

Report 14.77
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Committee Regional Transport Committee
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Development of the Regional Land Transport Plan 2015-21

1. Purpose

This report sets out the proposed approach, process and timeframes for development of the new Regional Land Transport Plan 2015–21.

2. Current regional transport planning framework

The Wellington Regional Land Transport Strategy (RLTS) sets the overall regional direction for the development of the land transport network. This is a statutory document that was developed under the Land Transport Management Act 2003 (LTMA), prior to the 2013 amendments.

The existing Wellington Regional Public Transport Plan (RPTP) was prepared by Greater Wellington Regional Council under the former Public Transport Management Act 2008. This guides delivery of public transport services in the region and implements the strategic direction of the RLTS.

A large number of non-statutory corridor plans and implementation (mode/issue) plans describe principals, programmes and projects to implement the RLTS. These include the Western, Hutt, Wairarapa, and Ngauranga to Airport corridor plans. Implementation plans include the regional public transport, walking, cycling, road safety, travel demand management and freight plans.

The existing Regional Land Transport Programme 2012–15 (the Programme) was developed under the LTMA 2003, prior to the 2013 amendments. It sets out the programme of transport projects for which funding will be sought over a three-year period.

Outside this core framework of regionally coordinated transport planning are a number of other plans and programmes led by various organisations. As well

as preparing the National Land Transport Programme (NLTP), the New Zealand Transport Agency (NZTA) produces a number of plans for managing and operating the state highway network. Greater Wellington Regional Council carries out public transport service reviews and has a Regional Rail Plan. It also leads a number of travel demand management and road safety programmes. Local councils develop and implement a number of plans and local transport, walking and cycling strategies, and road safety programmes.

3. Changes to the Land Transport Management Act 2003

A number of changes were made to the LTMA in June 2013. This included changes to the land transport planning and funding framework with the goal of making it more straightforward, less prescriptive, and to reduce compliance costs and simplify processes. The key changes which affect the way we do our transport planning are set out below.

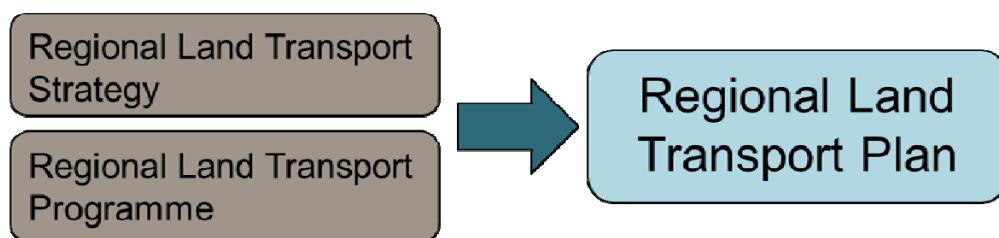
3.1 Purpose and decision making criteria

The decision making criteria, previously provided by a combination of the LTMA’s purpose and five transport objectives have been replaced to focus decision making on effectiveness, efficiency and safety, as set out in the table below:

Original decision-making criteria	New decision-making criteria
<ul style="list-style-type: none"> • Affordable • Integrated • Safe • Responsive • Sustainable • Assist economic development • Assist safety and personal security • Improve access and mobility • Protect and promote public health • Ensure environmental sustainability 	<ul style="list-style-type: none"> • Effective • Efficient • Safe

3.2 Regional planning documents

The RLTS and the Programme will be consolidated into a new document, called the Regional Land Transport Plan (the RLTP). This new plan will be developed and consulted on every six years, with a 3 yearly review stage and a 10 year planning horizon.

