LTMA). The current Wellington RLTP was approved in June 2021.
3. The Committee is responsible under the LTMA for the preparation of the Regional Land Transport Plan every six years and a review of that plan during the six-month period immediately before the expiry of the third year of the plan.
4. The Committee approved timeframes for the mid-term review of the Wellington RLTP 2021 on 5 December 2023 (Report 23.631 – Review of Wellington Regional Land Transport Plan 2021: Revised timeframe and initial emission assessment).
5. Individual Approved Organisations (AOs) submitted their draft transport programme 2024-27 by 29 September 2023 for inclusion in the RLTP update. NZTA also released the draft State Highway Investment Proposal (SHIP) on 29 September 2023. The draft SHIP is a key input into the Wellington RLTP 2024-27 programme, including proposed state highway activities and other activities led by the NZTA in the Wellington region.

6. The revised draft Government Policy Statement on Land Transport (GPS) 2024 was released on 4 March 2024, which was significantly delayed from the initially signalled date due to the change of Government.
7. The NZTA, as an Approved Organisation, has delayed the release of the updated SHIP to make appropriate changes in order to give effect to the GPS, as per the requirements of the LTMA. The updated SHIP activities are expected to be significantly different to the SHIP released in August 2023 (particularly for Wellington, given the ending of the Let's Get Wellington Moving Programme and inclusion of new Roads of National Significance).
8. The delay of the SHIP and the GPS has created considerable timing problems for the RLTP review. Without the updated SHIP activities, it is impossible to provide a full picture of the regional transport investment programme for consultation as part of the RLTP review process.

Te tātaritanga Analysis

Options considered by the Committee

9. The Committee discussed three available options to progress the review at its 12 March 2024 workshop¹. The NZTA advised at the workshop that an extension to the 2024 RLTP update was likely but not confirmed.

<p>Option 1 Consult after the release of the draft GPS with SHIP update</p> <p><i>This option meets the requested extension to 30 June submission deadline but requires NZTA's immediate response to release the updated draft SHIP.</i></p> <p>Conditions:</p> <ul style="list-style-type: none">- The SHIP update is ready by 20 March, and- The 2024 RLTP update submission date to be pushed out to 30 June. <p>Likelihood and risks:</p> <ul style="list-style-type: none">- The NZTA is unlikely to meet the deadline for the SHIP update.- This option involves a very tight submission analysis/hearings/deliberations stage.
<p>Option 2 Consult after the GPS release without SHIP update</p> <p><i>The consultation document would include a written overview of what activities are likely to be included in the SHIP. This gives submitters the best opportunity to comment on the full programme of activities. It also minimises the likelihood of a secondary consultation should the inclusion of the draft SHIP trigger the RLTP significance policy.</i></p>

¹ This workshop was held before the announcement of the RLTP submission deadline extension.

<p><i>Once released, the updated draft SHIP would subsequently be included in the RLTP mid-term review document during the hearings phase, and prior to submission of the final document to NZTA.</i></p> <p>Conditions:</p> <ul style="list-style-type: none"> - Key new significant activities signaled in the draft GPS are identified as 'likely to be reflected in the updated SHIP' and included in the draft RLTP for consultation by COB 20 March 2024, and - 2024 RLTP update submission date to be pushed out to 30 June. <p>Likelihood and risks:</p> <ul style="list-style-type: none"> - Subject to the significance of change between the draft RLTP consultation document and subsequent SHIP update, a variation and/or 2nd consultation may still be required, and - Very tight timing for submission analysis/hearings/deliberations after the consultation period. Ways to get consultation period started asap after GPS release should be considered to ensure 30 June deadline can be met.
<p>Option 3 Finalise the RLTP late – consult with the draft GPS and updated draft SHIP</p> <p><i>Wait for the release of both the draft GPS and the SHIP before finalising the RLTP mid-term review and going out for consultation.</i></p> <p><i>This option would not meet the 14 June deadline but would ensure a robust consultation process that provides complete information about the regional transport programme. We would undertake to provide NZTA with the draft RLTP by 30 June.</i></p> <p>Conditions:</p> <ul style="list-style-type: none"> - SHIP update is ready by mid-April, and - 2024 RLTP update submission date to be pushed out to 1 August 2024. <p>Likelihood and risks:</p> <ul style="list-style-type: none"> - NZTA moderation process begins without final regional priorities for significant activities.

10. Due to its emphasis on a comprehensive consultation process providing full transparency and accuracy regarding the regional transport programme, the Committee members indicated a preference for Option 3.

Review process

- 11. There are two components to the review process: the review itself and the variation(s) that accompany it. 'A regional transport committee must complete a review of the regional land transport plan during the 6-month period immediately before the expiry of the third year of the plan' (Section 18CA LTMA). This date would be 30 June 2024.
- 12. The Committee has been undertaking the RLTP 2021 review process over the past 18 months and will complete this with consultation on a draft updated RLTP before the end of June. The variation (or 2024 update) of the RLTP is essentially the output of the

review process. The deadline for the variation is set by NZTA under section 18F of the LTMA. This is the process the Committee is currently undertaking and suggests Option 3 would not create an issue with respect to Section 18CA.

Compliance with deadline

13. Non-compliance with the statutory deadline (set by NZTA under Sec 18F(1)) is not likely to lead to any immediate repercussions for the Council or the Committee. This is more of a risk for the NZTA.
14. However, if the National Land Transport Plan (NLTP) is delayed, the consequences for the Council could be significant, with potential funding delays for activities.

Consultation

15. Ideally, the final GPS and revised draft SHIP would be available and included as part of the consultation process.
16. The Committee must consult in accordance with the consultation principles specified in Section 82 of the Local Government Act (LGA).
17. Should the revised draft SHIP not be available for inclusion in the consultation, the need for further consultation is dependent on whether any changes are 'materially different' or 'outside the bounds' of what was consulted on.
18. The risk of requiring an additional consultation by going out ahead of receiving the updated SHIP can be mitigated as proposed in option 2 (by highlighting likely changes to the SHIP as reflected in the draft GPS).
19. Local authorities have a discretion as to how they comply with the principles in section 82. If it is determined that subsequent inclusions are 'not material in nature' and an additional consultation is not required under section 82(4) of the LGA, local authorities should ensure the decision and reasoning not to re-consult is specifically documented in the Committee meeting minutes.

Deadline for submission of RLTPs extended to 1 August 2024

20. On 12 March 2024, the NZTA advised that the deadline for regions to submit their RLTPs has been extended from 14 June to 1 August 2024. The NZTA has advised that it will adopt the NLTP prior to the statutory 1 September 2024 deadline.

Revised timeframe

21. In light of the likely timing of receipt of updated SHIP and other transport programmes, and extension of the deadline for submission of RLTPs, officers have rescheduled the remaining milestones, including when the Committee will consider the draft mid-term review of the Wellington RLTP 2021 for public consultation. This timeline is broadly consistent with Option 3 above. Details are listed in the table below.

Key date 2024	Item	Decision
30 April	re-prioritisation RLTP programme	The Committee workshop re-prioritisation RLTP programme
16 May (TBC)	Approval for consultation	The Committee approval Draft, consultation summary and engagement approach
20 May to 17 June (TBC)	Consultation	
9-10 July (TBC)	Hearings	Hearings Committee agree changes to the draft plan
23 or 25 July (TBC)	RTC meeting to recommend the finalised plan to Council for adoption	The Committee recommendation to Council of the finalised plan
30 July	Greater Wellington Regional Council adoption of finalised plan	Council adoption of finalised plan
1 August	RLTP submission to NZTA	-

22. Officers understand that the earliest release date for the updated SHIP is early April 2024, but that there is a risk that this may be further delayed. If this is the case, the August 2024 submission deadline for RLTPs may come under pressure. Officers will continue to work with NZTA to manage this risk.
23. Please note the dates above are still to be determined by the Committee members' availability.

Ngā hua ahumoni
Financial implications

24. There are no financial implications arising from this report.

Ngā Take e hāngai ana te iwi Māori
Implications for Māori

25. Sections 18G and 18H of the LTMA outline requirements for approved organisations to consult with Māori and seek Māori contribution to decision making. Officers have been working with Greater Wellington's Te Hunga Whiriwhiri group to understand how mana whenua groups may wish to partner in the development of the review and how those views should be represented.

Te huritao ki te huringa o te āhuarangi
Consideration of climate change

26. There are no climate change implications arising from this report.

Ngā tikanga whakatau
Decision-making process

- 27. The matters requiring decision in this report were considered by staff against the decision-making requirements of Part 6 of the Local Government Act 2002.
- 28. The process for deciding this matter is prescribed explicitly by sections 13, 18 and 18B of the LTMA. These sections provide that every six years, Greater Wellington Regional Council must ensure that the Committee prepares, on the Council’s behalf, a RLTP. The Committee must consult in accordance with the consultation principles in section 82 of the Local Government Act 2002 (LGA).

Te hiranga
Significance

- 29. Staff considered the significance (as defined by Part 6 of the LGA) of this matter, taking into account Greater Wellington Regional Council's *Significance and Engagement Policy* and Greater Wellington’s *Decision-making Guidelines*. Staff recommend that this matter is of low significance, as at this stage the Committee is being asked about the approach to the prioritisation of transport activities. Approval of the draft Wellington RLTP 2021 mid-term review for consultation, and final Wellington RLTP 2021 mid-term review will occur at future meetings.

Te whakatūtakitaki
Engagement

- 30. Due to the administrative nature of this decision, public engagement was not required.

Ngā tūāoma e whai ake nei
Next steps

- 31. The draft programme of regional transport activities will be brought to the Committee for consideration on 30 April 2024, before being released for public consultation.

Ngā kaiwaitohu
Signatories

Writer	Shan Lu – Principal Strategic Advisor Amelia Wilkins – Strategic Advisor
Approvers	Grant Fletcher – Head of Regional Transport Luke Troy – Kaiwhakahaere Matua Rautaki Group Manager Strategy

<p style="text-align: center;">He whakarāpopoto i ngā huritaonga Summary of considerations</p>
<p><i>Fit with Council’s roles or with Committee’s terms of reference</i></p> <p>Preparation of a RLTP is a function of the Committee under section 106 of the LTMA.</p>
<p><i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i></p> <p>This report is part of a longer process to develop the Wellington RLTP 2021 mid-term review, which is a key regional strategy.</p>
<p><i>Internal consultation</i></p> <p>Engagement occurred with the members of the Committee’s Technical Advisory Group.</p>
<p><i>Risks and impacts - legal / health and safety etc.</i></p> <p>A RLTP must be consistent with the Government Policy Statement on Land Transport (GPS). A draft GPS 2024-34 was released on the 4th of March 2024.</p> <p>Due to the 2023 general election, there is significant delay of the release the final GPS 2024-34, which has implications for the release of the updated SHIP. The revised timeline would come under pressure if the SHIP is further delayed. Officers will continue to work with NZTA to manage this risk.</p>

Regional Transport Committee
26 March 2024
Report 24.13



For Decision

ESTABLISHMENT OF THE REGIONAL LAND TRANSPORT PLAN 2021 MID-TERM REVIEW HEARING SUBCOMMITTEE

Te take mō te pūrongo

Purpose

1. To advise the Regional Transport Committee (the Committee) of:
 - a The establishment of the Regional Land Transport Plan (RLTP) 2021 Mid-term Review Hearing Subcommittee (the Subcommittee)
 - b The terms of reference for the Subcommittee
 - c Appointments to the Subcommittee
 - d Appointment of officers to receive oral submissions on the Regional Land Transport Plan 2021 Mid-term Review.

He tūtohu

Recommendations

That the Committee:

- 1 **Establishes** the Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee.
- 2 **Adopts** the Terms of Reference for the Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee, as set out in Attachment 1.
- 3 **Appoints** as members of the Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee:
 - a Councillor Adrienne Staples (Greater Wellington Regional Council)
 - b Emma Speight (Waka Kotahi NZ Transport Agency)
 - c Mayor Wayne Guppy (Upper Hutt City Council) – for the Hutt Valley
 - d Councillor Ross Leggett (Porirua City Council) – for the West Coast
 - e ... for the Wairarapa
 - f ... for Wellington City
- 4 **Appoints** Councillor Staples as Chairperson.
- 5 **Appoints** the following officers to receive oral submissions on the Draft Regional Land Transport Plan 2024:

- a Grant Fletcher, Head of Regional Transport
- b Shan Lu, Principal Strategic Advisor
- c Emma Hope, Senior Strategic Advisor
- d Amelia Wilkins, Strategic Advisor
- e Rose Wunrow, Strategic Advisor.

Te horopaki

Context

- 2. Every six years the Committee must prepare a RLTP; and after three years of the RLTP being in effect, conduct a mid-term review.
- 3. The current Wellington RLTP was adopted in 2021, so it now needs to be reviewed. Officers have been reviewing the RLTP 2021. At the time of writing this report the consultation document will be presented to the Committee for adoption at a meeting in mid-May 2024.
- 4. The indicative consultation period of the Mid-term Review is 24 May to 21 June 2024.
- 5. Hearings for the Mid-term Review are indicatively scheduled for 9 and 10 July 2024.
- 6. In keeping with long-standing practice, a hearing subcommittee is proposed to consider and hear submissions. The Subcommittee will then report to the Committee meeting indicatively scheduled for 23 July 2024 with its recommendations. The finalised Mid-term review will then be considered by Greater Wellington Regional Council on 30 July 2024, for adoption.

Te tātaritanga

Analysis

- 7. Clause 30 of Schedule 7 to the Local Government Act 2002 and Greater Wellington Regional Council's Standing Orders allow for a committee, including a Regional Transport Committee, to establish subcommittees as considered appropriate. A Committee may appoint any member of a subcommittee.

Terms of Reference

- 8. The proposed Terms of Reference ([Attachment 1](#) – RLTP Mid-term Review Hearing Subcommittee Terms of Reference) provide for:
 - a Submitters to have the option of speaking to their submission remotely (online)
 - b All members of the Subcommittee to have equal speaking rights, and a deliberative vote. The Chair has a deliberate vote, but in the event of an equality of votes, does not have a casting vote. (This is consistent with the Committee's own Terms of Reference).

Standing Orders

- 9. It should be noted that in order to enable effective participation of all members at hearings, Greater Wellington Regional Council's Standing Orders (S.O 2.11.5) provide

that a member may not participate remotely when a meeting is convened to consider, hear and deliberate on submissions received as part of a consultation process.

Appointments

Appointment to the Subcommittee

10. At the Committee workshop on Tuesday 12 March 2024, the Committee advised that its preference was for a smaller Subcommittee with members appointed on geographical areas, in addition to the Greater Wellington Regional Council and Waka Kotahi NZ Transport Agency members.
11. Officers engaged with members and propose that members be appointed as follows:
 - a Councillor Adrienne Staples – Greater Wellington Regional Council; appointed as Chair of the Subcommittee
 - b Emma Speight – Waka Kotahi NZ Transport Agency
 - c Wayne Guppy – Upper Hutt City Council (for the Hutt Valley)
 - d Ross Leggett – Porirua City Council (for the West Coast of the Region)
 - e ... for Wellington City
 - f ... for the Wairarapa
12. At the time of writing the report, no member for Wellington City or Wairarapa has been confirmed. Officers will update the Committee at the meeting on 26 March 2024.

Appointment of officers

13. It is proposed that officers be appointed to receive oral submissions on the RLTP Mid-term Review. The proposed officers for appointment are:
 - a Grant Fletcher, Head of Regional Transport
 - b Shan Lu, Principal Strategic Advisor
 - c Emma Hope, Senior Strategic Advisor
 - d Amelia Wilkins, Strategic Advisor
 - e Rose Wunrow, Strategic Advisor

Ngā hua ahumoni

Financial implications

14. There are no financial implications arising from this report.

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

15. There are no implications for Māori arising from this report.

Ngā tikanga whakatau

Decision-making process

16. Officers considered the matters requiring decision in accordance with the requirements of clause 30 and 31 of Schedule 7 to the Local Government Act 2002, and the decision-making requirements of Part 6 of the Local Government Act 2002.

Te hiranga

Significance

17. Officers considered the significance (as defined by Part 6 of the Local Government Act 2002) of these matters, taking into account Council's *Significance and Engagement Policy* and Greater Wellington's *Decision-making Guidelines*. Officers recommend that these matters are of low significance due to its administrative nature.

Te whakatūtakitaki

Engagement

18. Due to the low significance of the matters for decision, engagement was not considered necessary.

Ngā tūāoma e whai ake nei

Next steps

19. Members of the Committee and Subcommittee will be advised of the Subcommittee meeting dates.

Ngā āpitihanga

Attachment

Number	Title
1	RLTP Mid-term Review Hearing Subcommittee Terms of Reference

Ngā kaiwaitohu

Signatories

Writer	Lucas Stevenson – Kaitohutohu Ratonga Manapori Democratic Services Advisor
Approvers	Elizabeth Woolcott – Kaiwhakahaere Matua Ratonga Manapori Manager, Democratic Services Francis Ryan – Kaiwhakahaere Mana Urungi, Manapori Head of Governance and Democracy Luke Troy – Kaiwhakahaere Matua Rautaki Group Manager Strategy

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> The Committee prepares the Wellington Regional Land Transport Plan and conducts a mid-term review. It is appropriate for the Committee to determine how it wishes to consider submissions on the Wellington Regional Land Transport Plan mid-term review. Clause 30 of Schedule 7 to the Local Government Act 2002 and Council's Standing Orders provide for the Committee to establish subcommittees, as it considers appropriate.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The Subcommittee is established to consider submissions made on the mid-term review of the 2021 RLTP.
<i>Internal consultation</i> Staff from the Regional Transport function were consulted.
<i>Risks and impacts - legal / health and safety etc.</i> There are no known risks.

Attachment 1 to Report 24.13

Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee Terms of Reference

Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee

(A subcommittee of the Regional Transport Committee)

1 Purpose

To hear and consider submissions made on the Draft Regional Land Transport Plan 2021 Mid-term Review, and recommend to the Regional Transport Committee any amendments.

2 Powers

The Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee has the power to:

- Consider both the written and oral submissions, presentations received in support of submissions, and any other consultation material on the Draft Regional Land Transport Plan 2021 mid-term review
- Seek clarification from Council officers on any technical matters
- Develop recommendations on amendments to the Draft Regional Land Transport Plan 2021 mid-term review for consideration by the Regional Transport Committee.

3 Responsibilities

The Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee shall ensure that:

- The hearing and consideration process is carried out in a way that is effective and timely
- Submitters are provided with the best possible opportunity to be heard in support of their submission
- Hearing Subcommittee members receive submissions with an open mind and give due consideration to each submission
- The decision making process is robust and transparent.

4 Members

The Regional Transport Committee shall appoint the following as the members of the Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee:

- a One person to represent Greater Wellington Regional Council, being the Chair of the Regional Transport Committee
- b One person to represent Waka Kotahi New Zealand Transport Agency
- c One person to represent the Hutt Valley, being an elected member of the Hutt City Council or Upper Hutt City Council

Attachment 1 to Report 24.13

Regional Land Transport Plan 2021 Mid-term Review Hearing Subcommittee Terms of Reference

- d One person to represent the Wairarapa, being an elected member from either Carterton District Council, Masterton District Council or South Wairarapa District Council
- e One person to represent Wellington City, being an elected member of the Wellington City Council
- f One person to represent the West Coast being an elected member of Kāpiti Coast District Council or Porirua City Council.

5 Chair

The Chair is the appointed Greater Wellington Regional Council member.

6 Alternate members

There are no alternate members.

7 Quorum

Three Subcommittee members.

8 Meeting procedures

- All members have equal speaking rights and a deliberative vote.
- The Chair has a deliberative vote; and, in the case of an equality of votes, does not have a casting vote (and therefore the act or question is defeated and the status quo is preserved).
- Members must be present for the substantial part of the hearing and deliberations in order to participate in the decision-making of the Hearing Subcommittee.
- Submitters may speak to their submission by remote participation.
- Members may not participate remotely.

9 Remuneration and expenses

Each member's remuneration and expenses are met by the council or body they represent.

10 Duration of Subcommittee

The Subcommittee is deemed to be dissolved at the end of the decision-making process on the Regional Land Transport Plan 2021 mid-term review.

Regional Transport Committee
26 March 2024
Report 24.21



For Decision

UPDATE ON THE WELLINGTON REGIONAL SPEED MANAGEMENT PLAN

Te take mō te pūrongo

Purpose

1. To update the Regional Transport Committee (the Committee) on the Setting of Speed Limits Amendment 2023 (the Amendment) to the Land Transport Rule: Setting of Speed Limits 2022 (the Rule).
2. To seek Committee agreement to pause work on progressing the Regional Speed Management Plan.

He tūtohu

Recommendations

That the Regional Transport Committee:

1. **Agree** to pause work on progressing the Wellington Regional Speed Management Plan (RSMP) 2024, until the new Rule clarifies the process, scope, and roles involved in the development of speed management plans.
2. **Note** that Road Controlling Authorities (RCAs) may continue to submit speed management plans to the Director of Land Transport (the Director) for certification, or progress the implementation of certified speed management plans, at their discretion.

Te tāhū kōrero

Background

3. In the Wellington region, work has progressed on the development of the Wellington Regional Speed Management Plan 2024 per the requirements of the Rule. The Director had set the deadline of 29 March 2024 for RCAs to submit final speed management plans for certification.
4. On 13 December 2023, the Minister of Transport (the Minister) sent a letter to RCAs and the Committee ([Attachment 1](#)) signalling an amendment to the Rule that removes the requirement for RCAs and Regional Transport Committees (RTCs) to develop speed management plans. Where speed management plans are not yet final, the Minister's letter encourages RCAs and RTCs to consider the new Rule before making any final decisions, noting the public money and resources involved in developing speed management plans.

