
EXTRAORDINARY MEETING

OF

TRANSPORT AND URBAN DEVELOPMENT COMMITTEE

AGENDA

Time: 10.30am
Date: Tuesday, 5 August 2014
Venue: Committee Room 1
Ground Floor, Council Offices
101 Wakefield Street
Wellington

MEMBERSHIP

Mayor Wade-Brown

Councillor Coughlan
Councillor Foster (Chair)
Councillor Lee
Councillor Lester
Councillor Pannett
Councillor Woolf
Councillor Young

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 803-8334, e-mail: public.participation@wcc.govt.nz or writing to Democratic Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number and the issue you would like to talk about

AREA OF FOCUS

The focus of the Committee is to direct growth to where the benefits are greatest and where adverse effects are minimised, and to deliver a quality compact urban environment.

The Committee will also lead and monitor a safe, efficient and sustainable transport system that supports Wellington's economy and adds to residents' quality of life with a strong focus on improving cycling and public transport and enhancing Wellington's walkability.

Quorum: 4 members

TABLE OF CONTENTS
5 AUGUST 2014

Business	Page No.
1. Meeting Conduct	5
1.1 Apologies	5
1.2 Conflict of Interest Declarations	5
1.3 Public Participation	5
1.4 Items not on the Agenda	5
2. General Business	7
2.1 Draft Submission on the Government Policy Statement on Land Transport 2015/16-2024/25 – Engagement Draft	7

1 Meeting Conduct

1.1 Apologies

The Chairperson invites notice from members of:

1. Leave of absence for future meetings of the Wellington City Council; or
2. Apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.2 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.3 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

1.4 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows:

Matters Requiring Urgent Attention as Determined by Resolution of the Transport and Urban Development Committee.

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

Minor Matters relating to the General Business of the Wellington City Council

No resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Transport and Urban Development Committee for further discussion.

2. General Business

DRAFT SUBMISSION ON THE GOVERNMENT POLICY STATEMENT ON LAND TRANSPORT 2015/16-2024/25 – ENGAGEMENT DRAFT

Item 2.1

Purpose

1. To discuss the draft submission on the Government Policy Statement (GPS) on Land Transport 2015/16-2024/25 – Engagement Draft (draft GPS 2015).

Summary

2. The GPS is developed by the Ministry of Transport (MoT) and reviewed every three years. It sets out the government's priorities for expenditure from the National Land Transport Fund over the next 10 years. MoT is seeking submissions on the draft GPS 2015 until 11 August 2014.
3. The draft GPS 2015 proposes to continue the key priorities from GPS 2012 of economic growth and productivity, road safety and value-for-money. Expenditure targets have been set at \$3.4 billion for the 2015/16 financial year, rising to \$4.4 billion in the 2024/25 financial year.
4. The key recommendations in the draft submission on the draft GPS 2015 include that:
 - the GPS be supported by a long term vision and clear strategic direction
 - resilience be added as an additional priority
 - greater emphasis be placed on active modes and public transport, at both peak and off-peak
 - the GPS should avoid focusing on State highways at the expense of local roads, and notes the impact on local roads of reduced service levels.

Recommendation/s

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Approve the attached submission on the draft Government Policy Statement 2015.

Discussion

Submission key points

5. The draft GPS 2015 is an improvement on GPS 2012 as a result of the inclusion of national land transport objectives. However, in its submission the Council notes that the draft GPS 2015 is still lacking a long term vision and clear strategic direction to provide the context for these objectives. The Council has also recommended that resilience be added as a separate priority.
6. New Zealand's transport system is dynamic and as patterns of demand change, this will impact on the type of investments made. Accordingly, given the evidence available that growth in personal vehicle travel will remain more muted than it has in previous years, the Council has argued in its submission for a greater emphasis on public transport and active modes than they currently receive in the draft GPS 2015.
7. The draft GPS 2015 places an emphasis on transport investment as the primary means of responding to urban congestion. The Council notes in its submission that there is a range of other interventions that can be used to respond to this issue, including congestion charging, land use and urban development tools.
8. Additional funding has been made available for cycling in the draft GPS 2015. However, the increase is off a very low base and the Council has recommended that a greater level of funding be made available in GPS 2105 in order to see real improvements and greater uptake of cycling.
9. Notwithstanding that the Council has mixed views about whether the balance of investment is right in the draft GPS 2015, the Council has raised concerns that the government will fail to maximise economic growth and productivity if it continues to focus on State highway improvements at the expense of local roads. The Council has called for this imbalance to be addressed.

Consultation and Engagement

10. MoT and Local Government New Zealand (LGNZ) have held workshops on the draft GPS 2015 with key stakeholders, which Wellington City Council officers have attended. The Minister is required to have regard to the views of LGNZ in the preparation of the GPS.

Financial considerations

11. The GPS sets the lower and upper bands for funding for all transport activities. The impact on the funds available for transport in Wellington city will depend on final funding decisions by central government.

Climate change impacts and considerations

12. One of the objectives included in the draft GPS 2015 is for a land transport system that appropriately mitigates the effects of land transport on the environment. The Council supports this objective and recommends a range of tools to minimise the environmental impacts of transport activity.