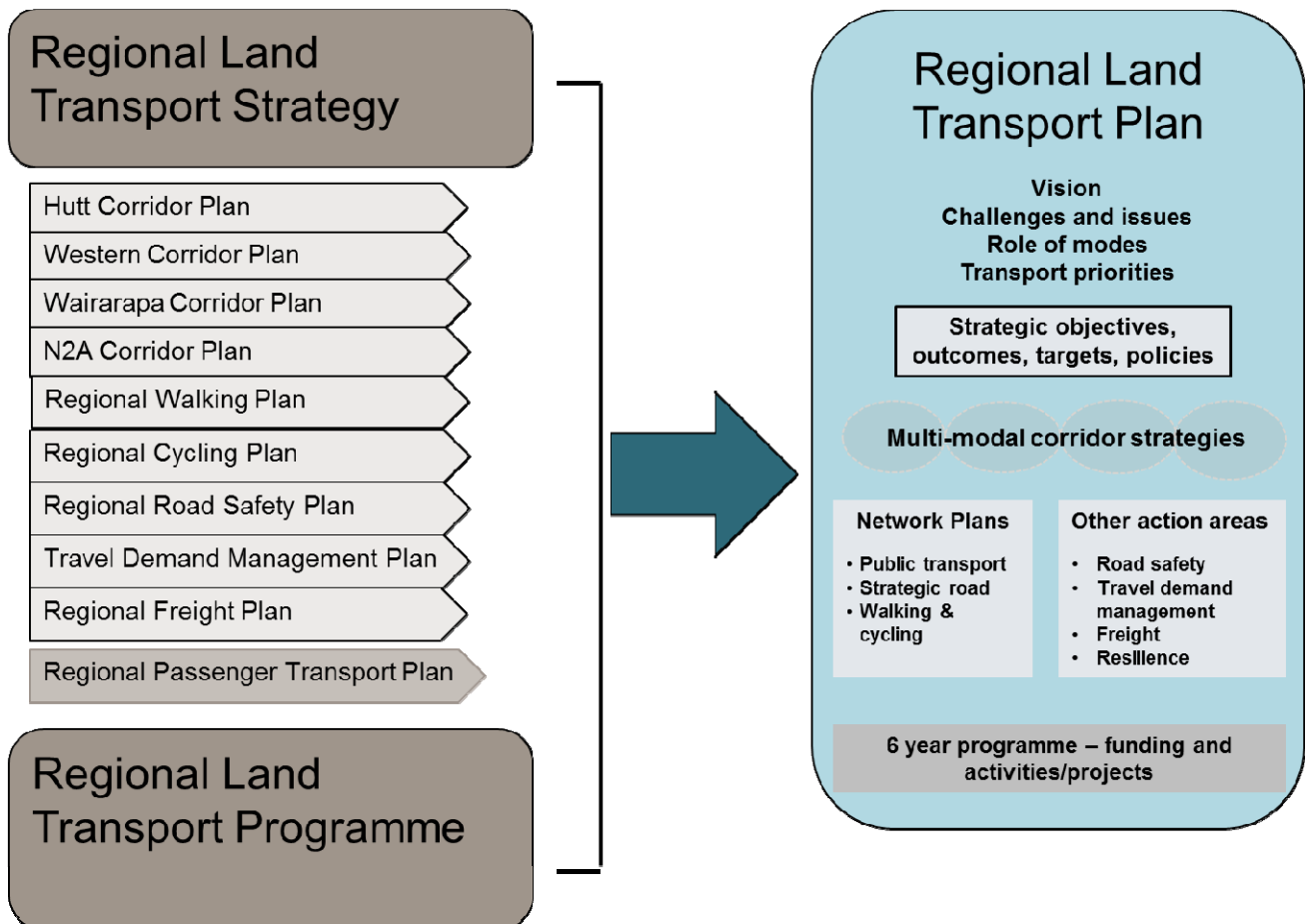


4. Regional Land Transport Plan

NZTA requires the RLTP to be finalised by the end of April 2015 to feed into the next NLTP which is adopted by 1 July 2015.

The RLTP is required to set out the region's land transport objectives, policies, and measures/targets for at least 10 years. The RLTP is also required to include a large amount of detailed information about the programming and funding of land transport activities in the region. The LTMA also sets out a number of other matters that must be assessed or identified as part of the RLTP document.

At the December 2012 Regional Transport Committee (RTC) meeting, an approach to transition from the current set of strategies and plans into the new integrated RLTP format was agreed. The approach proposed primarily to refresh and re-format the existing strategy content as described in the diagram below:



It is proposed that the statutory objectives, policies and measures required by the LTMA are supplemented by additional content including a vision, role of modes, corridor strategies, and network plans – to ensure that the front end of the RLTP comprehensively and clearly describes our strategic approach. It is recommended that we continue to apply a 30 year planning horizon to the policy component of the RLTP.