5. On 15 December 2023, the Land Transport Rule: Setting of Speed Limits Amendment 2023 came into effect, amending the Land Transport Rule: Setting of Speed Limits 2022 to:
 - a Remove the mandatory requirement to create speed management plans as set out in the Rule, making this discretionary instead
 - b Authorise the Minister to set deadlines for speed management planning, instead of New Zealand Transport Agency—Waka Kotahi
 - c Revoke any existing deadlines set by New Zealand Transport Agency—Waka Kotahi related to regional speed management planning (notably the 29 March 2024 deadline to submit final speed management plans to the Director for certification), and
 - d Remove any other existing deadlines for speed management planning in the Rule (including the timeframes for setting speed limits outside schools).
6. On 13 December 2023, the Director also sent a letter to RCAs and the Committee ([Attachment 2](#)) noting these changes to the Rule.
7. Per the Director’s letter, the Director retains the function of certifying speed management plans (SMPs). An RCA can still choose to submit an SMP to the Director for certification, and may also progress the implementation of a certified SMP.

Te tātaritanga Analysis

8. Given the recommendation of the Minister, officers propose that the Committee pause work on progressing the RSMP until the new Rule is released and clarifies what the roles and responsibilities are (including the degree of Committee involvement).
9. As noted in the letter from the Director, RCAs can still choose to submit a final SMP to the Director of Land Transport, or progress the implementation of an SMP that has already been certified.
10. The status of speed management plans in the Wellington region, including courses of action for SMPs that have already been certified, is currently as follows:
 - a **Carterton District Council and South Wairarapa District Council.** After completing consultation on their combined speed management plan, CDC and SWDC received Council endorsement of recommended changes to their SMP. The approved plan has not been submitted to the Director for certification—following the advice from the Minister, CDC and SWDC have placed the process on hold until the new Rule is released.
 - b **Hutt City Council.** HCC is proceeding with the implementation of their interim SMP, with reductions in speed limits around schools to have been completed before the start of the term.
 - c **Kāpiti Coast District Council.** KCDC is proceeding with the implementation of their certified SMP, with 30km/h variable speed limits being implemented around thirteen schools in the first half of 2024.

- d **Masterton District Council.** MDC remains committed to ensuring the safety of community members on the roads, with MDC's current approach guided by their certified SMP (endorsed by the Director on 13 October 2023). The initial focus is on reducing speeds around schools. In light of recent developments, including the reversal of previous deadlines and targets under the Rule, the Council is awaiting guidance before considering next steps, particularly before making any speed adjustments on roads identified as high risk in their SMP.
- e **Porirua City Council.** In December, PCC submitted their SMP to the Director for certification. The plan proposes reductions in speed limits near schools and marae during their peak operating hours. The plan has since been certified by the Director, and PCC is currently working on their implementation plan.
- f **Upper Hutt City Council.** UHCC has deferred deliberations on their draft SMP until information on the new Rule and the revised approach to speed management is available.
- g **Wellington City Council.** Work on a Draft SMP has been on pause since June 2023. With recent advice from the Minister advising that further guidance is being developed, the Council is waiting for the guidance before considering its next steps.

Ngā hua ahumoni

Financial implications

- 11. The Minister encourages RTCs and RCAs to wait for the new Rule before making final decisions to ensure best use of resources and public money.
- 12. Steps to implement certified SMPs before the new Rule is released may have financial implications for RCAs, if the new Rule contains requirements that mean RCAs need to revisit existing plans.

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

- 13. The 2022 Rule contained guidance on engagement with Māori. Information on RCAs' engagement and consultation with mana whenua in the development of SMPs may be included in the new Rule.

Ngā tikanga whakatau

Decision-making process

- 14. Officers considered the matters requiring decision in accordance with the requirements of clause 30 and 31 of Schedule 7 to the Local Government Act 2002, and the decision-making requirements of Part 6 of the Local Government Act 2002.

Te hiranga

Significance

15. Officers considered the significance (as defined by Part 6 of the Local Government Act 2002) of these matters, taking into account Council's *Significance and Engagement Policy* and Greater Wellington's *Decision-making Guidelines*. Officers recommend that these matters are of low significance due to their administrative nature.

Te whakatūtakitaki

Engagement

16. Due to the low significance of the matters for decision, engagement was not considered necessary.

Ngā tūāoma e whai ake nei

Next steps

17. The Ministry has commenced work on developing the new Rule. Further updates on the timeline for the development of the new Rule is expected from the Ministry of Transport in early 2024.
18. Officers will provide an update to the Committee once available.

Ngā āpitihanga

Attachments

Number	Title
1	Letter from the Minister of Transport – Amendments to the Land Transport Rule: Setting of Speed Limits 2022
2	Letter from the Director of Land Transport – Re: Amendments to the Land Transport Rule: Setting of Speed Limits 2022

Ngā kaiwaitohu

Signatories

Writer	Rose Wunrow – Strategic Advisor, Regional Transport
Approvers	Grant Fletcher – Head of Regional Transport Luke Troy – Group Manager, Strategy

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> Under the Land Transport Rule: Setting of Speed Limits 2022, the Committee had the responsibility to consolidate information from RCAs into a Regional Speed Management Plan. The development of speed management plans has since become discretionary through an amendment to the Rule.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The development of speed management plans contributes to the Wellington Regional Land Transport Plan 2021 headline target of 40% fewer deaths and serious injuries on the region's roads.
<i>Internal consultation</i> Internal consultation was not conducted. Greater Wellington officers consulted with the region's RCAs in the development of this report.
<i>Risks and impacts - legal / health and safety etc.</i> There are no known risks with this report.

Hon Simeon Brown

MP for Pakuranga

Minister for Energy
Minister of Local Government
Minister of Transport

Minister for Auckland
Deputy Leader of the House



Thomas Nash
Greater Wellington Regional Council
Thomas.nash@gw.govt.nz

Dear Thomas,

As you will be aware, a new Government has taken office with a comprehensive transport programme that will see Kiwis get to where they want to go, quickly and safely. The Government is writing a new Government Policy Statement on Land Transport to focus on reducing travel times and to create a more productive and resilient transport network that drives economic growth to boost incomes and unlock land for houses.

I am writing to inform you of recent changes made to the Land Transport Rule: Setting of Speed Limits 2022 (the Rule).

I am aware Regional Transport Committees (RTCs) and Road Controlling Authorities (RCAs) are currently developing, or have developed, speed management plans in line with the Rule and deadlines set by the New Zealand Transport Agency Waka Kotahi (NZTA).

The Rule has been amended to revoke the deadlines set by the NZTA, including the 29 March 2024 deadline for submitting the final draft speed management plans for certification. The deadlines and targets for reviewing speed limits, including around schools, have also been revoked. The Rule no longer requires RTCs and RCAs to develop speed management plans, and instead allows them to choose to do so.

As part of the Government's 100-day commitments, I intend to replace the current Rule.

This new Rule will ensure that when speed limits are set, economic impacts – including travel times – and the views of road users and local communities are taken into account, alongside safety.

The new Rule will also implement requirements for variable speed limits on roads approaching schools during pick up and drop off times, rather than permanent reductions, to keep young New Zealanders safe when they are arriving at, or leaving, school.

I consider it is undesirable for RTCs and RCAs to apply public money and resources in developing speed management plans only to have to revisit the plans when the new Rule takes effect. Given this, if you have not already finalised your speed management plan, I encourage you to consider the new Rule before making final decisions.

I also note the policies within the previous Government's so-called 'Road to Zero' strategy, in relation to speed limits, are no longer the Government road safety strategy for the purpose of the Rule. The Government is committed to road safety and will be publishing new objectives for road safety along with the new Rule next year.

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+64 4 817 6804 | s.brown@ministers.govt.nz | www.beehive.govt.nz

Attachment 1 to Report 24.21

I am working with officials on the timeline for replacing the current Rule and I expect them to keep you updated on progress.

In addition, I understand that some local authorities have been developing programmes with NZTA and other stakeholders to reduce vehicle kilometres travelled (VKT) by the light vehicle fleet, using funding from the Climate Emergency Response Fund. I have given notice to NZTA to end its work on these programmes, and to not commit any further funding to local authorities (beyond existing contractual obligations) to develop these programmes.

Thank you for your understanding as we work through these changes.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Simeon Brown'.

Hon Simeon Brown
Minister of Transport

Copy to: Nigel Corry, nigel.corry@gw.govt.nz



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13 December 2023

Kia ora koutou,

Re: Amendments to the Land Transport Rule: Setting of Speed Limits 2022

I am writing about changes made by the Minister of Transport to the Land Transport Rule: Setting of Speed Limits 2022 (The Rule) announced on Tuesday 12 December.

The changes to the Rule progress the Coalition Government's 100-day plan in relation to speed management.

I understand the Minister has provided a written update outlining the intent of the changes, which are as follows:

- The requirement to develop speed management plans is now discretionary rather than mandatory
- The Minister of Transport, rather than the NZ Transport Agency Waka Kotahi (NZTA), now has the authority to set a deadline for any of the steps involved in developing, varying or replacing Speed Management Plans (SMPs)
- Any previous deadlines for RCAs to prepare SMPs are revoked
- Regional Transport Committees (RTCs) and Road Controlling Authorities (RCAs) no longer need to meet the previous deadlines associated with setting speed limits outside schools as set out in the Rule.

These amendments to the Rule do not change the function of the Director of Land Transport to certify Speed Management Plans which RCAs choose to submit, however RTCs and RCAs should note the intention from the Minister to develop a new Rule. The Minister has encouraged RCAs to wait for this new Rule before developing or completing SMPs.

I acknowledge the implications of these changes may raise some questions around the progression of speed management plans, including those already submitted for certification. I have provided key information on how these changes may affect you and will provide more details as they become available.

This information along with any further updates will also be made available on the NZTA and Ministry of Transport websites.

Key information

- The Minister intends to replace the Rule and has encouraged RTCs and RCAs to wait until the new Rule is in place before developing or submitting SMPs;
- An RCA can choose to submit a SMP to the Director of Land Transport for certification.
- If a SMP has been submitted, but not yet certified, the RCA can withdraw the SMP prior to certification.
- Implementation of certified SMPs can continue.
- Speed limits which have migrated into the National Speed Limit Register remain valid.
- RTCs and RCAs retain the ability to target harm reduction through safety management responses including SMPs and infrastructure improvements;
- Work on the new Rule has commenced. The expectation is that further information on the scope and process for the new Rule will be available in early 2024.

If you have any concerns, please get in touch with your NZTA Area Programme Manager or Director of Regional Relationships for guidance and support.

Ngā mihi nui,



Brent Alderton
Director of Land Transport

Regional Transport Committee
26 March 2024
Report 24.142



For Decision

SUBMISSION ON DRAFT 2024 GOVERNMENT POLICY STATEMENT – LAND TRANSPORT.

Te take mō te pūrongo

Purpose

1. To advise the Regional Transport Committee (the Committee) of the submission on the Government Policy Statement (GPS) on Land Transport 2024.

He tūtohu

Recommendations

That the Committee:

1. **Approves** the submission developed on behalf of the Regional Transport Committee responding to the draft GPS-Land Transport 2024.
2. **Delegates** to the Committee Chair the ability to make minor editorial changes to the document prior to submission being finalised and sent.

Te horopaki

Context

2. The Ministry of Transport released the GPS on Land Transport 2024 for feedback on 6 March 2024.
3. The draft GPS outlines the Government's plan for investing in land transport over the next 10 years by guiding \$7 billion per year in expenditure from the National Land Transport Fund and \$1.5 billion from local government.
4. This is the first GPS from the Sixth National Government (a coalition government, led by the National Party). As such, there are significant changes in policy direction and associated funding compared to the previous direction.
5. An overview of the updated GPS was presented by officers at a Committee workshop on 12 March 2024, and key themes have been reflected in the submission. The submission is still being finalised, but key themes to be covered are included in the analysis below. The final draft submission will be tabled at the Committee meeting on 26 March 2024.
6. The submission is due on 2 April 2024.

Te tātaritanga Analysis

7. The GPS provides direction to the New Zealand Transport Agency – Waka Kotahi on how the National Land Transport Plan is distributed.
8. This GPS provides an increased focus on road-related transport improvements and associated funding, and a general reduction in the priority and funding of multi-modal improvements and non-private vehicle transport modes.
9. Content for a submission responding to the GPS has been workshopped by both the Committee and the officer level technical advisory group (TAG) in the week of 11 March 2024.
10. Some of the key messages in draft submissions from other sector organisations reflecting local government perspectives and concerns have also been used to inform and supplement this submission.
11. The following will form the key themes of the submission:
 - a Highlighting the Region’s continued commitment to action on climate change and emissions reduction and calling for central government support through a much clearer transport emissions reduction pathway.
 - b Highlighting the importance of continued investment in multi-modal transport system improvements including to deliver better economic outcomes through improved journey times and reduced congestion along with better efficiency, and greater network resilience.
 - c Highlighting the potentially significant affordability implications of changes to public transport funding, including;
 - i lower public transport funding allocation in real terms
 - ii the risk of rising track charges and insurance costs for rail,
 - iii expectation that regional councils cover a greater share of running costs through farebox revenue.
 - iv This change of funding priority has the potential to limit public transport growth, which could result in increased congestion, and roading maintenance costs.
 - d Support for central government investment in a number of major transport improvement projects in our Region, where they are aligned with our regional strategic objectives in our regional strategic planning documents including the Regional Land Transport Plan, Regional Policy Statement, and Future Development Strategy.
 - e Support for a number of areas of system reform signaled in the GPS, in particular:
 - i the move to a 10-year investment plan in the GPS/NLTP to align with council long term planning;
 - ii looking at future revenue approaches for transport investment – including new tools such as congestion pricing; and,

- iii ways to make the business case process for transport projects as efficient and streamlined as possible
- f General support for the strategic priorities of economic growth and prosperity, increased maintenance and resilience, safety, and value for money, providing they are operationalised in a way that incorporates the local needs and other considerations of our region’s diverse communities. In particular, we would like to see:
 - i a broader multi-modal investment approach to resilience (including recognising the role of rail freight) and seek increased focus on adaptation,
 - ii a wider scope for safety investment and signals that a broader range of initiatives will be funded,
 - iii support for urban intensification over greenfield development to support less costly and more efficient transport infrastructure investment.

Ngā hua ahumoni
Financial implications

12. There are no financial implications arising from this report.

Ngā Take e hāngai ana te iwi Māori
Implications for Māori

13. Implications of the GPS for Māori have been considered as part of the submission response.

Ngā tikanga whakatau
Decision-making process

14. The matters requiring decision in this report were considered in accordance with Part 6 of the Local Government Act 2002.

Te hiranga
Significance

15. Officers considered the significance (as defined by Part 6 of the Local Government Act 2002) of this matter, taking into account Council’s *Significance and Engagement Policy* and Greater Wellington’s *Decision-making Guidelines*. Officers recommend that these matters are of low significance due to its administrative nature.

Te whakatūtakitaki
Engagement

16. Due to the low significance of the matters for decision, engagement was not considered necessary.

Ngā tūāoma e whai ake nei

Next steps

17. The final draft submission will be submitted to the RTC for approval. We request that that approval be given to the chair to make minor editorial changes as required.

Ngā āpitihanga

Attachments

Number	Title
1	Regional Transport Committee submission on the draft GPS Land Transport 2024 (to come)

Ngā kaiwaitohu

Signatories

Writer	Emma Hope, Kaitohuhu Matua – Senior Strategic Advisor, Regional Transport Natasha Hayes, Kaitohuhu Matua – Senior Strategic Advisor, Regional Transport
Approvers	Grant Fletcher, Kaiwhakahaere Matua Waka-ā-rohe - Head of Regional Transport Luke Troy, Kaiwhakahaere Matua Rautaki - Group Manager Strategy

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council’s roles or with Committee’s terms of reference</i> The Committee has responsibility to approve submissions to external organisations on matters that support contribution to the Wellington Regional Land Transport Plan’s objectives and direction (2.7).
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The submission contributes to the draft GPS Land Transport 2024, which has implications for the 2021 Regional Land Transport Plan.
<i>Internal consultation</i> Input on the submission was received both internally from within Greater Wellington and from members of TAG.
<i>Risks and impacts - legal / health and safety etc.</i> There are no known risks.

Regional Transport Committee
26 March 2024
Report 24.135



For Decision

WELLINGTON TRANSPORT EMISSIONS REDUCTION PATHWAY

Te take mō te pūrongo

Purpose

1. To advise of the Regional Transport Committee (the Committee) of the Wellington Transport Emissions Reduction Pathway (the Pathway).

He tūtohu

Recommendations

That the Committee:

- 1 **Notes** the draft Transport Emissions Reduction Pathway was presented at the Regional Transport Committee workshop on 12 March 2024.
- 2 **Approves** the Transport Emissions Reduction Pathway, which will be released once final formatting and design is completed.
- 3 **Authorises** the Committee Chair to make minor editorial changes as necessary.
- 4 **Notes** that the Transport Emissions Reduction Pathway will be considered for endorsement by the Wellington Regional Leadership Committee at its meeting 4 June 2024.
- 5 **Notes** that officers will be developing supporting communications and material to create awareness of the Transport Emissions Reduction Pathway among stakeholders and in the wider community.

Te tāhū kōrero

Background

2. In May 2022, Te Manatū Waka Ministry of Transport published its approach for the transport sector to achieve a 41 percent reduction in emissions by 2035, as set out in the national Emissions Reduction Plan. This plan has three focus areas:
 - a reducing reliance on cars, and supporting people to walk, cycle and use public transport;
 - b rapidly adopting low-emissions vehicles; and
 - c decarbonising heavy transport and freight.¹

¹ Ministry of Transport (2022) Transport and the Emissions Reduction Plan

3. The previous government adopted the Decarbonising Transport Action Plan in November 2022, requiring Waka Kotahi New Zealand Transport Agency (NZTA) to develop a national Vehicle Kilometres Travelled (VKT) reduction plan and to work in collaboration with Tier 1 and 2 metro areas to develop VKT urban reduction plans.
4. In 2023, NZTA made funding available for regional councils to assist them develop their VKT urban reduction plan. Officers made the decision to take a broader transport emissions reduction pathway approach to this work, modelled on the Auckland Council strategy of the same name. It was considered that this would better future proof the strategy in the event of future changes in central government direction.
5. The Pathway delivers on this work, and has two primary goals, that is to:
 - a reduce all road transport-generated carbon emissions by 35% by 2030 against a 2018 baseline (Regional Land Transport Plan goal)
 - b reduce per capita light vehicle VKT by 25% by 2035 compared to 2019 baseline (national Emissions Reduction Plan derived goal).
6. We note that transport priorities under the new government have changed, as signalled in the draft Government Policy Statement for Land Transport released on 4 March 2024. However, the Government has reiterated its commitment to New Zealand’s nationally determined contribution to reduce net greenhouse gas emissions by 50 percent by 2030 and achieve net zero emissions by 2050. Achieving these targets will require comprehensive and urgent change across all sectors and regions, and we see the Pathway as our region’s commitment to achieving these goals.

Te tātaritanga Analysis

Implementation

7. The Pathway ([Attachment 1](#)) sets out the policies and interventions required for a resilient, low-carbon region, contributing to New Zealand’s emissions reduction goals. Its implementation will rely on a combination of actions by the approved organisations² in the region alongside central government funding and interventions (e.g., enabling legislation). Regional action will require commitment and investment from each approved organisation through the Regional Land Transport Plan (RLTP) and Long Term Plan (LTP) processes.

Ngā hua ahumoni Financial implications

8. We have identified no financial implications associated with approving the Pathway for release.
9. The proposed actions in the Pathway will in many cases require additional funding – particularly from central government – and the Pathway identifies that boosted funding for these activities is a critical dependency of the Pathway. By approving the Pathway

² “Approved organisations” are those organisations able to draw funds from the National Land Transport Fund under section 10 of the Land Transport Management Act 2003.

for release, no council in the region will be committed to funding activities not already funded through other processes (e.g., Long-Term Plans, the Regional Land Transport Plan). Funding of activities set out in the Pathway will need to be worked through via the RLTP and LTP processes.

Ngā Take e hāngai ana te iwi Māori Implications for Māori

10. The Pathway sets out the vision for a low-carbon, resilient future for the region by setting out what needs to be done to achieve our transport emissions reduction goals. As we come to implementing the pathway as councils and partners in the region, we will need to work through the implications of each policy and intervention for Māori, as well as more general issues of equity and access, especially for those in our community that experience transport poverty and poor access to the services they require. The Pathway includes a section on equity, including in relation specifically to Māori.

Te huritao ki te huringa o te āhuarangi Consideration of climate change

11. The Government's Emissions Reduction Plan for budget period one (2022-25) (ERP1), mandated under the Climate Change Response (Zero Carbon) Amendment Act 2019, sets out emissions reduction goals across all sectors of the economy. These targets are what have been determined as necessary to meet New Zealand's commitment to net zero emissions by 2050 and to deliver on its nationally determined contribution (NDC) to reduce net greenhouse gas emissions by 50 percent below gross 2005 levels by 2030.
12. In November 2023, at the Conference of Parties for the United Nations Framework Convention on Climate Change (COP28), the new Minister for Climate Change Simon Watts re-iterated New Zealand's commitment to our country's NDC.
13. The ERP1 sets a goal of 41 percent reduction in transport emissions by 2035 from 2019 levels, with a sub-target of a 20 percent reduction of total kilometres travelled by the light fleet by 2035 (against a hypothetical do-minimum baseline scenario).
14. The Pathway sets out what our region needs to do, with appropriate support from central government, to make our contribution to meeting these transport emissions reduction goals, and in doing so, help our country meet its international climate obligations.

Ngā tikanga whakatau Decision-making process

15. The matters requiring decision in this report were considered by officers against the decision-making requirements of Part 6 of the Local Government Act 2002. The decision-making process is considered appropriate to the level of significance of the decision, as set out in paragraph 16 below.

**Te hiranga
Significance**

16. Officers considered the significance (as defined by Part 6 of the Local Government Act 2002) of the decision sought, taking into account Council's *Significance and Engagement Policy* and Greater Wellington's *Decision-making Guidelines*. Officers recommend that the decision to approve the Pathway for release be deemed as of low significance.
17. The reason for this suggested rating is that while the Pathway is an important strategic document, it is non-statutory, developed as a soundly evidenced-based foundation for advocacy for the councils of the region, with no direct financial implications. By approving the Pathway for release, no council in the region will be committed to funding activities not already funded through other processes (e.g., long term plans, the Regional Land Transport Plan). Any subsequent decisions to undertake activities requiring additional funding will be appropriately consulted on.