The RLTP is expected to consist of several key sections:

- a) **Regional Network Plan** - the policy framework 'front end' of the RLTP and will include the statutory objectives, policies and measures required by the LTMA, together with our corridor strategies and network plans.
- b) **Regional Programme** that sets out the programme of proposed land transport activities over a six year period. It includes a statement of transport priorities for the region over the next ten financial years and a ten year financial forecast.
- c) **An assessment** of how the RLTP meets the various statutory requirements in the LTMA, together with a description of the approach to monitoring, variations, and a significance policy.

While the overall policy approach set out in the RLTS is considered to be fundamentally sound, the RTC will need to consider updated information on the trends and issues affecting the regional transport network, along with the changes to the LTMA, as part of the RLTP development process.

5. **Technical advisory group**

A technical advisory group (TAG) comprised of representatives from all the territorial authorities in the region, Greater Wellington Regional Council and the NZTA will assist with development of the RLTP over the next 18 months. The TAG has already met to consider the overall approach to developing the new RLTP and to discuss the initial work on the policy framework and targets review. Further meetings of the TAG have been scheduled to input to all key milestones.

6. **Progress in developing the Regional Land Transport Plan**

6.1 **Policy framework – Regional Network Plan**

6.1.1 **Timeframes**

It is proposed to carry out targeted consultation on a draft policy framework prior to the wider public consultation on the whole RLTP document (including the programme) in early 2015. This means completing an initial draft of the Regional Network Plan by mid-2014.

To meet this timeframe, officers will be working on various parts of the Regional Network Plan in parallel and bringing the different components to the RTC for consideration over the next six months. The RTC will then consider a full initial draft of the Regional Network Plan prior to targeted consultation with key stakeholders and interest groups in the second half of 2014.

6.1.2 Work completed

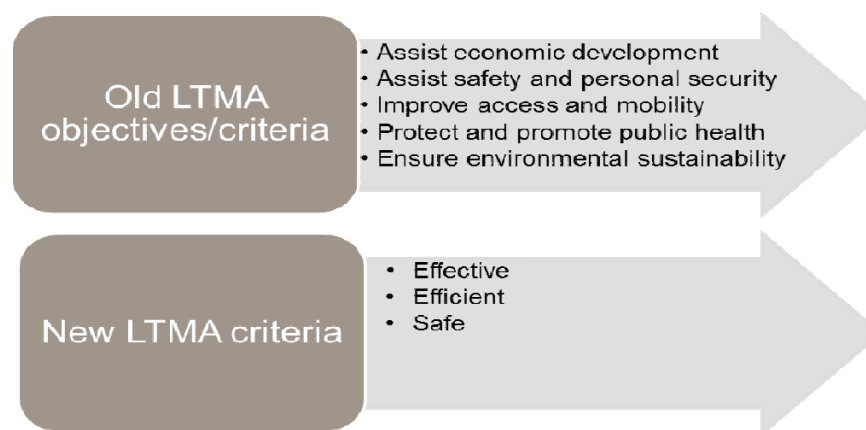
Transition of policy framework

Work has been completed to draft the introductory sections of the new RLTP such as vision, role of modes, and transport network priorities sections, based on the RLTS.

The policy framework from the current RLTS has been transitioned into a new format and structure to sit within the new RLTP document (see **Attachment 1**). The set of outcomes and policies have also been amended where necessary to update, clarify and remove duplication.

Strategic objectives

Prior to the 2013 amendments, the LTMA included five high level transport ‘objectives’, as shown in the figure below. These former objectives are almost directly reflected in the current RLTS objectives, along with an additional objective on regional affordability. A key change to the LTMA was the removal of these objectives, and replacement with a three new criteria – effective, efficient and safe.



It is necessary to review the strategic objectives given that the removal of the five objectives from the LTMA. Further changes have been made to improve the connections between the strategy’s provisions from high level strategic objectives, through to outcomes, measures, policies and action areas. The proposed strategic objectives have been drafted to represent the key themes of the strategic direction identified in the current RLTS. An assessment of these strategic objectives against the new decision making criteria in the LTMA has been carried out, and confirms these are well aligned.