**Te whakatūtakitaki
Engagement**

18. In the development of the Pathway, officers have undertaken engagement with councils and other partners through the Transport Advisory Group, the Wellington Regional Leadership Forum and this Committee, alongside targeted stakeholder engagement with organisations outside government. The input of both NZTA and KiwiRail has been sought and reflected in the document.

**Ngā tūāoma e whai ake nei
Next steps**

19. The Pathway will be released as a public-facing document once final formatting and design is completed.
20. Supporting communications and material will be developed to create awareness of the Pathway among stakeholders and the wider community.
21. The Pathway is expected to be endorsed by the Wellington Regional Leadership Committee at its meeting 4 June 2024.

**Ngā āpitihanga
Attachment**

Number	Title
1	Wellington Regional Transport Emissions Reduction Pathway

**Ngā kaiwaitohu
Signatories**

Writer	Catherine Knight – Principal Strategic Advisor, Regional Transport
Approver	Luke Troy – Kaiwhakahaere Matua Rautaki Group Manager Strategy

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> The decision sought in this paper fits with the Regional Transport Committee responsibility to provide Council with any advice and assistance it may request in relation to its transport responsibilities.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> Initiatives in the wider Wellington Transport Emissions Reduction Pathway will need be included in approved organisations' Long Term Plans and the RLTP from 2024 in order to be funded.
<i>Internal consultation</i> Members of the Regional Leadership Committee Secretariat, approved organisations in the region through the Technical Advisory Group, and the Greater Wellington climate change team were engaged in the development of this approach.
<i>Risks and impacts - legal / health and safety etc.</i> There are no risks arising from this report.



Wellington Regional Transport Emissions Reduction Pathway

2024



Attachment 1 to Report 24.135

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Attachment 1 to Report 24.135

Glossary

ERP	Emissions Reduction Plan
EV	Electric Vehicle
CSC	Community Services Card
FDS	Future Development Strategy
GWRC	Greater Wellington Regional Council
ICE	Internal Combustion Engine
LNIRIM	Lower North Island Rail Integrated Mobility
LTCP	Low Traffic Circulation Plan
Micromobility	Refers to a range of small, lightweight vehicles operating at speeds typically below 25 km/h and operated by users personally.
NIMT	North Island Main Trunk
NPS	National Policy Statement
NZTA	New Zealand Transport Agency
RCA	Road Controlling Authority
RLTP	Regional Land Transport Plan
VKT	Vehicles Kilometres Travelled
WTERP	Wellington Regional Transport Emissions Reduction Pathway

Attachment 1 to Report 24.135

Background and scope

We need to reduce transport emissions

Climate change is set to become the most disruptive force we will face in the future – necessitating a change in the way humanity lives, consumes resources and uses energy. New Zealand is fortunate to be among one of the less extremely affected countries in the world – but that does not mean we will be immune from the effects of heating climate. The less action we take now to mitigate the worst effects of climate change, the more insecure our children’s, and their children’s future will be.

But irrespective of how we may view the importance of climate change in our own lives, our country is a signatory to the Paris Agreement, which commits us to a nationally determined contribution to limit global warming to well below 2 degrees above pre-industrial levels. In November 2023, at the Conference of Parties for the United Nations Framework Convention on Climate Change (COP28), the new government re-iterated New Zealand’s commitment to the nationally determined contribution to reduce net greenhouse gas emissions by 50 per cent below gross 2005 levels by 2030.

The impetus for this strategy is the need for the Wellington region to play its part in achieving our national emission reduction goals – net zero in long-lived greenhouse gas emissions by 2050.¹ Road transport is one of our largest sources of greenhouse gas emissions and is responsible for about 17 per cent of national gross emissions and 39 per cent of total domestic CO2 emissions (see Figure 1 below).

¹ The Climate Change Response (Zero Carbon) Amendment Act 2019 introduced 2050 emissions reduction targets that are consistent with the Paris Agreement’s commitment to limit warming to 1.5°C above pre-industrial levels. The targets require gross emissions of biogenic methane to reduce to at least 10% below 2017 levels by 2030 and to at least 24% to 47% by 2050. Emissions of all other greenhouse gases must reach net zero by 2050.

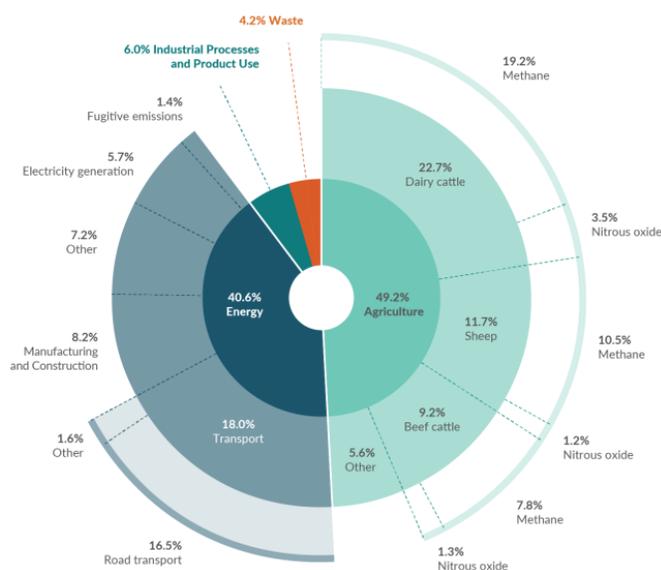


Figure 1: Gross greenhouse gas emissions in 2021 by sector, sub-category and gas type. Ministry for the Environment.

The pathway for achieving our nationally determined contribution and net zero emissions by 2050 is set out in the national Emissions Reduction Plan (ERP) for years 2022 – 25. This plan required all tier 1 urban areas² in New Zealand to develop a programme setting out how they will contribute to the goal to reduce transport emissions by 41 percent by 2035 (from 2019 levels).

The ERP sets out four transport targets, which when implemented fully are projected to generate this 41 percent reduction in emissions. These targets are:

- Target 1 – Reduce total kilometres travelled by the light fleet by 20 per cent (against a hypothetical minimal intervention baseline) by 2035 (in real terms, a 1 per cent reduction from the 2019 baseline) through improved urban form and providing better travel options, particularly in our largest cities.
- Target 2 – Increase zero-emissions vehicles to 30 per cent of the light fleet by 2035.
- Target 3 – Reduce emissions from freight transport by 35 per cent by 2035.
- Target 4 – Reduce the emissions intensity of transport fuel by 10 per cent by 2035.

Since the publication of the ERP, the government has pulled away from the proposed biofuels mandate (the primary mechanism to deliver on Target 4), meaning that for the time being, more emphasis must be placed on the remaining three targets to meet the 41% transport emissions reduction target.

² Tier 1 covers Auckland, Hamilton, Tauranga, Wellington, and Christchurch.

Focus areas of the pathway

Our Transport Emissions Reduction Pathway for the region (WTERP) is based on the foundation provided by the Emissions Reduction Plan and the Ministry of Transport's Decarbonising Transport Action Plan 2022-25. It has three focus areas, which are:

- Make it easier to access the things we need without a car (light vehicle VKT reduction)
- Support the shift to zero emissions vehicles
- Encourage low emissions freight and heavy transport options.

While the WTERP will cover all three focus areas above, there is a strong emphasis on the first focus area. This is because this is the area that collectively as councils in the region we can most influence change – through better urban design, provision of public transport, and active transport infrastructure, alongside economic tools (incentives and disincentives to encourage mode shift).

The Pathway for Better Cities graphic developed by New Zealand Transport Agency – Waka Kotahi (NZTA) provides a useful overview of the elements of a pathway for reduced VKT at the national level.³ While this graphic covers only light vehicle VKT, as noted, our regional pathway covers all land transport sector, including freight.

³ NZTA Waka Kotahi uses the AVOID-SHIFT-IMPROVE model to approach intervention and investment decisions. That is, prioritising first interventions aim to avoid or reduce the need to travel, or the time or distance travelled by car while improving accessibility, eg through integrated land use and transport planning for urban form that supports well-connected multi-modal access to local services and employment. Next, SHIFT focuses on shifting people who need to travel from cars to more energy efficient modes such as public transport and active or shared. IMPROVE focuses on improving the energy efficiency of motorised vehicles (eg through fuel standards or EV uptake) and optimisation of transport infrastructure and operations for more efficient vehicle movement. This pathway encompasses all elements of this model, but in recognising the length of time it takes to change urban form in a way that will materially impact VKT and emissions, the pathway focuses most on SHIFT interventions.

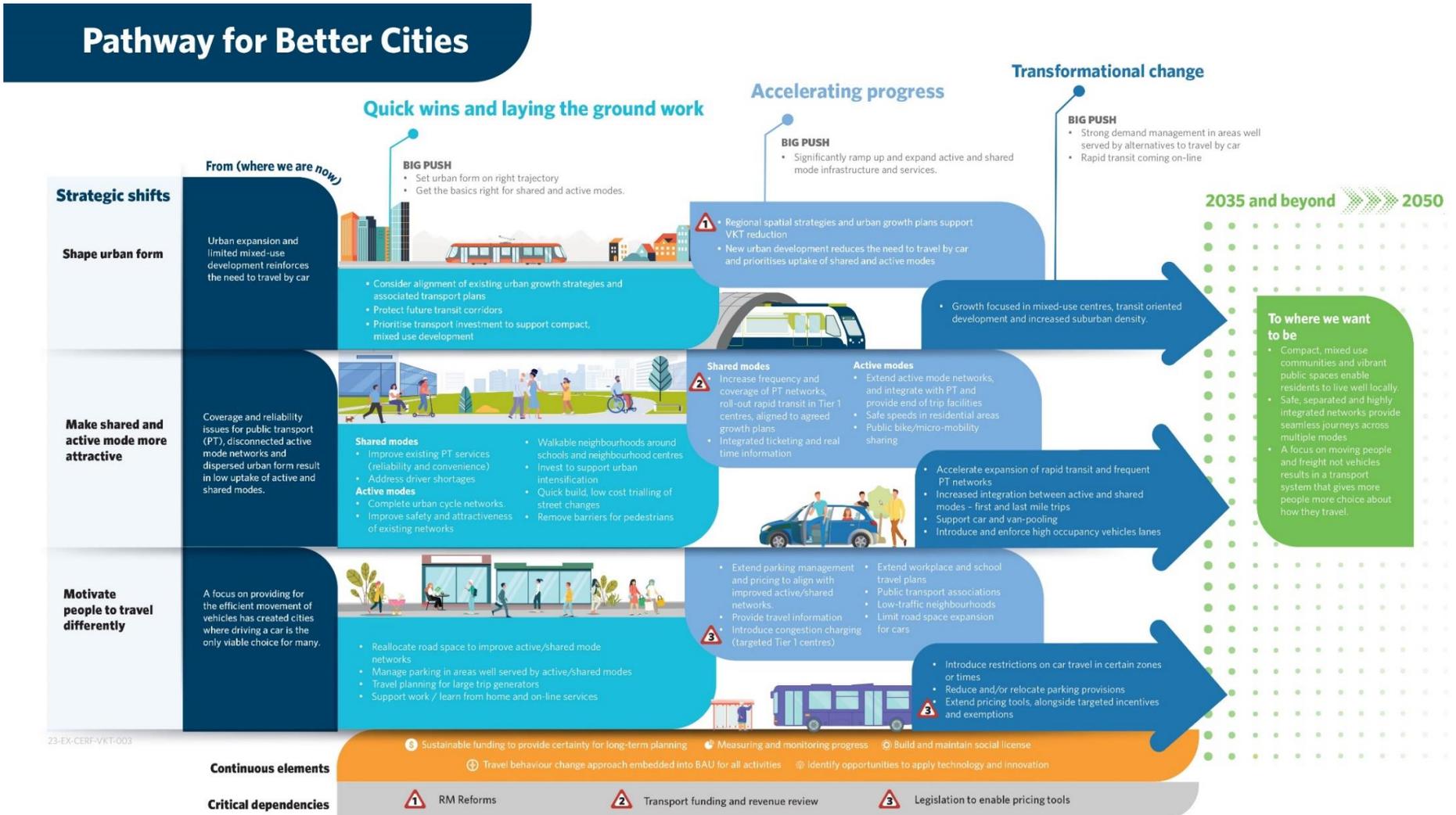


Figure 2: Pathway for better cities. NZTA—Waka Kotahi/Ministry of Transport

What does our pathway aim to do?

This pathway sets out the things we need to do, at all levels of government and community, to reduce transport emissions by 41 percent by 2035, on the path to net zero emissions (across all sectors) by 2050. It is ambitious but based on our analysis using the latest data, it is also what is necessary to make the shifts required. But councils alone cannot make these shifts happen. We need central government to set in place the necessary legislative and regulatory changes, to help fund public and active transport infrastructure, and to support and incentivise the shifts we need across all sectors.

Therefore a major part of what this Pathway sets out to do is to create a vision and a pathway to achieve that vision, and present the evidence base supporting it. It will enable councils and communities of the region to effectively advocate for the support we need to play our part in achieving a net zero Aotearoa New Zealand by 2050.

But this isn't just about reducing greenhouse gas emissions. By implementing the pathway, we will help our region's communities to be more resilient and connected, and able to thrive in the face of the challenges to come.

Our targets

This pathway has two primary targets to achieve through its three focus areas:

1. **Reduce all road transport-generated carbon emissions by 35% by 2030 against a 2018 baseline**
(Regional Land Transport Plan 2021 goal)
2. **Reduce per capita light vehicle VKT by 25% by 2035 compared to 2019 baseline**
(national Emissions Reduction Plan derived goal).

Background on these targets, how they were developed as well as how they relate to national and regional strategic objectives is discussed in Appendix A to this document.

Building towards a low-carbon, more resilient future

The key driver for this pathway is the urgent need to reduce emissions to help achieve Aotearoa New Zealand's climate goals. A region that enables people to move around and access the things they need in everyday life without the necessity of using a private vehicle will not only be more resilient and contribute to climate goals, but will also contribute to healthier, more active lives, more community connectedness and thriving local communities and economies. On a practical level, it is also likely to save people money, especially as fuel costs and the costs associated with car ownership increase.⁴ If the pathway set out in this strategy is implemented to its fullest, this will not only mean that we can contribute towards meeting our country's national goals and international climate obligations, it would also mean a region more liveable for its residents.

⁴ It is estimated by the Automobile Association that it cost a household \$8,000 to run even a small car (based on costs in 2021) and is only likely to increase as fuel and insurance costs increase ([The cost of running a vehicle | AA New Zealand](#)).

Building our cities and towns so that they are less energy-intensive and more resilient will also enable our communities to respond and adapt to a future which is not going to be like the recent past. Globally, New Zealand is second only to Bangladesh in terms of its susceptibility to natural hazards,⁵ and this risk is only going to increase as the global climate warms and becomes less stable, characterised by more extreme weather. This reality is only amplified by the Earth being highly likely to breach the Paris threshold of 1.5 degrees C within the next few years,⁶ and our current growth trajectory tracking towards at least 2 degrees C warming. At this threshold, scientists warn that tipping points will trigger cascading and accelerating effects, including but not limited to, up to 12 metres sea-level rise.⁷

The effects of rising sea levels and the densely populated equatorial belt exiting the so-called 'human climate niche' due to extreme heat will also mean that New Zealand, as one of the more liveable countries on the planet (natural hazard risk aside), will need to accommodate potentially large numbers of climate refugees. At the same time, in the context of a future in which material and energy supply chain disruption is likely to increase due to climate disasters and geopolitical instability (as resources such as land, water and energy become increasingly scarce)⁸ New Zealand will need to strengthen its ability to feed and energise itself. This will all need land and other natural resources.

Therefore, it will become critically important to grow our region in ways that will not compromise our region's – and indeed our country's – ability to sustain itself in a climate-disrupted and energy-constrained future.



Figure 3: Placeholder only showing comparative scenarios (continued status quo, pathway to low-carbon, resilient future)

⁵ <https://www.icznz.org.nz/industry/media-releases/nz-ranked-2nd-riskiest-country-in-the-world/>

⁶ <https://www.washingtonpost.com/climate-environment/2024/02/08/1-5-celsius-global-warming-record/>

⁷ <https://www.latimes.com/environment/story/2023-11-20/earth-surpasses-critical-warming-threshold-officials-say>; [Scientists who study Earth's ice say we could be committed to disastrous sea level rise \(nbcnews.com\)](https://www.nbcnews.com/science/earth/scientists-say-we-could-be-committed-to-disastrous-sea-level-rise-n1234567)

⁸ Sixty percent of New Zealand's energy needs are met by energy imported from overseas (<https://www.energyresources.org.nz/oil-and-gas-new-zealand/our-energy-mix/>).

Setting the scene

Geographical context

Owing to its challenging topography and the mountainous spine formed by the Remutaka and Tararua Ranges, development in the greater Wellington region has formed in a distinctive Y shape, with urban development focused along two transport corridors. One along the western (coastal) side of the mountain spine running from Wellington, through Porirua and up to the Kāpiti Coast, and the second along the eastern side, through the Te Awa Kairangi (Hutt River) Valley and on to the Wairarapa.



Figure 4: Placeholder map only – doesn't show the Y formation of transport network very well. Also keen to have geography layer (FDS Y formation map is stylised and has no geographic overlay).

This has had implications for the way the region has grown spatially. A relatively modest regional population (currently around 530,000), is spread over a wide area, much of the region some distance from Wellington City.⁹ For example, on the west of the 'Y', Paraparaumu is 55 kms from Wellington City, and Ōtaki is 73 kms, while to the east, Upper Hutt is 30 kms from Wellington City, while Masterton is 100 kms. By comparison, Auckland's urban fringe is approximately 20-30 kms from the CBD. While useful context, this analysis also needs to take into account the relative importance of

⁹ There is a risk in over-emphasising the idea of Wellington's growth and urban development in a cohesive regional context, particularly as it relates to Wellington City being the urban centre of the region. The current regional boundaries were only put in place in the late 1980s, based on catchment board boundaries. The primary role of this regional tier of government was catchment management (i.e., soil conservation and flood management) not oversight of urban development or spatial planning. The idea of taking a regional view of urban growth is relatively recent, within the context of the Urban Development Act, the NPS for Urban Development and other recent national policy. While it is tempting to see Wellington City as the "urban nucleus" and economic core for all districts in the region, this is not necessarily the case. Ōtaki for example, is potentially more north-oriented (towards the Horowhenua and Manawatū) than Wellington-oriented. It is also questionable whether the Wairarapa Districts see Wellington City as their regional urban centre, in terms of economic activity, employment or day-to-day needs.

the Wellington CBD as a commercial and employment centre for districts within the region (in comparison to Auckland city centre). Overall, of all the region's residents who commute to work, about a quarter commute to the Wellington CBD. For some districts and communities within the region, it is of critical importance as an employment centre, but for others, it is less important. For instance, in the 2018 census, less than 4% of all of those who commuted to work from Ōtaki reported commuting to the Wellington CBD, while in the case of Masterton, the percentage was less than 2%. This suggests that it may not be useful to think of the region's communities as satellites orbiting around Wellington city as the main cultural, economic and employment 'engine room'. Instead we may be better served thinking of the region as a constellation of town centres and communities, all with diverse strengths and potentialities, which can be linked by an overarching regional identity and vision.

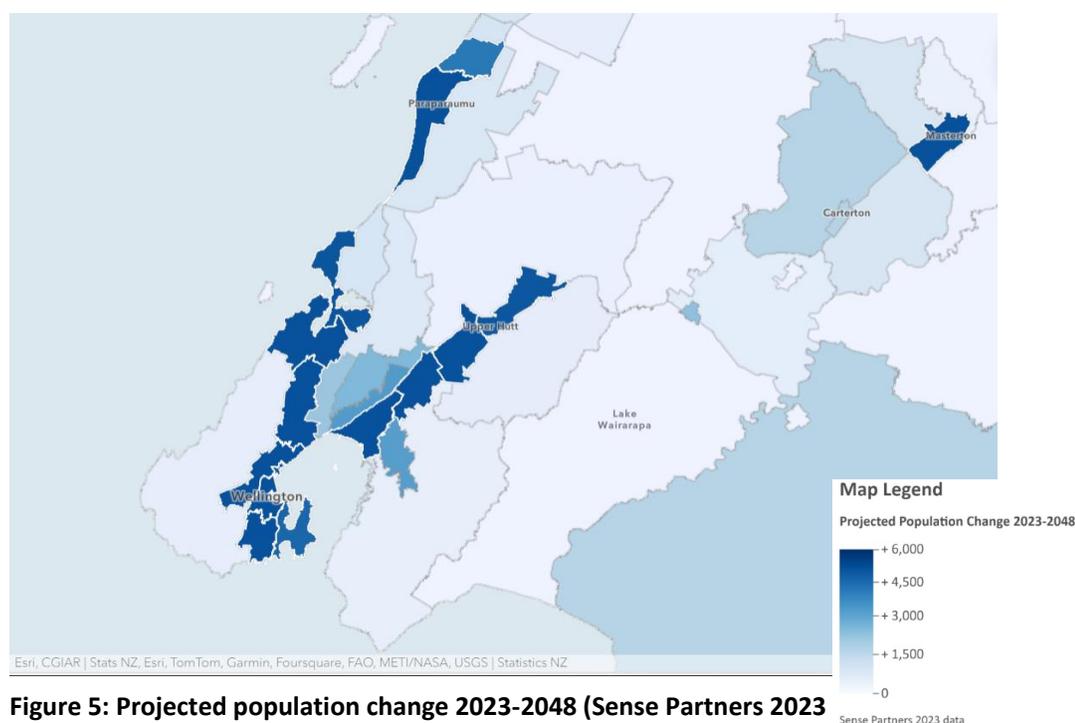


Figure 5: Projected population change 2023-2048 (Sense Partners 2023)

To date, planning for growth has primarily been undertaken at district rather than at a regional level, with district objectives and benefits at the forefront of planning. Through the establishment of the Wellington Regional Leadership Committee, councils in the region (extended to include Horowhenua) have begun to work together on a shared vision for the region, first through Wellington Regional Growth Strategy, and more recently through the Future Development Strategy (FDS), which is mandatory for tier 1 councils under the National Policy Statement for Urban Development.

As is the case elsewhere in New Zealand (and indeed the industrialised world), over the last several decades, urban development has taken the form of a monocentric urban core surrounded by low-density urban sprawl, in which residents are almost entirely reliant on the private motor vehicle. This pattern became particularly marked

from the 1950s, as governments around the world became focused on post-war economic growth and 'modernisation'. Wellington City has been a notable exception to this style of growth, especially in recent decades. Its challenging topography has constrained the city's ability to grow outwards, which has resulted in a more compact urban form and more inner city living than most other New Zealand cities, also reflected in the comparatively high levels of public transport and active mode use.

A range of factors have shaped the urban form over the last several decades and how we move around in these spaces. Urban areas have grown outwards, driven by cheaper land on the periphery of urban areas, but pushing people away from existing retail and social services, as well as places of employment and education, increasing car dependency and trip times. At the same time, many services – including day-to-day requirements such as groceries – have been increasingly centralised so that many people must travel further (usually by car) to access the things they need for everyday life. As the orbit of activity has moved away from them, some local centres have become degraded and under-utilised, further pushing residents to abandon them in favour of centralised locations such as suburban malls, and perpetuating the downward spiral for many once-thriving local communities. This has further created severance and dislocation of some local communities, with higher traffic volumes and car dependency having implications for transport emissions, air pollution, public health (diminished physical activity) and road safety.

How do people in the region travel now?

While not necessarily a full picture, we have a good understanding of how people in our region travel. This is through travel questions in the national census undertaken by Stats NZ every five years, and also the annual Household Travel Survey undertaken by the Ministry of Transport, which measures the travel New Zealanders do by asking everyone in randomly selected households to record their travel over two days. Information from the survey is used to develop policies relating to road safety, roading, public transport, pedestrian and cycling.¹⁰

From this information we know that journeys across all districts in the region are car-dominated. The one notable exception is journeys to work originating in Wellington City, for which active and public transport modes make up just over 50%.

Where do people travel to?

As seen from figure 6, work-related trips (either to work, or for work) make up nearly a third of all trips taken by individuals in the household across the region, when measured in terms of total kilometres travelled (as opposed to total trip numbers, shown in figure 7). Shopping is the next biggest percentage of trips (21%), followed by social/entertainment trips (18%). Pick up/drop off (16%) is likely primarily made up of school drop off/pick up and after-school activity trips.

¹⁰ Metlink also collects a rich source of data on patronage of public transport services and change over time.

It should be noted that the data below excludes any trips made to or from locations outside the Wellington Region, e.g. holiday travel etc.

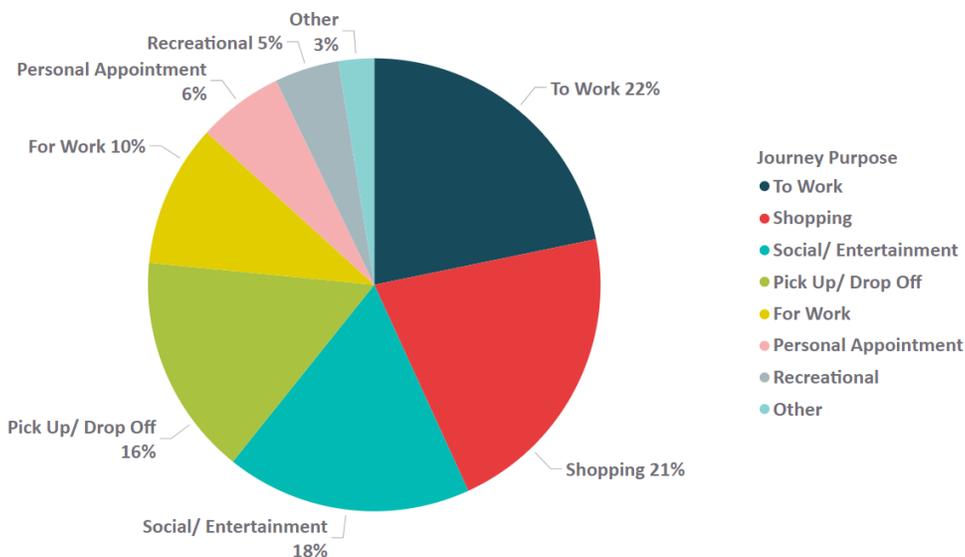


Figure 6: Purpose of journeys by light vehicles measured by kms travelled in the Wellington Region (Household Travel Survey 2016-2022)

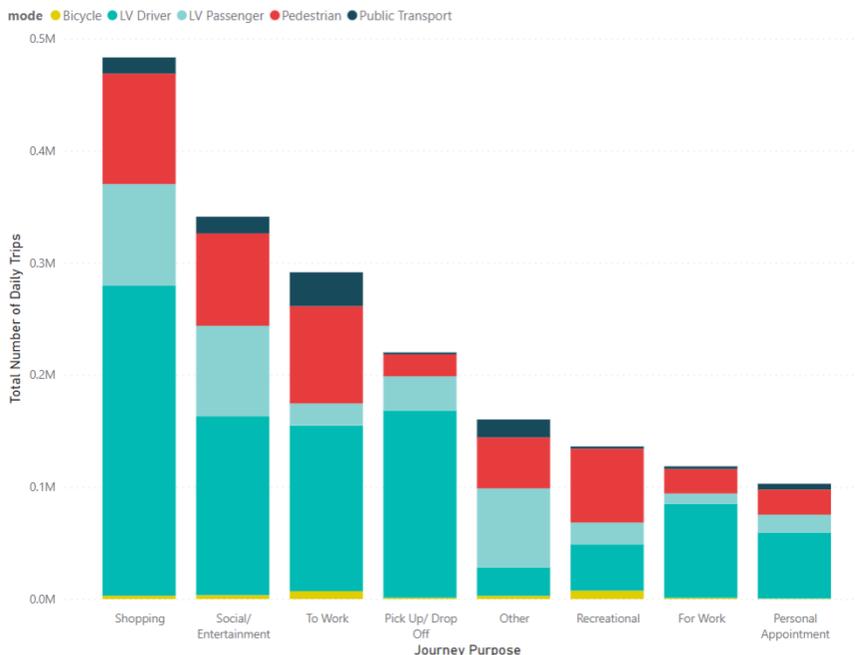


Figure 7: Number of daily trips by purpose and mode

District by district comparison

The following graphs provide an overview of light vehicle travel in each of the districts within the region. As shown in figure 8, in terms of total kilometres travelled, Wellington City has the highest share, followed by Lower Hutt. However, when calculated as per capita kilometres travelled (figure 9), Kāpiti Coast has the highest share, followed closely by Wairarapa. In the case of Kāpiti Coast, about half of these trips are for work, while in the case of Wairarapa, they are more evenly spread across the three purpose categories (see Figure 10).

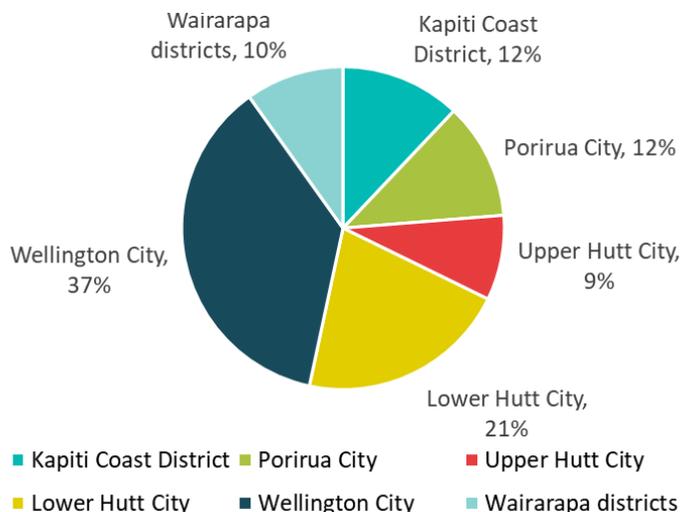


Figure 8: Share of light vehicle kms travelled by district of origin (as proportion of regional total)

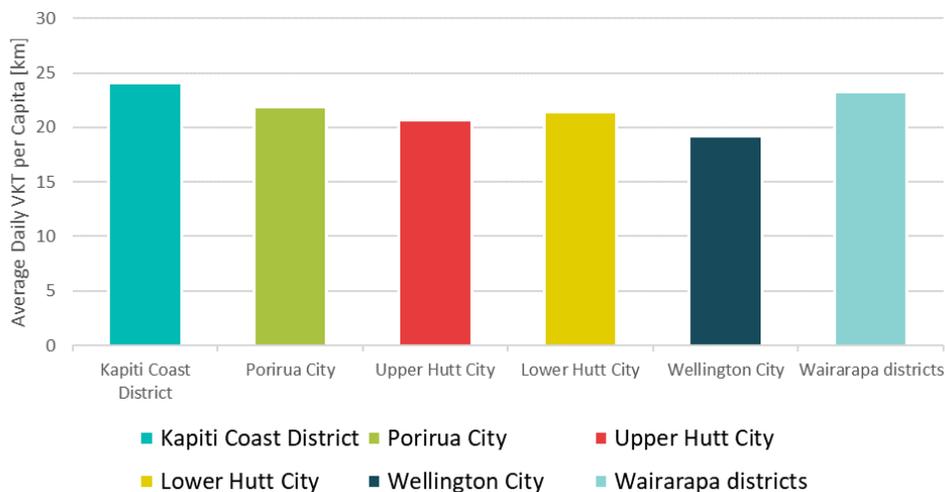


Figure 9: Per capita daily light vehicle VKT by district of origin

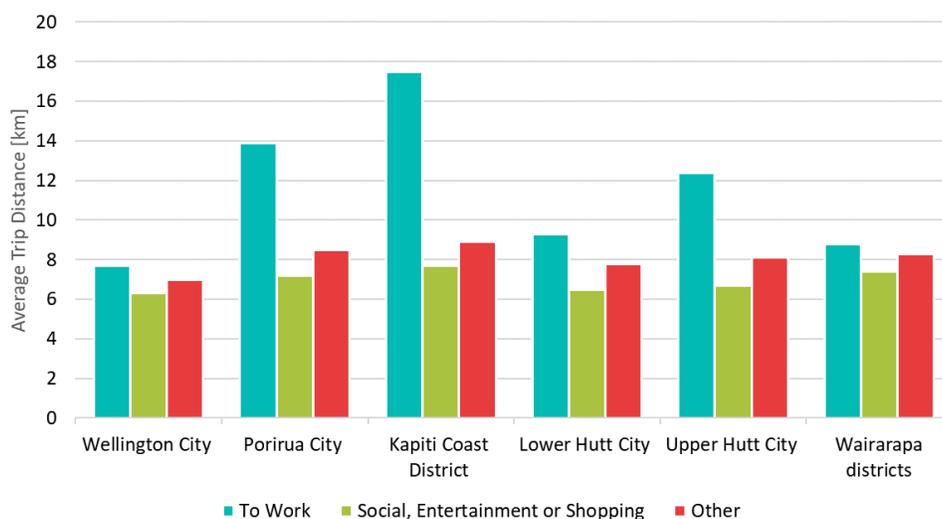


Figure 10: Average (mean) trip distance (by light vehicle) by purpose and district of origin

How people get to work

We have a good understanding of how people travel to work (or in some cases, don't travel to work) from the results of the 2018 census. The census question relates to primary mode of travel to work, so this means if a journey is comprised of a short car trip to the railway station, a longer train trip, and shorter walking trip, this journey would be identified as a train journey.

It should be noted that journeys to work make up just over 20% of all journeys, and tend to have a higher public transport mode share than other journey types.

In summary:

- More than 85% of trips to work are made by car for most destinations (except Wellington City)
- Commuting trips into Wellington City (including intra-Wellington City trips) have a car mode-share of around 50%
- Commuting trips to or within Wellington City make up about half of all commuting trips in the region (see Figure 12)

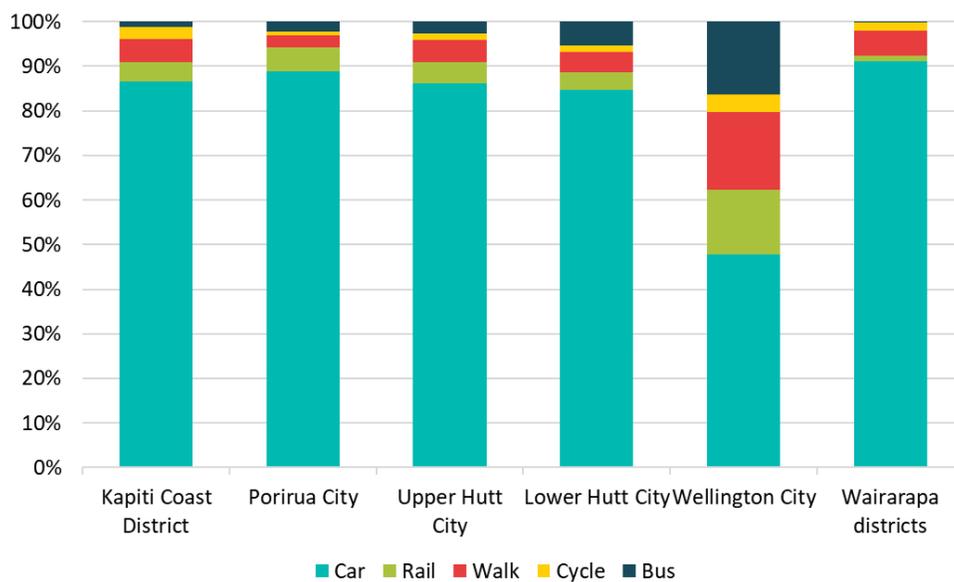


Figure 11: Mode share of journey to work trips by destination city/district (percentage) (census 2018)

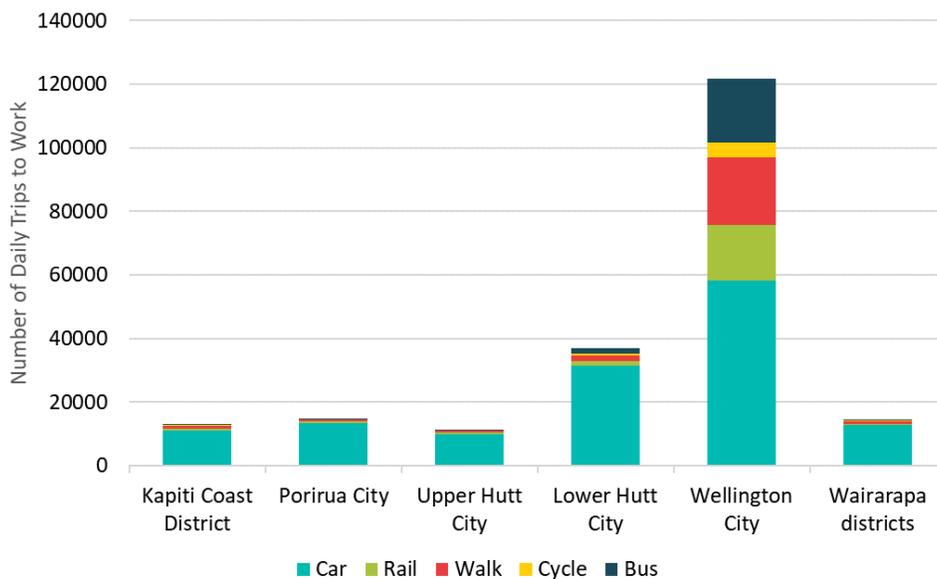


Figure 12: Mode share of journey to work trips by destination city/district (in absolute numbers) (census 2018)

Achieving mode shift away from car use to public and active transport

As seen from the data above, despite the range of transport options available to some communities in the region, the private vehicle is still the dominant mode of transport overall. This presents a challenge but also an opportunity, because there is a significant latent potential for mode shift;¹¹ for people to shift to lower carbon modes of transport, or to avoid the need to travel altogether through better urban design.

Certain conditions need to be in place to achieve wide-scale mode shift across the population. For instance, as a useful rule of thumb to achieve widescale mode shift to public transport, a public transport trip should be no longer than 1.5 times the travel time by private vehicle, with no transfer (e.g., from bus to train or vice versa) and with services available at 15-minute frequency or less. (A sign of a true rapid transit service level is one where a user does not have to look at a timetable, in the knowledge that there will be a service within a short wait time.) However, such a rapid transit service comes at a cost and cannot realistically be provided everywhere throughout the region – instead it must be integrated with the long-term growth plans for the region. Rapid transit is most effective when it links key destinations and centres of activity, and where people live at relatively high densities, enabling high usership.

Public transport is critically important, therefore, but only forms part of the solution. Helping people to travel in more sustainable ways is only a means to the end. The outcome that we need to achieve is a more equitable society in which anyone is able to access the goods and services, and social and economic opportunities to meet their needs. Therefore, long-term, the most effective lever for achieving a low-carbon transport system will be urban form that delivers on equitable access (e.g., to health services, education, health food and green space) and liveability. That is, reshaping our cities, towns and rural communities so that people have access to most of the services and amenities they need for a 'good life' within a short walk, cycle or public transport trip of their home.

If we are going to reap the benefits of urban areas designed for people and liveability, we need to stop building in areas of low amenity, from which residents need to travel to access all the things they need, and start building high quality and higher density homes proximate to public transport nodes and other services. Further greenfield development will simply increase and prolong dependency on private vehicle use, as even with a considerable injection of additional funding for public transport, it would be difficult to rationalise prioritising a new or extended service to low-density suburbs, when much better outcomes can be achieved by delivering a higher level of service (i.e. rapid transit) in higher density areas of our towns and cities. It is useful to note that already the Wellington Region has a passenger rail network that is of a similar size and extent (i.e., covers a similar geographic area) of that in the Auckland region, yet is funded with a third of the rate-payer base.

¹¹ The term 'mode shift' refers to the shift from reliance on private vehicle to other modes – usually public transport, active transport (walking, cycling) or micromobility. Micromobility refers to a range of small, lightweight vehicles operating at speeds typically below 25 km/h and operated by users personally.

Even if we start planning for better urban areas now, it will take decades for the full benefits to be realised. In the meantime, and especially with the 2035 goal in mind, we need to use all the levers that are available to us to reduce trips by private vehicle – the most energy-inefficient mode of land transport¹² – and shifting to other modes – public transport and walking, cycling and other active modes.

A polycentric regional future? Resilient, thriving and diverse urban centres connected by public transport networks

With its unique geographical and topographical features, the Wellington Region is ideally suited to polycentric urban (and semi-urban) form throughout the region. That is, a network of economically and culturally diverse urban centres, comprised of dense clusters of mixed-use walkable communities, connected by reliable and regular public transport.

As a region, we also need to look to the importance of other land uses in and around our cities and towns. For instance, the protection of productive land to boost food security and resilience of food supply chains through a focus on reducing food miles and simplifying supply chains, at least for a portion of our regional food requirements. With more strategic foresight brought to this and other sectors we can support sustainable and diversified local economies and local employment.

Furthermore, by *building on* the strengths of geographical and climate characteristics of each district – rather than *building over* natural features as has been the case historically – we can enhance the unique offering of both our region as a whole and each district and community individually. Examples of such natural systems include wetlands, dune systems, rivers and streams. As the effects of climate change begin to accelerate and amplify, we will gain more from the ecosystem services that these natural systems provide (as flood buffer, carbon sequestration etc) than from their destruction for development.¹³

Strategic foresight must also be brought to the locations of commercial and industrial activities in the region, particularly with an eye to minimising freight movements (and therefore emissions) – both inter-regional and intra-regional.

Finally, the co-benefits of creating low-emissions cities, towns and rural communities are wide-ranging and include human wellbeing benefits, thriving local economies and cultural centres, ecological restoration and ecosystem services benefits (see Figure 13).

¹² Noting also that the average private vehicle occupancy rate (on average the number of people traveling in a car or light vehicle) is about 1.5 persons (<https://www.transport.govt.nz/assets/Uploads/Report/Drivers-Travel-Survey-2015.pdf>).

¹³ Recent reports expanding on these benefits include 'Sponge cities: Can they help us survive more intense rainfall?' August 2023 (WSP & Helen Clark Foundation) https://helenclark.foundation/app/uploads/2023/09/CS2023_2314_HCF-Report-Sponge-Cities_FINAL.pdf and 'Are we building harder, hotter cities?' March 2023 (Parliamentary Commissioner for the Environment), <https://pce.parliament.nz/publications/are-we-building-harder-hotter-cities-the-vital-importance-of-urban-green-spaces/>



Figure 13: The co-benefits of a resilient, low-carbon region

Improving equity through more connected communities

Improving transport options will contribute to a fairer society

All residents need to be able to get around our cities in safe and convenient ways. Making places more walkable and bikeable, and improving affordability and accessibility of public transport services, will benefit many groups that are currently disadvantaged in our transport system.

About a quarter of our population identify as disabled, and many have physical or vision impairments that prevent them from driving. Making footpaths, cycling networks, and public transport services more accessible for disabled people – as well as providing access to mobility services and parking – will support their wellbeing. Many people experience disabilities as they get older, so these improvements will also help to deliver on the Government’s strategy for an ageing population.¹⁴

Enabling young people to get around without needing someone to drive them will give young people more autonomy. It will also reduce the amount of driving that their caregivers do. Young New Zealanders strongly support better options for travelling by foot, bike, and public transport, including travel to and from school.

There are also inequities in access to transport for Māori, for women, for the LGBTQI+ community, and for ethnic minority groups. These inequities can be reduced by ensuring transport options are inclusive for people in these groups.

Māori are more likely to experience transport inequity

Compared to other groups, Māori do not have equal access to transport and are more likely to experience transport-related social exclusion. Lack of transport access can make other inequities worse.