The proposed new strategic objectives for the next RLTP are:

- A high quality, reliable public transport network
- A safe and attractive walking and cycling network
- A reliable and effective strategic road network
- An effective network for the movement of freight

- A safer system for all users of the regional road network
- An efficient and optimised transport system that minimises the impact on the environment
- An integrated and resilient transport network.

The outcomes from the current RLTS have been expressed under the relevant strategic objective, along with relevant targets/measures, policies, and action areas. This allows the full policy direction under each strategic objective to be viewed in one table.

The details within these tables are still being refined and will continue to be informed by work currently being undertaken, as discussed in the next section.

Corridor Strategies

The first re-drafting of corridor strategies for the Hutt, Wairarapa, Western, and Ngauranga to Airport corridors has been completed. This has involved translating the existing strategic approach outlined in the region's existing corridor plans into a new format. The corridor strategies set out:

- Long term strategic vision
- Issues and challenges
- Key strategic principles
- Key measures/actions
- Timing and sequencing considerations.

The corridor strategies do not include the detailed tables of specific projects and estimated costs and timings from the former corridor plans as these elements will be covered elsewhere in the document.

6.1.3 Work underway

Work to review the existing RLTS outcomes and measures/targets is currently being undertaken and is subject of a separate report (Report 14.68). This includes re-setting the targets to a 2025 outlook in accordance with the requirements of the LTMA.

The LTMA requires the RTC to consider alternative regional land transport objectives that would contribute to the purpose of the LTMA, including the feasibility and affordability of those alternatives. Analysis of a number of different future scenarios using the strategic transport model will be completed and reported to the RTC to assist with its consideration of alternatives.

Work has begun to develop network plan chapters for the public transport, road, walking and cycling networks. The RLTP is currently being reviewed and this work will inform the public transport chapter. Other chapters for road safety, travel demand management and freight will be developed based on the direction in the existing implementation plans for these issues, with some updating where required.

6.1.4 Work to be completed

A new 'Network resilience plan' chapter will be developed to address this important issue and provide direction and priority for resilience activities in the programme. Initial work to identify resilience issues at the regional level has been carried out through Investment Logic Mapping (ILM) workshops.

A key reason for updating and re-formatting of the existing policy framework and multiple plans into one document is to ensure a more streamlined, integrated and clear strategy for the region's transport network.

6.2 Regional Programme

6.2.1 Timeframes and key milestones

The final RLTP must be approved in April 2015 and the activities in the programme must be submitted in NZTA's Transport Investment Online (TIO) system. This allows NZTA to consider the regional programme as it develops the NLTP 2015 – 21.

Working back from this April 2015 date, allowing time for hearings and updating the RLTP to reflect community and stakeholder feedback, consultation on the draft RLTP will need to take place in January/February 2015.

Between now (4 March 2014) and December this year when RTC agrees a draft RLTP for consultation, work will be carried out to develop the regional programme (alongside development of the policy framework and other elements of the Plan) with the following key decision points for the RTC:

RTC meeting date	RTC Decision
13 May 2014	Confirm RLTP programme prioritisation methodology and significance policy
21 October 2014	Finalise priority of 'significant' projects
2 December 2014	Agree Draft RLTP (including the programme of activities) for consultation

It should be noted that activities and projects are put forward by councils and NZTA. The RTC prioritises the significant projects that have been submitted and it can decide not to include a project in the RLTP, but it cannot add a project itself.

6.2.2 Key aspects of the 2015 – 2021 programme

Legislative changes

As a result of the 2013 changes to the LTMA, the programme of activities must cover a period of 6 financial years (previously a 3 year programme). The programme must include for those 6 years, all the land transport activities in

the region proposed by councils and NZTA, seeking funding from the National Land Transport Fund.

The legislation now only requires the prioritisation of ‘significant’ activities (previously all activities except those that were committed or automatically included). The RTC will need to agree a definition of what it considers to be a significant activity (as it did in the previous programme) before applying an agreed prioritisation methodology to those activities. This will be considered at the 13 May meeting of the RTC.