Many Māori live and work in areas that are not well served by public transport and are potentially missing out on important trips for shopping, social contact, sports, exercise, education, and medical appointments. For instance, in 2020–2021, 5.5% of Māori reported not being able to visit a general practitioner because they did not have transport, compared to 2.4% of all New Zealanders.

Māori have lower incomes on average and are more likely to have a disability at younger ages than other ethnicities. Both of these factors affect access to the transport system. Māori are more likely to be unable to afford or drive a vehicle, or experience ‘forced car ownership’, where a low-income household must have a vehicle and a high proportion of their income must go towards maintenance and upkeep.

¹⁴ [Better Later Life – He Oranga Kaumātua 2019 to 2034 | Te Tari Kaumātua \(officeforseniors.govt.nz\)](#)

Being less car-dependent will make households better off

Making it easier for people to get around without a car will make many households financially better off.

While cars provide people with many benefits, owning and maintaining a vehicle is expensive. These costs include purchase, servicing, repairs, insurance, registration, and fuel. Often people go into debt to purchase a vehicle and may face high financing costs.

On average, about 14 percent of household costs are transport costs – for low-income households, the figure is 28 percent. Low-income households often live in areas that are not well connected by public transport, and that are further away from amenities, places of work, and essential services.

Improving options for people to access places by public transport and active modes will give households more opportunities to travel by low-cost modes. This will reduce the need for households to own multiple cars. In 2017, it was estimated that families in Auckland using one fewer car could save on average \$10,200 every year.

Our pathway for reduced transport emissions and a more resilient future

This section will focus on the proposed pathway and actions that need to be taken to reach our transport emission reduction goals, that is:

- 1. Reduce all road transport-generated carbon emissions by 35% by 2030**
- 2. Reduce per capita light vehicle VKT by 25% by 2035**

Our pathway is presented graphically over page.

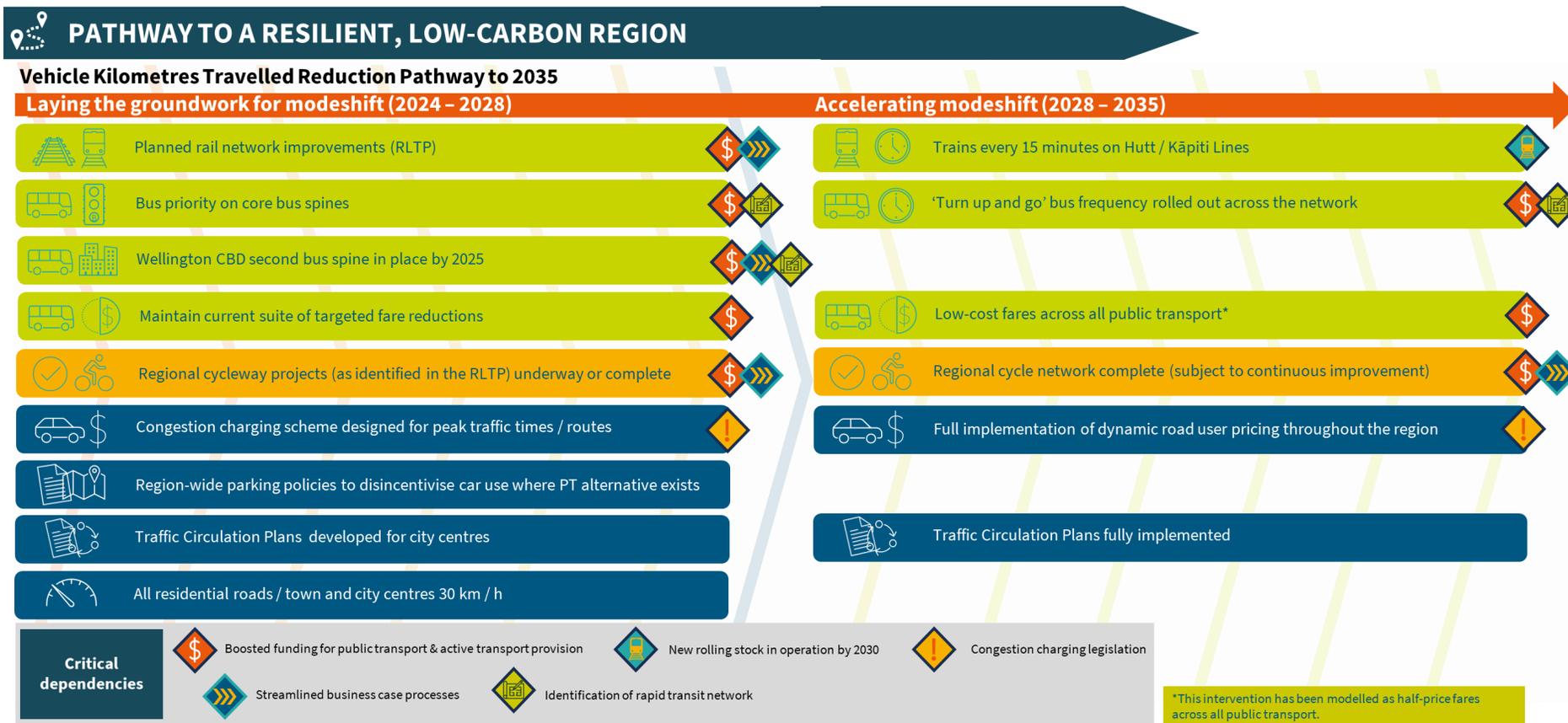


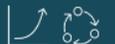
Figure 14: Pathway to a resilient, low-carbon region

PATHWAY TO A RESILIENT, LOW-CARBON REGION (CONTINUED)

Cleaner Vehicle Fleet – What we plan to do

What	When
 Decarbonise Metlink bus fleet All new buses coming into fleet to be electric by 2025.	2025
 Emissions standards for existing ICE fleet Advocacy for the introduction of emissions standards for the existing ICE fleet (in addition to imports).	Ongoing
 Support uptake of EVs for car-share schemes. Councils work in partnership with public sector/employers/developers to encourage establishment of car-share schemes.	Ongoing
 Electricity supply / energy security Advocacy for central government foresight planning and national strategy.	Ongoing

Smarter Freight – What we plan to do

What	When
 Lower North Island Freight Strategy. Strategy developed in partnership with Lower North Island regional councils, KiwiRail and NZTA/Ministry of Transport.	2025
 Strengthen capacity and resiliency. Increase capacity for freight logistic centres (storage, breakout) at key locations (port, Wellington Rail Station). Support region to transition from a 'just in time' to a higher resiliency, lower emissions system through strategic planning, strategic land acquisition, capacity upgrades etc.	Ongoing
 Transport funding system. Advocate for a fairer funding system of roads and rail, based on true cost of infrastructure by freight industry.	Ongoing
 Decarbonisation of rail freight operations. Advocate for electrification of rail freight operations.	Ongoing

How we determined the light vehicle VKT reduction pathway

This pathway is underpinned by extensive modelling of the suite of interventions available to facilitate a shift away from car dependency to increased use of public and active transport modes. A description of the interventions, for modelling purposes (as distinct from Pathway policy development purposes), is set out below.

Table 1: Interventions modelled

Interventions modelled	
Interventions	Indicative of
Projects identified in Regional Land Transport Plan	Bus priority, mass rapid transit to south in Wellington City (previously Let's Get Wellington Moving) Riverlink project Rail network improvements Cycle network expansion/improvement Increased density in central locations (as anticipated by the Future Development Strategy)
Additional public transport improvements	Region-wide bus improvements including bus priority on core routes and increased frequency Articulated buses with all-door boarding Rail service improvements, including increased rail frequency by 25% Half-price fares
De-prioritising car use	30k/h speed limit on all non-arterial urban streets Low-traffic neighbourhoods & traffic circulation plans Parking policy/pricing in urban centres and/or residential areas Decrease in car ownership (e.g. through parking pricing and behaviour shift in densely populated areas)
Additional active modes improvements	Increased amenity for walking in low-traffic environments Increase in micro-mobility Increased uptake of cycling on quiet roads/shared spaces Increased uptake of e-bikes
Road pricing	Peak-time cordon charge for CBD Region-wide road pricing (equating to approx. 5 cents/km distance-based charge)
WTERP policy suite	All of the above

The results of the modelling are shown below. Perhaps the most significant insight we gain from the modelling is the sheer extent of the interventions required to achieve the scale of shifts required to achieve the 25% reduction in per capita VKT.

A number of other points worthy of note:

- A business-as-usual scenario as currently planned in the RLTP we anticipate just a three percent reduction in VKT per capita. (Furthermore, this is an optimistic view as fully funding the signalled initiatives is contingent on very constrained funding in council long-term plans and central government funding through National Land Transport Fund.)
- If only a targeted road pricing regime is implemented, we are unlikely to reach this goal – modelling indicates that a region-wide pricing regime is required.
- Modelling can only estimate the impact of each discrete intervention (or grouping of interventions) as represented by a proxy metric. It cannot capture the cumulative (or multiplying) impact of a suite of interventions. It is possible therefore that even without additional region-wide road pricing, the 25% goal would be achieved, as the other interventions collectively create system-wide shifts not captured by the modelling.

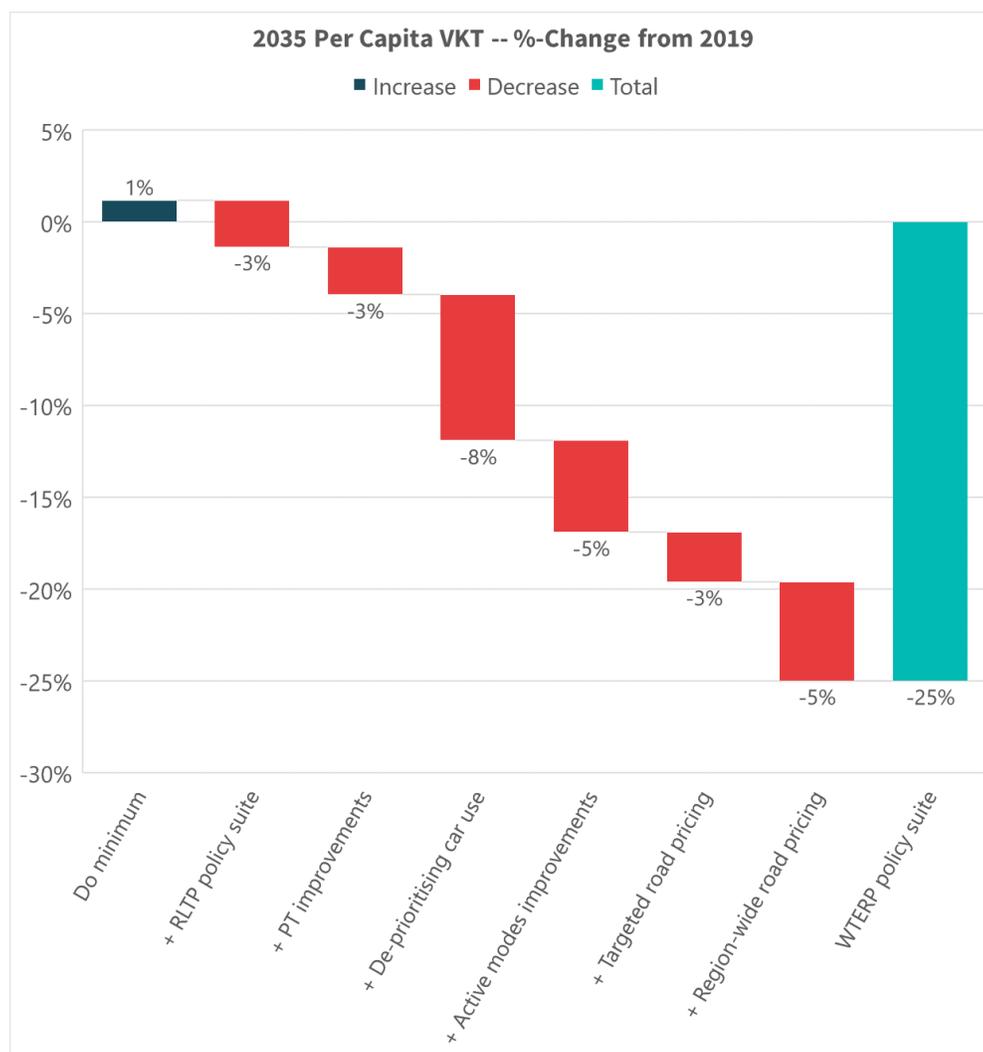


Figure 15: Modelled change in per capita VKT (2035) as result of a range of interventions

This modelling takes into account some level of land-use change, principally intensification in the Wellington and Lower Hutt CBDs. However, given the limited level of population growth in this period to 2035, the effect of land-use change will be minimal. To understand the impacts of different forms of land-use change in our urban areas, we need to look over a longer timeframe. The following modelling shows the scale of change we might expect from different forms of growth over the period to 2053. The scenarios modelled are:

- Dispersed growth
- Continuation of the status quo with minimal policy interventions to encourage mode shift or reduce emissions/VKT
- Future Development Strategy with ERP target-oriented suite of interventions
- Compact Growth with ERP target-oriented suite of interventions

It should be noted that while there is no specific goal set for VKT reduction for 2050 (here modelled to 2053), we can expect that per capita VKT will continue to decline as land-use change continues to take effect, though perhaps at a reduced rate, with the significant policy interventions having already occurred in the earlier years of this period.

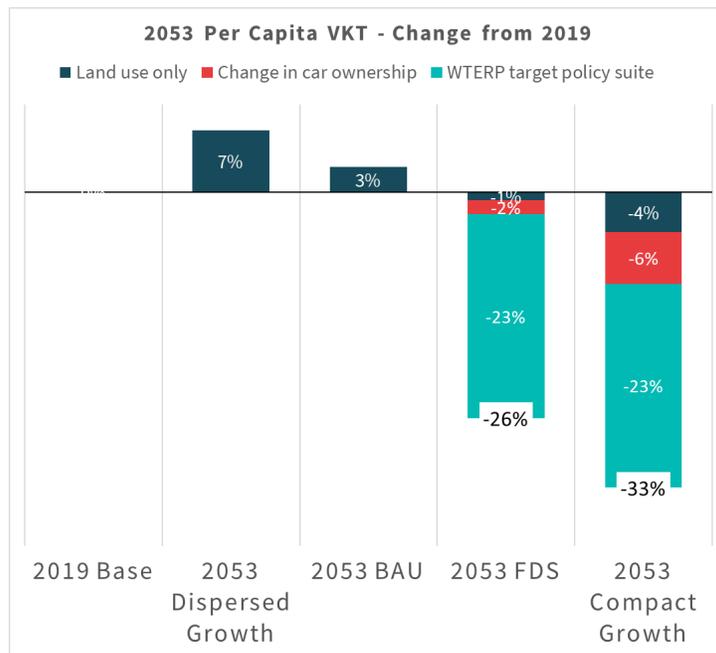


Figure 16: Modelled change in per capita VKT (2053) as a result of different land-use scenarios

It is important to note that the difference in population distribution between these scenarios is only in the population growth from 2019 to 2053. The underlying 2019 base population remains spatially in place (although demographics may change). It shows that indicatively we can expect continued dispersed growth to lead to increased VKT per capita, while we can expect compact growth to lead to reduced VKT per capita. The additional reductions in red and teal are the VKT reductions through changes in car ownership and changes that might be anticipated to occur as a result of the WTERP policy package.

While it is easy to separate land-use and network/policy in the model, in reality, these two aspects are not independent. There is a complex interplay between land use and the transport network: changes to (and investment in) the transport network will likely result in changes in land use (such as more intensification near key public transport nodes). Conversely, increased density of urban form in a certain area could enable an expansion of public transport networks or services, because it is more affordable to serve a population at higher densities.

One aspect of this is that in denser urban centres car ownership rates (cars per person) can be assumed to be lower. Therefore, car ownership in dense urban centres and near high-frequency transit stops has been reduced in the FDS scenario, and – to a greater degree – in the compact growth scenario. These changes are represented by the red-coloured bars.

The teal-coloured bars are indicative of changes to the transport network itself, and for simplicity it is assumed that the WTERP policy suite network delivers a similar percentage decrease in 2053 as in 2035.

Unpacking the actions: what we need to do reduce emissions from light vehicles

This section provides more background and detail on the actions and interventions outlined in the graphic above.

Critical dependencies

The pathway for better towns and cities identifies critical dependencies. These are conditions that need to be in place to achieve the actions set out in the pathway. These conditions are:

- Boosted funding for public transport and active transport provision
- Congestion charging legislation
- Streamlined business case processes
- New rolling stock in operation by 2030

Boosted funding for public transport and active transport provision

Like much of our infrastructure across New Zealand, our rail network has suffered from decades of inadequate investment. This means that the necessary upgrades to move our regional rail network to rapid transit services levels cannot be undertaken until a significant backlog of deferred maintenance is completed. This maintenance and upgrade work will not only provide for the roll-out of the new hybrid inter-regional trains, due to arrive in 2028, but is also critical to the safe and reliable operation of the network. This upgrade work is currently costed at \$128 million.

Additionally, the completion of the regional cycleway network is reliant on sufficient funding being made available for this investment through both councils' long-term plans and the National Land Transport Programme.

Congestion charging legislation

Congestion charging can only be implemented when the necessary legislative framework has been established through amendments to the Land Transport Management Act 2003 and Land Transport Act 1998 (enforcement powers). It is our understanding that this legislation – the Land Transport Management (Congestion Charging) Amendment Bill – has been prepared and has been on the legislative programme since 2022. The legislation will enable territorial authorities to develop and implement congestion charging schemes in their districts, within certain parameters.

Streamlined business case processes

Current planning and business case processes have become cumbersome and time-consuming, leading to significant delays before work can commence, and in turn to cost increases. For larger projects, business casing can run through initial, programme, indicative and detailed stages prior to any procurement taking place. Separate and sometimes conflicting consenting processes can lead to further delay. The regional sector Transport Special Interest Group has advocated for some years for Regional Land Transport Plans to become the overall programme business case for each region, which would remove at least one loop of the cycle. Further work is also required to better integrate the planning, business case and consenting processes so that decisions are taken once and supported investment can progress more rapidly into implementation.

New rolling stock in operation by 2030

New rolling stock (due to be in service by 2030) will provide for more frequent services on Wairarapa and Kāpiti/Manawatū rail lines with the delivery of 18 four-car tri-mode hybrid electric trains, associated enabling infrastructure on the rail lines, and an increase in service on the portions of those electrified lines. These improvements will be delivered through the Lower North Island Rail Integrated Mobility project led by Greater Wellington Regional Council in collaboration with Horizons Regional Council and KiwiRail (who will provide the enabling infrastructure). Following that, a further tranche of about 15 four-car units (60 cars) will be required (currently planned for the mid-2030s) to realise the high-frequency service that will drive mode shift.

Identification and protection of rapid transit network

Current and future rapid transit corridors in the region need to be identified and protected. This work can begin immediately, with a final map of the rapid transit network to be included in the RLTP 2027. This will support clear and consistent decision-making on the prioritisation of investment.

Once identified, the protection of these corridors (e.g., for dedicated bus lanes) needs to be undertaken through Traffic Resolutions under the Land Transport Act, initiated by Road Controlling Authorities (local authorities for local roads and Waka Kotahi for state highways).

The rapid transport network should be mode-agnostic (i.e., bus, bus rapid transit (BRT), heavy rail or light rail), and be developed around the customer in terms of the attributes that drive patronage.

Metlink has identified the bus routes across the region that provide 50% of all travel by bus, as shown in figure 17. This is the strategic core of the bus network and as such its protection, enhancement and continuity are critically important to public transport network as a whole. It also makes clear that these routes are the strategic priority for future investment. As such, there is potentially a case to be made for a central government role in funding and maintaining this strategic core, just as it does the state highway network.

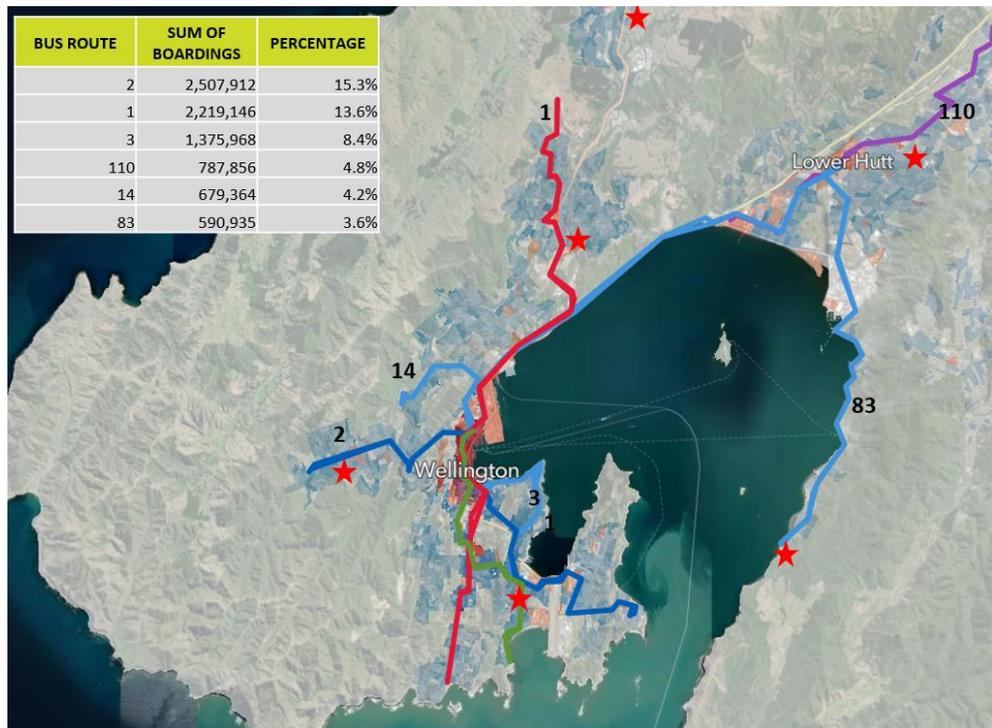


Figure 17: Wellington’s key bus spines. The bus routes shown provide 50% of all bus travel.

Laying the groundwork

These are actions that are critically important to lay the groundwork to enable the transformational changes to reach our emissions reductions targets and create a more resilient future for the region. The majority of these actions and interventions are identified in the Regional Land Transport Plan (RLTP), which sets out our region's bid for funding from the National Land Transport Fund. Their successful implementation are dependent on adequate funding, as noted above.

Planned rail network improvements

The following network improvements, planned for over the next 30 years, will enable the regional rapid transit network. These improvements include:

- Replacement of North Island Main Trunk (NIMT) bridge 23 at Paekākāriki
- Improvements to the Remutaka tunnel
- Pimmerton area capacity enhancements
- Track improvements to Wellington Metro Rail (which will increase capacity in and out of station and also have resilience benefits)
- Upgrade of substations
- New Lower North Island Rail Integrated Mobility (LNIRIM) rolling stock (first carriages due to arrive 2028, with full fleet in service with increased timetables before 2030)
- Improvements detailed in the [Wellington Rail Programme Business Case 2022](#) (summarised in figure below) rolled out. Note however that this programme is approved but not funded; each element will need to be individually funded through the RLTP process, and likely also by additional Crown funding separate to the National Land Transport Fund.



Figure 18: Planned improvements to rail infrastructure

Bus network improvements

This grouping includes:

- Bus priority on core bus spines
- Wellington CBD second bus spine

Bus priority on core bus spines (‘core spines’¹⁵ as defined under the NZTA One Network Framework for Public Transport) will be critical to making public transport a fast, efficient and reliable alternative to private car use in our urban areas. Bus priority

¹⁵ The definition of a ‘spine’ or public transport level 2 in the One Network Framework is a strategically significant corridor where many frequent public transport services operate and converge to create very high frequencies and overall passenger movement.

must first be enabled by the designation of bus lanes through Road Controlling Authority (RCA)-initiated traffic resolutions under the Land Transport Management Act. Bus priority will likely include supporting measures such as priority signalling for buses at intersections.

A second bus spine through the CBD is critical to enable the Wellington city bus network to accommodate expected future bus demand. The current Golden Mile (the retail and hospitality strip that runs from the Embassy Theatre to Parliament) exceeds optimal bus numbers at peak times and is expected to be operating at capacity by 2025. Even now, every extra bus that operates at peak times leads to increasing delay and congestion. To address this increasing congestion and unlock critical future capacity for the wider bus network an alternative second bus spine is crucial.

This second spine is expected to operate along the waterfront (see figure 19 below) providing a complementary corridor for express and longer distance commuter services, as well as the Airport Express service, with core local and standard bus services focussed on the Golden Mile for city access and circulation. It will provide enhanced access to the central city by servicing destinations such as Tākina (the Wellington Convention and Exhibition Centre), which are not on the current Golden Mile route.

Indicative Transitional Spine



Figure 19: Indicative second spine [Placeholder only – to be updated. The main purpose is to show where the second spine will go (indicatively) and how it will support these high frequency bus routes. Don't need heading, bus stops or grey arrows, indicating bus corridors to from the central city linking to the Golden Mile and waterfront spine.]

In addition, an intervention for future consideration is all-door boarding on buses. All-door boarding on buses will enable faster boarding and alighting from buses, speeding up passenger journeys and reducing travel time variability on the public transport network. Allowing bus passengers to board and disembark from both the front and

middle doors (rather than just at the front as is currently the case) will improve the efficiency of buses, in turn reducing congestion on busy sections of the bus network.

Advocate for the retention of targeted fare concessions (central government subsidy)

Affordability, combined with other factors such as service reliability and ease of use, increases the attractiveness of public transport – retaining and building on current fare reductions can therefore help to encourage mode shift through increased public transport use. In the case of younger people especially, these concessions are useful in ‘normalising’ public transport use and making it part of the rhythm of everyday life.

Recently, public transport users benefited (albeit temporarily) from the government’s half-price public transport fares initiative that ended in the Wellington region in September 2023. This universal discount was replaced by the extension of the Community Connect concession (a targeted package aimed at making public transport more accessible for those least able to afford it), which includes:

- free fares for public transport users under the age of 13
- half-price fares for public transport users under the age of 26
- half-price fares on Total Mobility services
- half-price fares for Community Services Card (CSC) holders.

The concession for CSC holders was introduced on the network in July 2023, and the age-based concessions were subsequently introduced in September 2023 in the Wellington region. The government has since announced the age-based concessions under Community Connect will end on 1 May 2024, but concessions for CSC holders and Total Mobility services will continue. These targeted concessions join the suite already available on the Metlink public transport network (free travel for children under 5, free off-peak travel for SuperGold card users, a 75% discount for youth between 13 and 18 years old, a 50% discount for people with disabilities (accessible concession), and a 25% peak-fare discount for tertiary students).

Complete regional cycleway projects

The regional cycle network refers to all parts of the cycle network that deliver transport utility (i.e., get people from A to B), though may also be used for recreational purposes. Once completed, the regional cycle network aims to enable people to travel safely and efficiently by bike to key strategic locations throughout the region, whether for work or to access services and other amenities. A ‘complete’ network would be one that provides people with an alternative active transport route to all key locations – such as city and town centres, railway stations, and key social infrastructure (sports centres, etc.) – without gaps in the network.

The current cycle network (including segments planned but not constructed) is shown in the map below. Activities identified in the Regional Land Transport Plan as part of the National Land Transport Fund bid for 2024–27 focus on delivering shared paths including Te Ara Tupua (improving the linkage between the Hutt Valley and Wellington CBD), Porirua CBD to Titahi Bay, and those in the Wellington City’s Paneke Pōneke - Bike Network Plan.

For territorial authorities and NZTA to construct and deliver regional cycleway projects, it is crucial that there is sufficient funding available in the National Land Transport Fund (which allocates funding through the ‘walking and cycling’ activity class, as set out in the draft Government Policy Statement on Land Transport 2024). Dedicated central government funding is essential to enabling and maintaining a regional cycle network that is safe, efficient, and connected. A dedicated source of funding precludes councils from having to make the inevitable trade-offs between two or more possible investments, with comparable merit.

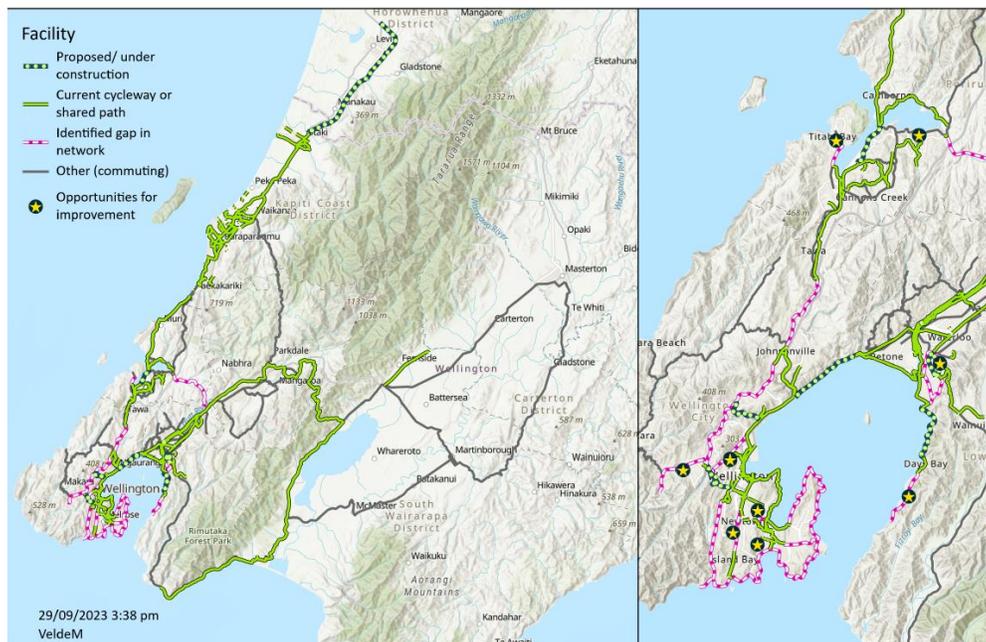


Figure 21: Current regional cycle network including segments proposed or under construction

Travel Demand Management

In the Pathway, travel demand management refers primarily to economic instruments designed to nudge people away from certain behaviours (e.g., low occupancy car use on routes where public transport exists) and towards more desirable ones (e.g., use of public or active transport). The tools include expanded road pricing and congestion charging, neither of which are tools currently available to RCAs. For these tools to be implemented, central government legislation and interventions will be required. The proposal is to use a unified regional voice to advocate for these measures, given the evidence that without them, we are unlikely to reach our emissions/VKT reduction targets for the region.

This suite of interventions includes:

- Congestion charging schemes designed to address peak traffic times and routes, while addressing equity
- Region-wide parking policies to disincentivise car use

- Low traffic circulation plans developed for city centres and low traffic neighbourhoods for selected suburbs or neighbourhoods
- 30 km/h speed limit for all residential roads/town and city centres

[Break out box for low traffic circulation plans]

Low Traffic Circulation Plans

A low traffic circulation plan (LTCP) strategically directs where and how cars circulate in a city. It establishes restrictions on general vehicles to prevent through-traffic from passing through certain areas. Through-traffic is directed to specially designated and designed traffic arterials and distributor roads. The goal of an LTCP is to achieve low-vehicle traffic town and city centres, creating more space for public realm (town squares, interactive spaces, green space etc), active transport and public transport, and creating safe, healthy and vibrant city and town centres. One key strength of this tool is it does not require significant infrastructure investment and elements can be tested through easily implementable pilot projects and moveable infrastructure, such as modal filters.

Cities in the Netherlands and Belgium have been the leaders in using this tool to create transformative change in cities. In Belgium, the city of Ghent's circulation plan resulted in bike mode share increasing from 22% in 2012 to 35% in 2018, while car travel reduced from 55% to 39% in the same time period. Bus patronage in Leuven, Belgium increased by 18% in the three years following the introduction of the traffic circulation plan, while cycling increased by 16%. Traffic volumes in Oslo reduced by 11% from 2016 to 2018, and by 19% from 2018 to 2019 following the implementation of the city's traffic circulation plan, with much of the car mode share shifting to cycling and public transport. Strasbourg experienced a reduction in absolute numbers of vehicles traveling to the central city from 240,000 in 1990, to 200,000 in 2000.

LTCPs are generally used alongside other tools such as congestion charging, changes in parking charges and space allocation, and access restrictions based on emissions profiles of vehicles.

To date, no city in New Zealand has fully implemented a LTCP, but Auckland has developed a comprehensive LTCP as part of its master plan for the city's transport,¹⁶ and elements have been implemented (e.g., through the Queen Street and Shortland Street pilots). A concept for a LTCP was also developed for Wellington City in 2021 and informed aspects of the Let's Get Wellington Moving project before it was cancelled.¹⁷

A related tool is low-traffic neighbourhoods – a commonly used tool in the United Kingdom and the Netherlands, and also in Spain – most notably in Barcelona's 'Super Blocks'. These have been implemented on a pilot basis in Auckland.

[end of breakout box]

¹⁶ [Access for Everyone \(A4E\) \(aucklandccmp.co.nz\)](#) as part of the [City Centre Masterplan \(aucklandccmp.co.nz\)](#)

¹⁷ [MRC Te Aro Tatou Report final.pdf \(mrcaqnev.com\)](#)

Accelerating mode shift

With the foundation laid by the preceding interventions, the following interventions have been identified as being critical to accelerating mode shift.

Trains every 15 minutes on Hutt/Kāpiti Lines

The completion of the network infrastructure upgrades outlined above alongside the new rolling stock coming into operation will enable services to run on the Hutt and Kāpiti lines every 15 minutes – not just at peak time but throughout the day. This will provide ‘rapid transit’ level service, so critical to building confidence in our public transport network and facilitating wide-scale mode shift. In addition, the ‘Drive Mode Shift’ programme in the Wellington Rail Business Case (endorsed but not yet funded) seeks to have services running at 6-minute intervals on both the Hutt and Kāpiti lines within a 30-year timeframe (2052).

‘Turn-up-and-go’ bus frequency rolled out across the network

Bus services at 5–10-minute intervals across the network will enable users to walk to their nearest bus stop and be confident that a bus will take them to their desired destination within a few minutes wait. Pre-requisites to this level of service will be the second spine in the Wellington CBD, all-door boarding (enabling shorter dwell times), and dedicated bus lanes to facilitate swift journeys, unaffected by vehicle congestion (also making buses more appealing as an alternative to private vehicles).

Low-cost fares across all public transport

This intervention was modelled as half-price fares (or equivalent). The intervention may be more targeted than this but would need to be of the same scale of magnitude to achieve the same level of mode shift. Half-prices fares (or similar) would ensure that public transport offers an attractive and competitive option to private car use, especially as the cost of private car use increases with the introduction of increased road-user charges, congestion charging etc.

Regional cycle network complete (subject to continuous improvement)

The ability to get to key destinations within and between districts safely by cycling will be critical to maximising uptake of cycling as an everyday mode of transport. Lower speed limits in residential and town centre areas and low traffic circulation plans that incorporating modal filters that create more space for active modes will make cycling an appealing mode of transport for people of all ages and abilities.

Full implementation of dynamic road user pricing throughout the region

Appropriate road user pricing, especially for those routes experiencing high levels of congestion and for which there are alternative public transport modes available, will not only incentivise people to get out of their cars and use other modes, but will also create a dedicated revenue stream that can be utilised to upgrade and improve public and active transport services, in turn encouraging their use.

Low traffic circulation plans fully implemented in city centres

All elements of a low traffic circulation plans are implemented, primarily in the form of modal filters or 'snips', traffic cells, changes in street direction, and other traffic circulation changes.

Other interventions and activities not directly modelled

Urban planning and design

As noted above, over the long term, it will be urban form that creates the biggest shift in how we get around (and how much we need to travel to access the things we need for a 'good life'). However this takes time, and changes in urban form will principally affect new growth, rather than existing urban areas. A number of policy measures and initiatives are in place that will help to support this shift, which are:

- Implementation of national policy through district plans: NPS on Urban Development and Medium Density Residential Standards (under the Resource Management Act), which encourage intensification within existing urban footprints and along rapid transit corridors
- The Future Development Strategy for the Wellington region, which sets out where new growth will be distributed, with an emphasis on accommodating most of our growth within the current urban boundary with intensification along metro rail corridors. This aligns with the direction set in the proposed changes to the Natural Resources Plan and Regional Policy Statement, which aim to limit greenfield development for both water quality and climate emissions reasons.
- GWRC is developing guidance to support urban design best practice for lower VKT and enhanced liveability in a range of urban scenarios (e.g., large lot, neighbourhood, town centre scale). This is non-mandatory guidance to enable councils, developers, communities and mana whenua to advocate for urban design that will support enhanced liveability and climate resilience, along with a range of other co-benefits.
- The region may also wish to explore the option of appointing an urban design specialist for the region to help support best practice. This could be a shared on-staff expert (employed using a similar funding model as the Transport Analytics Unit), whose expertise could support councils to influence processes and engage with stakeholders to achieve better outcomes in urban planning in the region.

Behaviour change programme

The GWRC Travel Choice team provides ongoing support for mode shift, through workplace and school travel plans, cycle skills training, events, employer subsidised travel scheme, car-pooling trials, first-last leg initiatives as well as a range of other initiatives. These initiatives will continue to play a vital role in supporting behaviour change throughout the region.

Cleaner fleet

Decarbonise Metlink fleet (buses)

In 2021 the government announced that it would require only zero-emission buses to be purchased from 2025 with a complete decarbonisation of the public transport bus fleet by 2035. Currently, about 23 percent of the Metlink bus fleet is electric, but Metlink's remaining (diesel) fleet is relatively new and efficient with a higher European emissions standard that has led to improvements in air quality in Wellington CBD.

Due to the very high capital expenditure required to bring electric buses online (many millions of dollars will be required to build an electrified depot), electrification of the fleet may only make sense from a financial perspective for those routes covering longer journeys. Per unit, electric buses also cost considerably more than their diesel counterparts. It is clear that this level of spending is beyond the financial capacity of GWRC. The question of how this transition will be will need to be addressed over the 2024 period.

Emissions standards (for internal combustion engines [ICE])

The new emissions standards introduced in 2023 only apply to imported vehicles. There is an opportunity to advocate for standards for the existing fleet, as is the case in many other countries. This would not only reduce harmful emissions, but also lead to public health benefits through improved air quality, especially in our cities.

Support uptake of EVs for car-share schemes

New Zealand has one of the highest car ownership rates in the world, and continued high car ownership – irrespective of whether the vehicle is EV or ICE – will only 'bed in' car-centric urban design. Further, there is evidence that EVs will increase pressure on existing networks (due to their higher average weight and harder braking dynamics EVs cause more damage to roads compared to ICE vehicles and also take up the same, if not more, space once charging infrastructure is factored in), exacerbate safety issues for non-car users (also due to weight), and amplify transport equity issues – all working against what this strategy sets out to achieve.

Additionally, EVs are certainly cleaner in terms of tailpipe emissions than conventional internal combustion engine (ICE) vehicles. However, they are significantly more energy- and carbon-intensive than ICE vehicles to manufacture – primarily due to the heavy reliance on rare and earth metal extraction for their batteries. Extraction of these materials – often in the 'global south' (developing countries) – causes severe environmental degradation and places pressure on natural resources such as water, which will become an increasingly scarce resource in many regions as climate change deepens. As an environmental regulator with a focus on an equitable transition, GWRC in particular is well-placed to consider the wider effects of our consumption, including on communities in the global south – and avoid narrow-scope carbon accounting.

Attachment 1 to Report 24.135

With a major push to increase EV penetration by multi-national vehicle manufacturers, uptake of EVs will increase irrespective of any initiatives to support this by councils. It would be useful instead to explore how the cleaner (consumer-end) technology offered by EVs can be utilised in situations where public transport or active modes are less viable – in rural communities, greenfield developments or commuting journeys where public transport is not accessible or practical. There may be opportunities to support/partner with large employers, developers of large new greenfield developments, airport etc to encourage car-sharing using EVs.

Electricity supply and energy security

The broader issue of electricity supply and capacity will be a major challenge as the region and country transitions transport and other sectors to electricity. It also links to a broader issue of energy security as we move into an energy-constrained future – it is generally agreed that we have passed ‘peak-oil’, as evidenced by the poorer quality (energy density) and lower energy return on investment of the oil now being extracted. Note that while the focus is often on electricity supply, it will take an unprecedented amount of fossil fuels to build out the electricity infrastructure we will need to serve a lower carbon future. As councils of the region, we need to be working with our partners to advocate for a comprehensive energy security strategy to help protect New Zealand against future supply shocks and help increase resilience longer term.

Smarter freight – mode shift and decarbonisation

The challenges

Challenges or barriers to shifting freight from roads to rail and coastal shipping include aging and poorly maintained rail infrastructure, a road-user pricing regime that favours road freight over rail/coastal shipping, and governance models for ports and KiwiRail (state-owned enterprise model) that mandate profit maximisation over delivery of public good or environmental outcomes. While this model was arguably useful for making the New Zealand economy for competitive globally, it does not necessarily serve well at this time of transition we need to move urgently to decarbonise our economy. The primary barriers and challenges are set out below.

Ageing rail tracks and yards with limited load capacity, single lane tracking and height and space restrictions

The last major infrastructure improvements to New Zealand’s rail infrastructure were the civil engineering associated with the North Island Main Trunkline (NIMT) electrification in the 1980s. With the lifting of the last remaining long-distance road freight restrictions in the 1980s and the stripping away of the regulations that had protected domestically-operated coastal shipping (which was connected to the broader rail network), rail-yards lost capacity as a further share of rail freight moved to roads. The share of rail freight has been dropping since the 1970s, when it held a 50% share, to now being 11.5% of net tonne-kms,¹⁸ with remaining freight activity focused on long-distance haulage of commodities such as logs, coal and milk and container traffic.

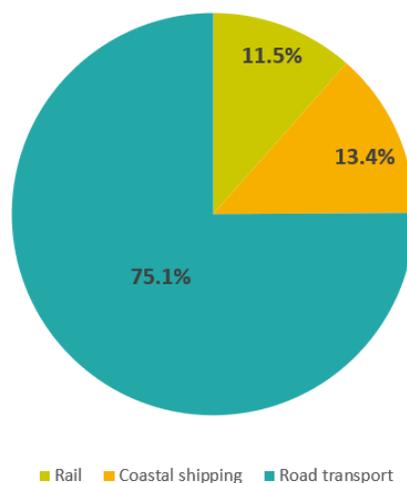


Figure 21: Freight mode share in tonne-kms (2017/18)

¹⁸ [Microsoft Word - NFDS3 Final Report 011019-Rev1 \(transport.govt.nz\)](#), figure 1, p.ii.

Rail and coastal shipping have lost share due to perception of inadequate timeliness and efficiency

Comparative to the state highway network, there has been little investment in the rail network to increase efficiency/reduce travel times. For the most part, the rail network still follows original alignments laid down over a century ago, whereas state highways alignments have been progressively improved, reducing travel times. Similarly, coastal shipping has been required to compete against road freight, which operates on a state highway network that enjoys a high level of government investment to improve and maintain.

As with rail freight, the viability of coastal shipping by domestic operators was weakened in the 1990s by the removal of regulations (known as cabotage) that had protected domestic coastal shipping up to that time. As a result, it became more difficult for domestic coastal shipping operators to be competitive compared to international shipping operators and – most critically – road freight. A reduced freight share for domestic operators to move also makes their operations less viable, further diminishing their ability to compete with other players (both international shipping and road freight).

Today, coastal shipping by domestic operators is restricted to the inter-island ferry services and services operated by Pacifica Shipping from Auckland, Marsden Point (Northland), Lyttleton and Timaru. (Noting that international operators also operate on routes between New Zealand ports.)