Government Policy Statement and NZTA Investment signals

As with the overall RLTP, the programme will need to be ‘consistent with’ the new Government Policy Statement on Land Transport (GPS), a draft of which is due to be released in April 2014 by the Minister. NZTA has provided early planning and investment signals around likely GPS priorities and what they will be looking for when developing a NLTP that ‘gives effect to’ the GPS. This direction was presented to the regional TAG in February this year. Key investment priorities identified were:

- **Moving people and goods** – making the most of urban network capacity
- **More freight on fewer trucks** – progressing the roll out of high productivity motor vehicles (HPMV) routes.
- **Network resilience** – focus on high impact events affecting large numbers of network users and clarifying the lifeline functions of transport corridors
- **Efficiency** – with focus on asset management plans that deliver value for money and fit-for-purpose levels of service
- **Safety** – with a focus on safer speeds, high risk intersections, high risk rural roads.

These priorities will need to be reviewed when the GPS is released.

NZTA will also be looking for programmes to be based on a clear strategic case for investment priorities aligned to the new Business Case Approach adopted by NZTA. This approach emphasises the importance of working collaboratively to identify the regional issues/problems and priority outcomes. In the Wellington region officers are proposing to set out this strategic case through our policy framework, including corridor strategies and network plans that form the ‘front end’ of the new RLTP.

New Funding Assistance Rates

The 2015 – 21 programme will be subject to the new funding assistance rates (FAR) that will be determined as a result of NZTA’s current review. The current proposal involves each approved organisation (AOs)¹ having a single FAR across all activities, and the current consultation is seeking feedback about how the appropriate FAR for each approved organisation is determined

¹ Approved Organisations are organisations that can apply for funding from the NLTF including councils, [Auckland Transport](#), the [Department of Conservation](#) and the [Waitangi National Trust Board](#)

and other matters such as the appropriate transition period. A final FAR framework is due to be released in July 2014.

Activities and packages

The 2015–21 programme will include a significant advancement of Wellington Roads of National Significance. It is expected that NZTA will be seeking inclusion of construction funding for the Kapiti Expressway, Transmission Gully Motorway, Basin Bridge, Mt Victoria tunnel duplication and Ruahine Street/Wellington Road widening. The proposed new Petone to Grenada link is also likely to be included towards the end of the 6 year programme.

The outcome of the Wellington City Public Transport Spine feasibility study is expected to result in Wellington City Council, Greater Wellington Regional Council and NZTA seeking inclusion of a number of packages relating to the implementation of the various different components of the preferred option in the next programme.

Other significant activities in the regional programme are likely to include the Petone to Ngauranga walkway/cycleway, the regional travel demand management and road safety programme, the next phase of rail improvements described in the Regional Rail Plan as ‘Refreshed Rail Scenario 1’, and an integrated ticketing system for the public transport network. These will sit alongside all the important local roading activities (including maintenance, walking/cycling and road safety) and state highway maintenance activities.

NZTA and councils in the region are also working together to develop a package of activities specifically aimed at giving priority to key resilience projects in the region.

6.2.3 Work currently underway

A timetable for the development of the next Wellington RLTP has been developed with regional AOs and the next areas of work in relation to the programme will focus on developing a draft statement of priorities, prioritisation methodology and policy on significance for the RTC to consider.

NZTA Highways, Networks and Operations (HNO) has prepared a draft state highway programme for early negotiation and moderation discussions against other regional state highway programmes in the country. Councils have been beginning to look at transport priorities as part of their early Long Term Plan development. This is important as all approved organisations will need to input their draft programme of activities into TIO by the end of August this year.

7. The decision-making process and significance

No decision is being sought in this report.

Consideration of the various elements of the draft RLTP and subsequent decisions will take place at future workshops and meetings of the RTC.

8. Communication

Any issues raised by the Committee in relation to the matters in this report will be communicated to the next meeting of the regional TAG on 12 March 2014.

9. Recommendations

That the Committee:

- 1. Receives the report.*
- 2. Notes the content of the report.*

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Attachment 1: Draft policy framework by strategic objective tables