Freight by road not paying true cost of movements

It has been estimated that about two thirds of the cost of building new highways is the engineering necessary to make them strong enough for trucks and other large vehicles. Over time, the size of trucks has become heavier necessitating a higher standard of construction. Conversely, excluding damage from storms, slips and other natural hazards, it is generally considered that around 80% of all road maintenance costs are the result of the damage caused by trucks. (Analysts suggest that light vehicles cause practically no damage to road pavement.)¹⁹

However, the trucking industry pays less than a quarter of the costs of building and maintaining highways.²⁰ These ‘true costs’ also do not take into account other externalities of road freight such as carbon emissions and air pollution. Rail freight delivers carbon emissions reductions of up to 70% compared to road freight,²¹ while coastal shipping offers an approximately 80% reduction in emissions for the same freight volumes over the same distance.²² Translated as a cost, this means that road freight generates 70% more climate emissions than rail, but is not paying the cost of this harm.

¹⁹ [How Much Damage Do Heavy Trucks Do to Our Roads? | Inside Science; https://ftp.txdot.gov/pub/txdot.gov/hb-2223-final-report.pdf](https://ftp.txdot.gov/pub/txdot.gov/hb-2223-final-report.pdf)

²⁰ [Petrol taxes are subsidising the trucking industry | Scoop News](#), citing Ministry of Transport data.

²¹ See [Sustainability | KiwiRail](#).

²² [How New Zealand can cut freight transport emissions | University of Canterbury](#).

Operation of lower North Island ports and wider network does not optimise for emissions reductions

The three ports in the lower North Island (Taranaki, Manawatu-Whanganui, Hawke's Bay and Greater Wellington) area are wholly owned by the regional councils and compete commercially with each other. In addition, KiwiRail is a state-owned enterprise, and is required to generate a profit for its government owner.²³ There are also intermodal freight hubs, some owned/operated by KiwiRail, while some are privately owned. There are a number of existing intermodal hubs and more that are proposed to facilitate efficient freight supply chain activities and group together related sector industries.

There are two main types of freight flows: import/exports and domestic freight. Imports for domestic consumption generally come into the upper North Island ports. They then go to warehouses in the Upper North Island before they get shipped via domestic freight networks through the rest of New Zealand. Which ports are used is also influenced by international shipping companies which consider logistics from a global shipping network lens versus what is best from the perspective of the regional freight network. Adjustments are always being made to balance and optimise inward and outward freight flows to New Zealand, meaning that freight flows are influenced at the national (and at times international) scale, rather than just on the lower North Island scale.

Due to this ownership structure, external drivers influencing freight flows and the primacy of the profit-making imperative, there is no direct incentive for the ports and for KiwiRail to work together to improve efficiencies (including emissions reductions) of the system as a whole across the lower North Island. An added complication for rail is that ports get the product whether it arrives by road or rail – and there are often additional costs associated with the handling of freight from rail, so an increase in rail freight volumes will not always be seen as advantageous from a port company's perspective.

Rail freight continues to lose share to road freight

As a result of the historic changes in the system outlined above, including removal of protections for rail and coastal shipping, and limited investment in rail infrastructure compared to increasing investment in the state highway network, the share of freight moved on roads (versus rail) has been at more than 80%, with that ratio steadily rising over the last decade, from a historic share of 50% in 1972.

²³ The State Enterprises Act sets out that a state-owned enterprise's principal objective is to be a successful business and requires them to be 'as profitable and efficient as comparable businesses that are not owned by the Crown' (section 4(1)(a)).

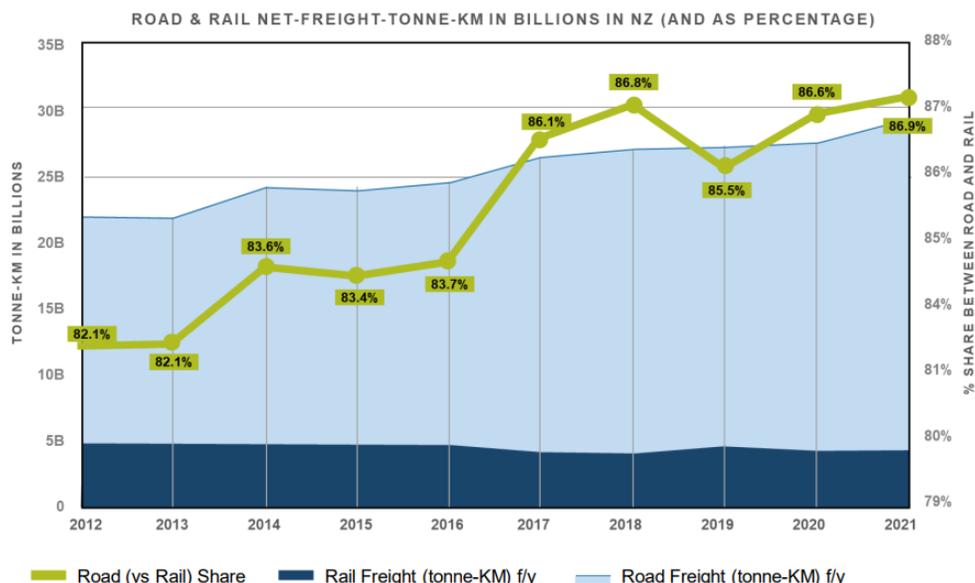


Figure 22: Share of road versus rail for freight over time (2012–2021). Ministry of Transport

In New Zealand, road freight has developed around a just-in-time inventory system, that is, a system whereby the client company receives goods as close as possible to when they are needed, with inventory (and the associated warehousing costs) kept to a minimum. This is a model designed to support the manufacturing industry (it was first developed by the car-manufacturing industry) which is not a strong sector in New Zealand, compared to other countries.

Internationally, a just-in-case inventory system (that is, whereby companies develop more substantial inventories on site or nearby warehousing to reduce the reliance on fast freight delivery timelines) is an emerging feature of transport networks. This shift was amplified by supply chain disruption during the peak of the Covid pandemic. Such a transition towards a just-in-case system for industry and commercial sectors would enable rail and coastal shipping to take a higher share of freight, as the focus would be on efficiency (including in terms of energy and emissions) rather than fastest time. This would not only reduce emissions and energy demands but also increase resilience, which is likely to become a more prominent goal of the New Zealand economy, as energy and material supply constraints bed in alongside increasing disruption to supply chains from climate change and increased geopolitical tensions over resources.

What we plan to do to support reduced emissions in the freight sector

Four key actions are identified:

Lower North Island Freight Strategy. Recognising the need for more strategic and long-term vision for the region, this Pathway strongly recommends the development of a Freight Strategy for the Lower North Island, led by Ministry of Transport/NZTA in partnership with KiwiRail, port companies and regional councils.

Strengthen capacity and resiliency. Future planning for the region (e.g., the FDS or a future spatial plan) needs to allow for greater capacity for freight logistics at key locations. For example, regional freight hubs that link road and rail networks as well as seaports, will facilitate the movement of long-haul freight in the most energy- and emissions-efficient means possible.

In the future freight hubs can be used as a means for rail to do the linehaul part of the freight task with electric trucks undertaking the local (out-and-back) distribution.²⁴ These may be linked to local pick-up and drop off points enable people to collect their goods or use less carbon-intensive modes such as motor scooters or cargo bikes. Removal of long-haul freight from city streets would reduce carbon emissions and air and noise pollution, while improving safety and efficiency for other road users. It would also improve the efficiency of the freight journey.

A regional strategy should support for a shift away from 'just-in-time' expectations (both from end consumer and freight user perspective) to a just-in-case model, by increasing inventory at freight hubs and reducing freight movements, would strengthen resiliency, better protect against future supply chain shocks, and reduce emissions from the additional freight movements required to achieve a just-in-time system.

Transport funding system. This Pathway sees a role for councils and partners to advocate for a fairer funding system for roads and rail, based on true cost of infrastructure use by freight industry, better reflecting the externalities (damage to roads, carbon emissions, reduced road safety and reduced efficiency of the roading network). This would help create a fairer playing field and incentivise the freight industry to use rail and coastal shipping.

With adjustments in funding and pricing structures, coastal shipping could once again become an attractive option, especially as the economy shifts more towards a just-in-case inventory model to help protect against future supply chain disruption and reduce energy dependency and emissions generation.

Decarbonisation of rail freight operations. KiwiRail are currently exploring the best solutions to transition toward carbon net zero freight train operations. The most viable options to achieve this include extending the overhead traction wire network along with new generation electric locomotives and/or battery electric locomotives. KiwiRail is currently developing a business case for this work, to be completed by June 2025.

²⁴ Out and back refers to a vehicle returning to a known stabling point or depot with charging facilities. Out and back routing provides operators with greater certainty that they will be able to recharge their vehicles in a timely manner and control costs. Additionally, local delivery runs tend to be smaller which places them well within ranges of existing non-ICE light vehicles ie, less than approximately 400 km/day.

In summary

This pathway sets out the things we need to do, at all levels of government and community, for the region to play its part in reducing transport emissions by 41 percent by 2035, on the path to net zero emissions (across all sectors) by 2050. The regional targets are:

1. Reduce all road transport-generated carbon emissions by 35% by 2030 against a 2018 baseline.
2. Reduce per capita light vehicle VKT by 25% by 2035 compared to 2019 baseline

We have developed an ambitious pathway but based on the data we have, the interventions identified are what is necessary to make the shifts required. Neither Greater Wellington Regional Council nor all councils collectively can make these shifts happen. We need central government to set in place the necessary legislative and regulatory changes, to fund public and active transport infrastructure and to incentivise the shifts we need across all sectors.

Therefore a major part of what this Pathway sets out to do is to create a vision, a pathway to reach that vision, and the evidence base supporting it. It will enable councils and communities of the region to effectively advocate for the support we need to play our part in the net zero 2050 goal.

But this isn't just about meeting an abstract goal. By implementing the pathway, we will help our region's communities be more resilient and connected, and able to thrive in the face of challenges to come.

The Pathway is divided into three areas, being:

- Reduced car dependency (VKT)
- Cleaner fleet
- Smarter freight

The light vehicle emissions reduction, measured by VKT, is the strongest area of focus in the Pathway because this is the area that we as councils and partners are most able to influence through investment in public and active transport, urban planning and traffic demand management (but within a regime set by central government).

The part of the pathway dealing with VKT reduction is strongly informed by modelling. The most significant insight we gain from the modelling is the sheer extent of the interventions required to achieve a 25% reduction in per capita VKT. In addition, while changing land use (more compact, public transport-integrated urban form) will be the most powerful lever over the long term, it will make negligible difference over the period to 2035 (the focus of this strategy).

Nevertheless, our vision for the region must take the long-term view. This reflects the fact that long term, the most effective lever for achieving a low-carbon transport system will be urban form that delivers on equitable access (eg, to health services,

Attachment 1 to Report 24.135

education, healthy food and green space) and liveability. That is, building our cities, towns and rural communities so that people have access to most of the services and amenities they need for a 'good life' within a short walk, cycle or public transport trip of their home.

With its unique geographical and topographical features, the Wellington Region is ideally suited to polycentric urban (and semi-urban) form throughout the region. That is, a network of economically and culturally diverse urban centres, comprised of dense clusters of mixed-use walkable communities, connected by reliable and regular public transport. Strategic foresight must also be brought to the locations of commercial and industrial activities in the region, particularly with an eye to minimising freight movements (and therefore emissions) – both inter-regional and intra-regional.

The benefits of creating low-emissions cities, towns and rural communities go well beyond climate mitigation; the co-benefits are wide-ranging and include human wellbeing benefits including safer and healthier communities, thriving local economies and cultural centres, ecological restoration and ecosystem services benefits. Namely, a resilient, low-carbon region fit for the future.

The final section sets our commitments towards our regional VKT reduction and transport emissions reduction goals, and ultimately towards a more resilient, low-carbon and liveable region.

Our commitments

What?	When/phasing/dependencies	Who?	Funded?
CRITICAL DEPENDENCIES			
Congestion charging legislation - advocacy	2024/ongoing	All councils	N/A
Boosted funding for public transport and active transport provision - advocacy	2024/ongoing	All councils	N/A
Streamlined business case processes	2024/ongoing	GWRC/local government transport sector group	N/A
Identify and protect rapid transit network throughout region	2024 - 2027	GWRC/Metlink/RCAs	N/A
LESS CAR-CENTRIC CITIES AND TOWNS (VKT REDUCTION PATHWAY)			
Public transport			
Planned rail network improvements (RLTP)	Phased, to 2030	KiwiRail	Partially funded
Bus priority on core bus spines (Wellington City)	Phased, with first spine in place by 2026	WCC/Metlink	Indicatively funded
National ticketing payment system (universal payment by credit/debit card and phone nationwide. Fare products to encourage greater use.)	By 2025	Metlink	In RLTP/funding TBD
Wellington CBD second bus spine	By 2025		Unclear

What?	When/phasing/ dependencies	Who?	Funded?
Retain targeted fare reductions, moving to low-cost fares (modelled as half-price) by 2027 – advocacy	2024-6/2027	Advocacy	Central government subsidy (not currently funded)
Move to rapid transit level of service on Hutt/Kāpiti Lines	2030	GWRC/Metlink	Unfunded
Move to rapid transit level of service on all major bus routes	2030	GWRC/Metlink	Unfunded
Active transport			
Regional cycleway projects (as identified in the RLTP) underway or complete	By 2027	RCAs	Partially funded
Regional cycle network complete (subject to continuous improvement)	2027-2035	RCAs	Unfunded
Behaviour change programme and support	2024	GWRC	BAU/funded
Urban planning and design			
Support urban design best practice for lower VKT and co-benefits	Toolkit complete by 2024	GW	Funded
Explore option for urban design specialist for region	2024	GW	Not funded
Travel demand management			
Congestion charging scheme designed for peak traffic times/routes	By 2026 contingent on legislation	RCAs	Unfunded
Full implementation of dynamic road user pricing throughout region	By 2030	RCAs	Not funded

What?	When/phasing/dependencies	Who?	Funded?
Region-wide parking policies to disincentives car use where public transport alternative exists	By 2026	TAs	Not funded/BAU
Traffic circulation plans developed for city centres, fully implemented by 2030.	By 2026/2030	RCAs	BAU
All residential roads/town and city centres reduced to 30 km/h	2026	RCAs	BAU
CLEANER VEHICLE FLEET			
Decarbonise Metlink bus fleet. All new buses coming into fleet to be electric by 2025.	2025	Metlink	Unfunded
Emissions standards for existing ICE fleet. Advocacy for the introduction of emissions standards for the existing ICE fleet (in addition to imports)	N/A	MOT/Waka Kotahi	No funding required (advocacy only)
Support uptake of EVs for car-share schemes. Councils work in partnership with public sector/employers/developers to encourage establishment of car-share schemes	ongoing	GWRC/TAs in partnership	BAU
Electricity supply/energy security. Advocacy for central government foresight planning and national strategy	ongoing	All councils	BAU
SMARTER FREIGHT			
Lower North Island Freight Strategy. Strategy developed in partnership with Lower North Island regional councils, KiwiRail and NZTA/Ministry of Transport	2025	NZTA/Ministry of Transport, KiwiRail, GWRC, Hawke's Bay Regional Council, Horizons,	Listed as an unfunded activity in the RLTP

What?	When/phasing/ dependencies	Who?	Funded?
		Taranaki Regional Council, freight sector.	
<p>Strengthen capacity and resiliency. Increase capacity for freight logistic centres (storage, breakout) at key locations in the region.</p> <p>Support region to transition from a ‘just in time’ system to a higher resiliency, lower emissions system through strategic planning, strategic land acquisition, capacity upgrades etc.</p>	ongoing	Wellington Port Company, KiwiRail, TAs, GWRC (who else?)	BAU
<p>Transport funding system. Advocate for a fairer funding system for roads and rail, based on true cost of infrastructure use by freight industry. E.g., review road user charging regime to ensure that users that generate the most damage pay a share reflective of the costs to repair.</p>	ongoing	GWRC/KiwiRail/all councils	BAU
<p>Decarbonisation of rail freight operations: Advocate for electrification of rail freight operations, aligned with KiwiRail business case.</p>	ongoing	KiwiRail/all councils (KiwiRail business case due for completion 2025)	BAU

Appendix A: Background to the WTERP targets

This appendix provides some background to the targets in this pathway.

This pathway has two primary targets to achieve through the three focus areas:

1. Reduce all road transport-generated carbon emissions by 35% by 2030 against a 2018 baseline (Regional Land Transport Plan goal)
2. Reduce per capita light vehicle VKT by 25% by 2035 compared to 2019 baseline (national Emissions Reduction Plan (ERP) derived goal).

Timeframe. Because they are derived from two different policy processes (Wellington Regional Land Transport Plan 2021 and ERP 1), the target timeframes are not aligned (2030 vs 2035).

RLTP transport emissions reduction goal. Assuming 10 percent population growth, this equates to a 15–25% reduction in VKT (across the entire vehicle fleet – not just light vehicles) alongside 25–35% of the fleet being electric by 2030 (the latter target is aligned with national targets for EV penetration).²⁵ While the magnitude of VKT reduction (15–25%) inferred by this emissions reduction target is roughly aligned with the 29% reduction goal, it is for all the vehicle fleet – not just light vehicles.

Light vehicle regional VKT reduction derived from the national VKT reduction target. Indicative advice was that our regional goal would be to reduce regional VKT by the light fleet by 29% by 2035, derived from the national ERP 1 goal of 20% light fleet VKT reduction by 2035 against the hypothetical ‘do nothing’ 2035 baseline (representing in real terms a one percent reduction against the 2019 baseline).

From a policy and practical perspective, this is problematic because the 2035 baseline designed to serve as a comparison is a hypothetical future state based on minimal interventions to reduce VKT. One advantage of this approach is that population growth will be assumed the same across both the hypothetical baseline and the alternative pathway in 2035 and is therefore not a variable that needs to be taken into account.

Measuring VKT against a real 2019 baseline is more meaningful and useful, but brings the complication of population growth as a major variable. There are a wide range of population projections for the region, including the Sense Partners’ projection that the region will grow by 200,000 people over the next 30 years, compared to the more conservative Stats NZ projections which projects population growth of about 86,000 (at mid-range projections) over the next 30 years (to 2048).²⁶

²⁵ As of June 2023, plug-in electric vehicles (comprised of all electric and hybrid) made up less than 2 percent of New Zealand’s 4,798,770 vehicle fleet.

²⁶ Stats NZ, 30 March 2021, [Subnational population projections: 2018\(base\)–2048 | Stats NZ](#)

Instead, we have chosen to use a per capita goal, which has a number of advantages including that it is:

- measurable
- scalable – can be measured at individual, community, district or regional level
- relatable – vehicle kilometres travelled (per person) is an idea an ordinary person can relate to without any prior knowledge of climate or transport policy, and can apply intuitively to their own lives without the need for complex calculations or analysis
- measuring against an actual baseline (rather than a hypothetical one) makes it more tangible.

Taking population growth into account, the original ERP VKT target translates to about 24% per capita, measured against an (actual) 2019 baseline. For ease of communication, we have rounded this up to 25%, which means that from a practical standpoint, one of every four trips made at an individual or household level would be avoided or taken via another mode.

The Regional Land Transport Plan public transport and active transport mode share target

The RLTP is a statutory document that sets the direction for the transport network in the region for the next 10-30 years, identifying regional priorities, policies, targets, and objectives. The Wellington RLTP developed in 2021 also has a goal to increase mode share for public and active transport to 39%. The goal is as follows:

In 2018, 28 percent of trips were made by public transport and active travel – we aim to increase this to 39 percent by 2030 [representing a 40% increase]. We will measure this using the household travel survey produced by the Ministry of Transport. Assuming 10 percent population growth, to achieve this target, we will need an increase in public transport patronage and active travel of around 50 percent.

There are a number of challenges with this goal. Firstly while it is straightforward to measure public transport patronage, it is much more difficult to measure mode shift away from private vehicle to active modes (e.g., it is not always clear whether cycling activity constitutes a trip that would have otherwise been taken by a private vehicle or whether it is additional to those vehicle trips), making this goal difficult to measure, and in turn difficult to know whether it has been achieved.

Secondly, this target is not derived from the emissions goal or aligned with any national goal – it is a goal that exists independently of these other targets.

Thirdly, while it makes sense to those in the transport policy world, a mode share goal is not relevant or meaningful to most ordinary people. For these reasons, it is recommended that this goal is retained as an RLTP target but not adopted as a target for the WTERP.

Regional Transport Committee
26 March 2024
Report 24.115



For Information

METLINK UPDATE – MARCH 2024

Te take mō te pūrongo

Purpose

1. To update the Regional Transport Committee (the Committee) on the Metlink network performance, initiatives, and current work.

Te horopaki

Context

2. Metlink regularly updates the Committee on its network performance, initiatives and current work programme. The update is provided as [Attachment 1](#) – Metlink Update presentation March 2024.

Ngā tūāoma e whai ake nei

Next steps

3. A Metlink officer will speak to **Attachment 1** at the Committee’s meeting on 26 March 2024.

Ngā āpitihanga

Attachment

Number	Title
1	Metlink Update presentation March 2024

Ngā kaiwaitohu

Signatories

Writer	Emmet McElhatton – Manager, Policy, Metlink
Approvers	Tim Shackleton – Senior Manager Commercial, Strategy and Investments, Metlink Samantha Gain – Group Manager, Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> It is appropriate for the Committee to receive updates from Metlink on the performance of the Metlink network and Metlink's initiatives and programmes in order to assist in the Committee's review of the implementation of the Wellington Regional Land Transport Plan.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The update contributes to the delivery of the Wellington Regional Land Transport Plan.
<i>Internal consultation</i> There was no internal consultation.
<i>Risks and impacts - legal / health and safety etc.</i> There are no known risks or impacts.

METLINK UPDATE

Regional Transport Committee

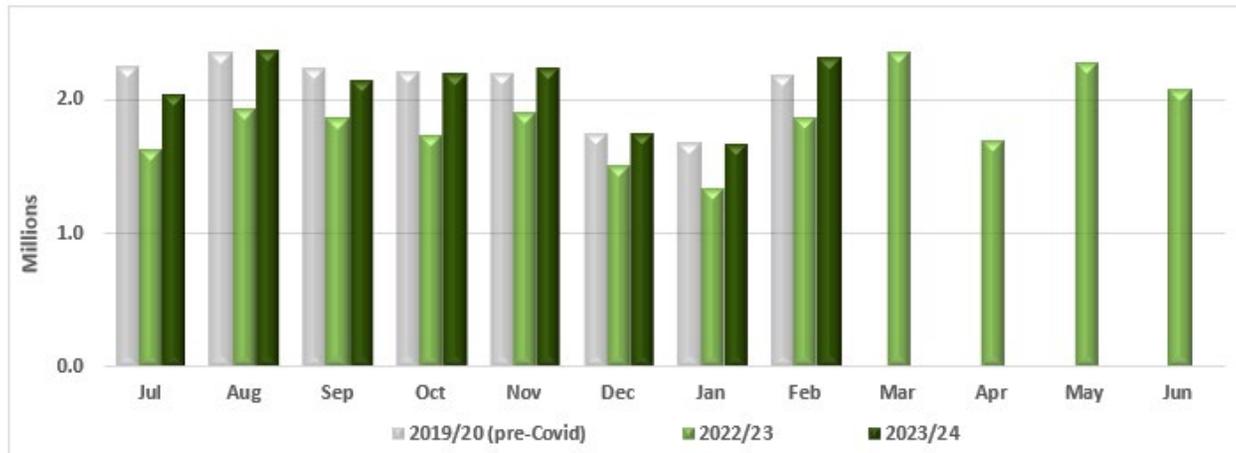
26 March 2024

Samantha Gain – Group Manager, Metlink



Patronage update – Bus

Attachment 1 to Report 24.115



Boardings by area - current month

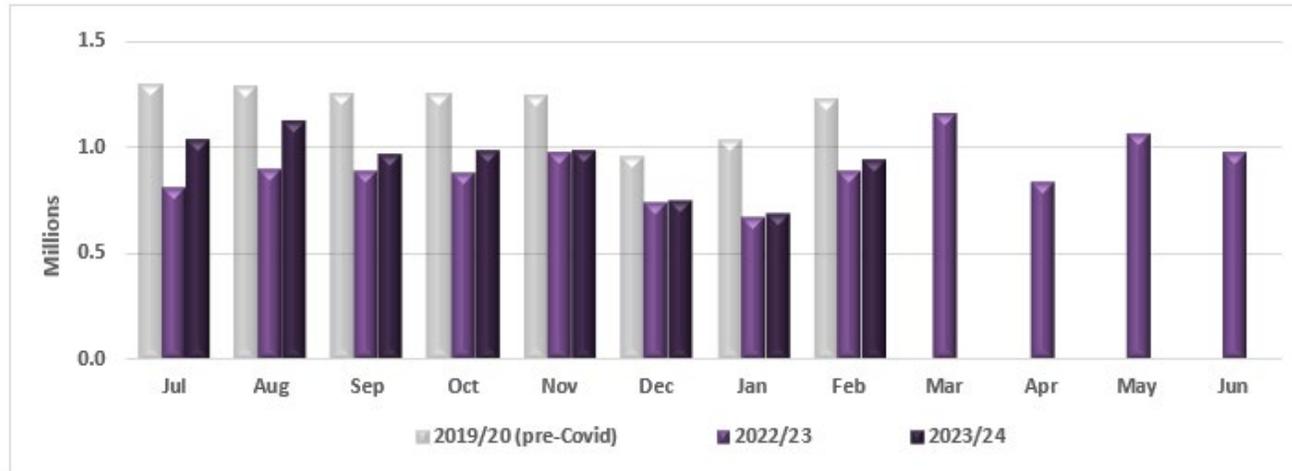
	Feb-24	Feb-23	% Change
Wellington	1,696,808	1,370,332	23.8%
Hutt Valley	455,480	359,943	26.5%
Porirua	92,575	72,388	27.9%
Kapiti	70,500	56,340	25.1%
Wairarapa	15,513	14,875	4.3%
Total	2,330,876	1,873,878	24.4%

Boardings by area - year to date (Jul - Feb)

	2023/24	2022/23	% Change
Wellington	12,451,710	10,187,897	22.2%
Hutt Valley	3,202,005	2,676,218	19.6%
Porirua	592,683	505,351	17.3%
Kapiti	424,641	365,537	16.2%
Wairarapa	105,569	97,593	8.2%
Total	16,776,608	13,832,596	21.3%

Patronage update - Rail

Attachment 1 to Report 24.115



Boardings by line - current month

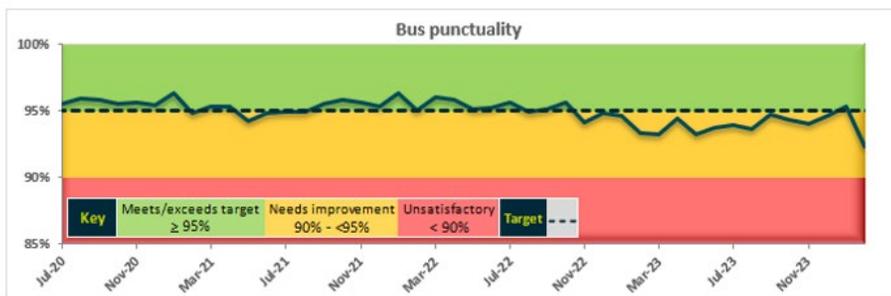
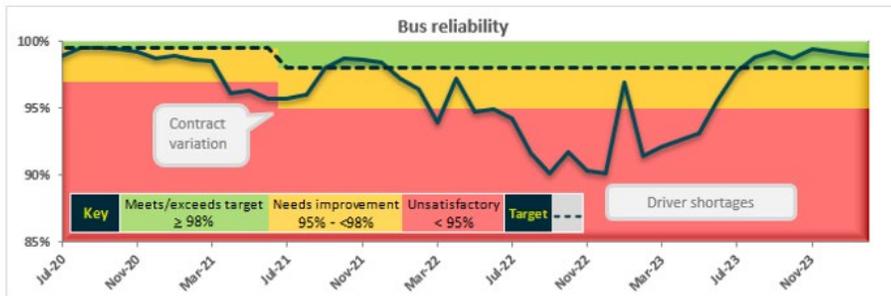
	Feb-24	Feb-23	% Change
Hutt Valley	397,896	374,834	6.2%
Kapiti	383,957	351,386	9.3%
Johnsonville	108,053	109,012	-0.9%
Wairarapa	49,120	47,024	4.5%
Total	939,026	882,256	6.4%

Boardings by line - year to date (Jul - Feb)

	2023/24	2022/23	% Change
Hutt Valley	3,159,494	2,875,269	9.9%
Kapiti	3,027,085	2,678,143	13.0%
Johnsonville	838,610	776,726	8.0%
Wairarapa	398,483	373,120	6.8%
Total	7,423,672	6,703,258	10.7%

PT Performance – Feb 2024

Attachment 1 to Report 24.115



Wairarapa Train Line – Current Disruptions

Attachment 1 to Report 24.115

Wairarapa Line customers are currently experiencing delays and disruption to their service. Several different factors – some planned, others unexpected – are contributing to this situation, and we are working hard to resolve as many as we can.

WHAT IS HAPPENING?

KiwiRail has been undertaking significant works along the WRL to upgrade the lines and prepare for increased use of the line in the future.

So far, they have;

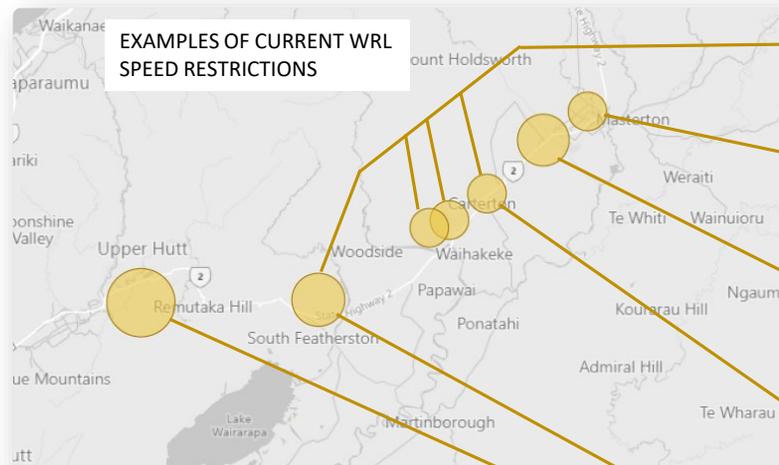
- Replaced 40km of rails and sleepers
- Replaced 3 bridges
- Replaced track through Maoribank tunnel

They are currently undertaking;

- Woodside passing loop
- Signalling system trenching
- Upgrading level crossings

Future works include;

- Replace track through Remutaka Tunnel
- Waingawa passing loop
- Platform, depot and stable upgrades
- New signalling



Vibrations (~6min) – Awaiting solution. Speed currently restricted to 60 km/h.

Minor track work(~1min) – rail correction awaiting repair. Speed currently restricted to 25 km/h.

Renall Street Level Crossing - Warning Device Fault (~1.5min) – Awaiting mitigation. Speed currently restricted to 10 km/h.

Woodside Loop (~1min) – Formation construction will move as construction works progress.

Speedie’s Crossing (~1min) – Safety related. This will be mitigated by the level crossing project. Speed currently restricted to 40 km/h.

Remutaka Tunnel (~3min) – 8.8km track replacement required, scheduled for Christmas 2024. Speed currently restricted to 60 km/h.

WHY THE DELAYS?

Most of the delay is due to **speed restrictions** on the lines, which are put in place to help keep everyone safe whilst the works are completed or bedded in. While the number and duration of speed restrictions changes day-to-day based on the requirements at the time.

Currently there are approximately 15 minutes of delays on the WRL. Approximately 6 minutes of this relates to unexpected issues with vibrations on sections on the Network.

Park and Ride

Attachment 1 to Report 24.115

P

Metlink has initiated a project to develop and implement a demand management framework for Park and Ride in the Wellington Region which includes charging for parking at railway stations. This project will be delivered in partnership with Territorial Authorities (TAs).



This project has been initiated to address

- increasing pressures on P&R in particular locations at peak
- The need to ensure spaces are reserved for off-peak users, high-occupancy commuter vehicles etc
- widespread use of P&R by non-public transport users
- a desire to encourage alternative access modes for drivers who live within 1-3 km of stations
- a need to ensure Council investment in the provision and maintenance of P&Rs across the Region is providing optimum value-for-money for ratepayers and public transport users.



Proposal was consulted on in 2021 through RPTP review and will be again in 2024



One demand management mechanism currently being investigated is the introduction of a charging framework for P&R as a means of regulating demand and prioritising access to parking for public transport users



Preferred approach is a technology solution introduced as part of, and integrated with, the NTS rollout (this is under investigation)

Park and Ride

Attachment 1 to Report 24.115

GW has a relatively extensive and high-quality P&R infrastructure which has supported growth in rail patronage and extended access to the rail network:

- Approximately 6,137 car parks across 66 P&R sites
- 69% of the total car parks are in the ten biggest P&R sites
- Parking currently free-of-charge with no current means to distinguish between PT users and non-PT users
- Annual maintenance costs of P&R are approx. \$750k p.a.
- 50% of users live within 3 kms of sites
- 50% use closest station, 50% use a further station
- Two-thirds of parking spaces are owned by GW or KiwiRail
- Remaining third of parking spaces are owned by the TAs and a few private bodies.



Park and Ride

Attachment 1 to Report 24.115

Carefully planned and managed P&R can generate for the wider transport system, including:

- Encouraging PT patronage
- Attracting long distance commuter car trips to PT that would otherwise use motorways and arterial roads for the majority of their journey
- Increased attractiveness of key PT corridors and higher density centres in advance of connecting bus services
- Facilitating multi-modal integration in lower density centres and/or topographically challenging areas where the scope for walk-up, cycling and connector bus services is limited
- Providing access to PT for individuals with mobility issues
- Reducing parking requirements at major centres.



After the last decade's growth phase, the context around P&R provision is changing;

- Managing existing facilities is ever more challenging as demand grows
- Growing pressure to provide more and more P&R spaces
- Cost of suitable land is rising and cost-effectiveness of providing additional parking is falling
- New demand management technologies are emerging
- GW policy places an increasing emphasis on a broader multi-modal access approach
- Evolving approach to options for the first and last leg of journeys.



Park and Ride

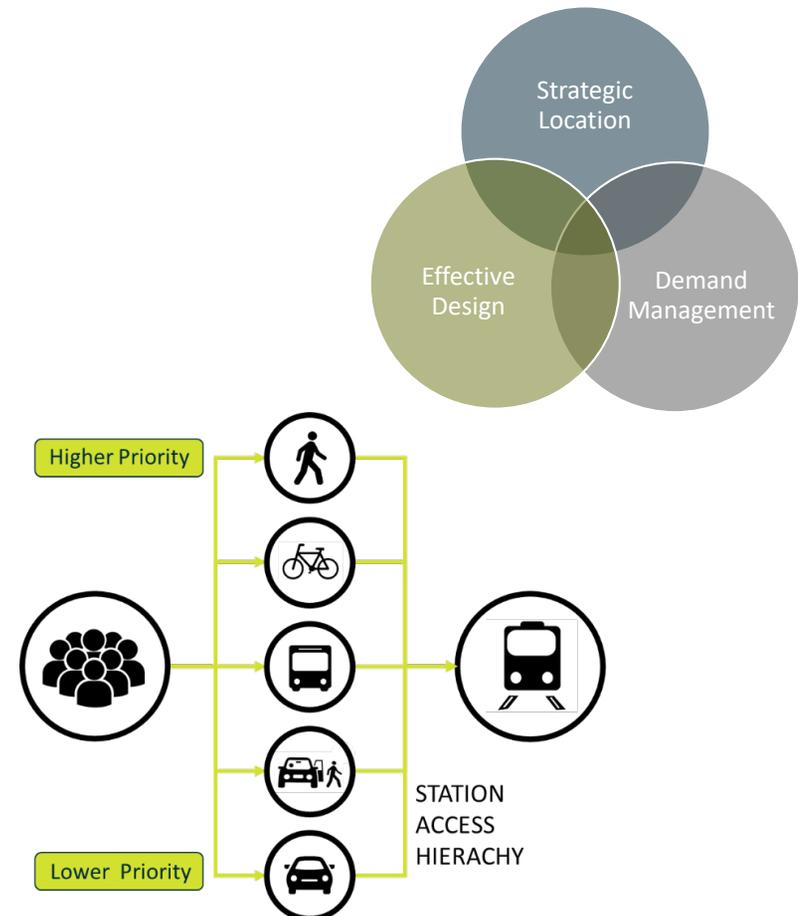
Attachment 1 to Report 24.115

Early planning and feasibility studies are currently underway.

Key initial focus is discussions with individual TAs with Park and Rides in their urban territories. Focus for discussions include:

- Alignment of project with TA parking and transport policies and strategic direction
- Impact considerations & mitigation on local residents, businesses and regional travel

Project will run over 2024 and 2025



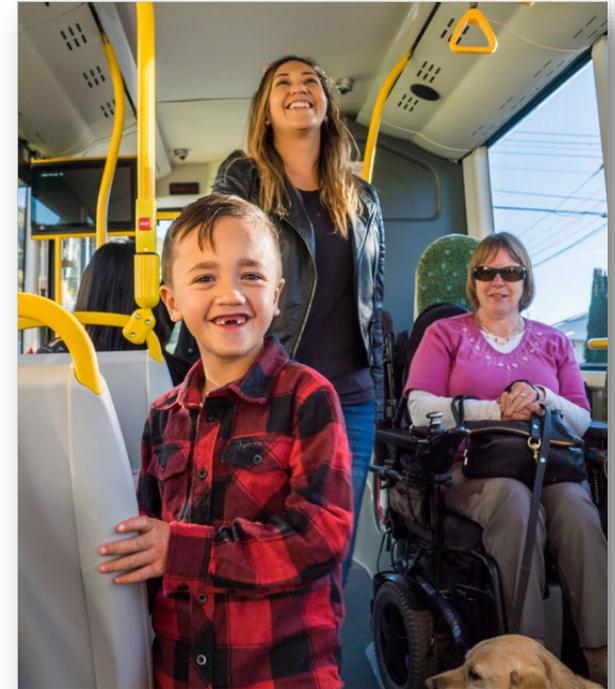
Wellington Regional Public Transport Plan Review—Update

Attachment 4 to Report 23.115

- A Regional Public Transport Plan (RPTP) is a statutory instrument under the Land Transport Management Act (LTMA) 2003.
- Councils who provide or fund public transport must adopt and keep current an RPTP.
- Te Mahere Waka Whenua Tūmatanui o te Rohe o Pōneke, the Wellington RPTP 2021-2031, was adopted by Council in June 2021.

Greater Wellington has commenced a review to:

- Confirm the next network ‘unit’ structure in anticipation of procurement of new operation contracts (commencing early 2025)
- Address any PT planning requirements and opportunities arising from the LTMA Amendment Act 2023 including establishment of the Sustainable Public Transport Framework (SPTF)
- Review our RPTP policy framework to facilitate future decisions
- ‘Signal’ significant capital and operational projects to support business cases
- Anticipate future PT provision from housing and economic growth across the region.

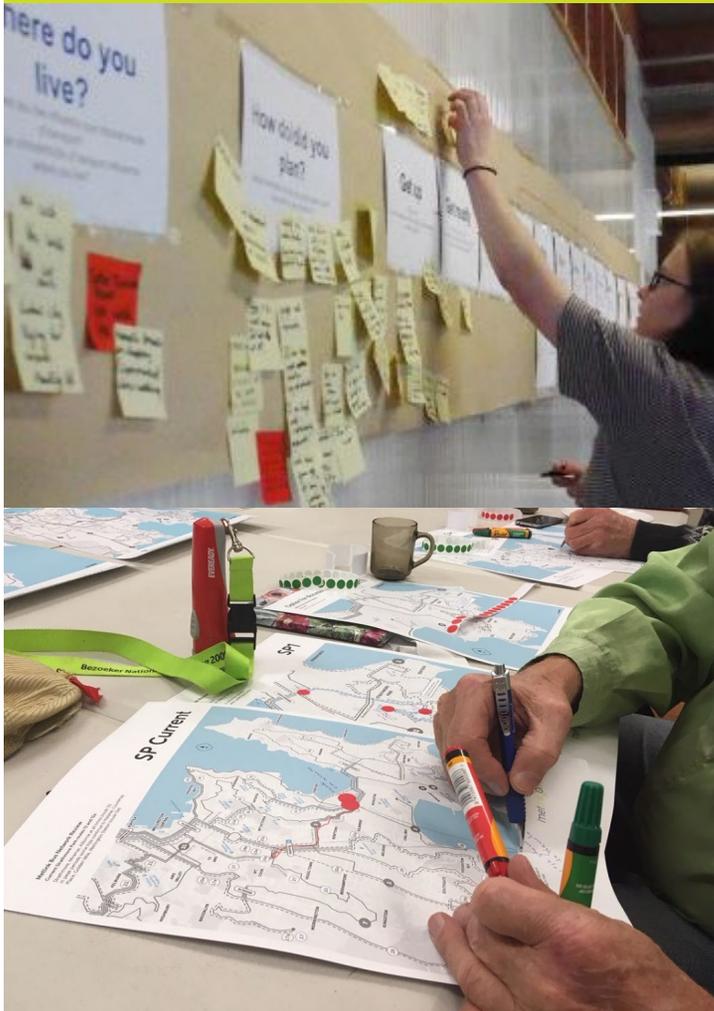


Te Mahere Waka Whenua
Tūmatanui o te Rohe o Pōneke
Wellington Regional Public Transport Plan
2021-2031



RPTP Review Update: Timing and Engagement

Attachment 1 to Report 24.115



- **The Transport Committee approved an extension to delivering a draft RPTP until August 2024** to allow it to reflect the final policy positions in the Government Policy Statement on Land Transport (GPS), Regional Land Transport Plan (RLTP) and Long-Term Plan (LTP).
- We have held **TA workshops** with UHCC, HCC & PCC officers and stakeholders to date. KCDC, WCC & Wairarapa workshops are planned to be held **April/May 2024**.
- Engagement has started with our **operators** with a follow-up session planned for **1 May 2024**.
- Engagement with the Ministry of Education, relevant unions and their workforces are also planned but need to be worked through internally before we approach these stakeholders.

Key milestones:

- ☑ Key partner collaborative engagement: **June 2023-May 2024**
- ☑ Finalisation of consultation draft RPTP: **August 2024**
- ☑ Public statutory consultation: **September/October 2024**
- ☑ Adoption of new RPTP: **March 2025**

Other projects to note

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Reinstatement of previously (Oct/Nov 22) suspended bus services

Reinstatement of 67 trips run by Kinetic (Oct 23); 114 trips run by Tranzurban (Dec/Jan 23/24)



New Route 4 and increased services

New Route 4 (combines Routes 12 + 22) frequency 15 min on weekdays, 30 mins on weekends; Route 18 interpeak frequency increases; Route 20 extension to Wellington Railway Station; Hataitai AM peak capacity increases; and Thorndon School Service Optimisation



Warranted Transport Officers



From 16 October eight Warranted Transport Officers became part of the Metlink public transport network to support passengers with their journeys. Transport Officers have the ability to issue fines to people not paying their fare (up to \$150 under the Land Transport Amendment Act 2017)



Lower North Island Rail Integrated Mobility (LNIRIM)

On 21 February Expressions of Interest (EOI) closed for providing a proposal to design, build and maintain 18 x 4-car low emission multiple units for improving the passenger rail service, capacity and frequency on Wairarapa and Manawatū lines. A satisfactory number of EOIs were received



Plimmerton Station

The Plimmerton Station expansion went live on 29 January. The new subway there was opened last year, and the new third platform is now in operation

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