Long-term plan considerations

13. Any implications for Wellington City Council arising out of the GPS 2015 will not be known until GPS 2015 is finalised. The Minister has confirmed that this will not be until after the general election in September 2014.

Conclusion

14. The draft GPS 2015 benefits from the inclusion of land transport objectives, however it is lacking a long term vision and clear strategic direction.
15. Nor does the draft GPS 2015 fully take into consideration changing patterns of demand, including changes in personal vehicle travel. The final GPS 2015 should have a greater emphasis on public transport and active modes than they currently receive in the draft GPS 2015.
16. The final GPS should also include greater use of other interventions, including congestion charging and land use and urban development tools, to respond to the issue of urban congestion.
17. The Council has mixed views about whether an appropriate balance of investment across all transport modes has been achieved in the draft GPS 2015. Notwithstanding this, the Council is concerned that the government will fail to maximise economic growth and productivity if it continues to focus on State highway improvements at the expense of local roads and is seeking to have this imbalance addressed.

Attachments

Attachment 1. Draft Submission on the Government Policy Statement

Author	Elise Webster, Senior Strategy Advisor
Authoriser	Anthony Wilson, Chief Asset Officer

Submission to: Ministry of Transport

Topic: Government Policy Statement on Land
Transport 2015/16-2024/25 – Engagement
Draft

From: Wellington City Council

Date: August 2014

Contents

- 1. Executive Summary**
- 2. Strategic Direction**
- 3. Objectives and Results**
- 4. Investment in Land Transport**
- 5. Fund Sources**
- 6. Conclusion**

Executive Summary

Wellington City Council congratulates the Ministry of Transport for engaging with stakeholders on the Government Policy Statement on Land Transport 2015/16-2024/25 – Engagement Draft (draft GPS 2015) in contrast to earlier years.

The Council welcomes the inclusion of national land transport objectives in the draft GPS 2015 and believes they should be supported by a long term vision and clear strategic direction. The Council largely endorses the priorities set out in the draft GPS 2015, with the addition of resilience as a fourth priority.

New Zealand's transport system is dynamic and as patterns of demand change, this will impact on the type of investments made. Accordingly, given the evidence available that growth in personal vehicle travel will remain more muted than it has in previous years, the Council would like to see a greater emphasis on public transport and active modes than they currently receive in the draft GPS 2015.

Wellington City Council is concerned about the emphasis placed on transport investment as the primary means of responding to urban congestion. The Council notes there is a range of other interventions that can be used, including land use and urban development tools.

The Council is pleased to see the government committing to additional funding for cycling. It notes, however, that the increase is off a very low base and recommends a greater level of funding be made available in order to see real improvements and greater uptake of cycling.

Wellington City Council has mixed views about

The Council welcomes the opportunity to comment on the draft GPS 2015.

1. Strategic Direction

Wellington City Council is pleased to see the introduction of national land transport objectives in the draft GPS 2015, but believes they should be supported by a long term vision and clear strategic direction to provide context for the government's objectives and areas of focus.

The Council largely endorses the priorities set out in the draft GPS 2015 relating to economic growth and productivity; road safety; and value for money, with the addition of resilience as a fourth priority.

As outlined in the draft GPS 2015, the dynamic nature of New Zealand's transport system and changing demands will impact on the type of investment made, highlighting the importance of accurate forecasting. In light of changing patterns of demand, the Council is concerned at the emphasis on personal vehicle travel at the expense of public transport and active modes. It believes greater account should be taken of the Ministry of Transport's travel forecasts which suggest "that growth in personal vehicle travel will remain more muted than in previous economic cycles". Accordingly, Wellington City Council supports the use of scenario setting to ensure transport solutions are future proofed and that the full range of tools and transport modes are comprehensively considered when making investment decisions.

Supporting economic growth and productivity

Wellington City Council has mixed views about whether an appropriate balance of investment across all transport modes to address current and future demand, the provision of transport choices and the development of a reliable, resilient and safe transport system has been achieved. Notwithstanding this the Council is concerned that the government will fail to maximise economic growth and productivity if it continues to focus on State highway improvements at the expense of local roads.

The Council also believes that the draft GPS 2015 fails to recognise the important contribution that the active modes of walking and cycling, and public transport, currently make to economic growth and productivity, and could make in the future, for example with regard to access to work. Currently the draft GPS 2015 identifies the Roads of National Significance as the most visible evidence of investment in the country's productive capacity, in conjunction with improvements to roading infrastructure.

Road Safety

Wellington City Council supports the comments in the draft GPS 2015 relating to road safety infrastructure, and notes that the current \$3.5 billion annual cost of road trauma closely equates to the total 2015/16 land transport budget. Given the significance and size of the issue, the Council recommends that a road safety engineering activity line be created so that the New Zealand Transport Agency (NZTA) can specifically report against it as a means of measuring progress.

The Council questions why the government's long term result under this priority is 'the reduction in deaths and serious injuries *at reasonable cost*', and asks why the same requirement has not been included in all other result areas?

The Council also wishes to better understand what the public is receiving from its road safety policing investment and suggests greater reporting from the police should be provided. Being better informed of the police's road safety objectives and priorities would allow better synergies between a council's road safety aspirations and its local district road safety policing initiatives.

Value for Money

Wellington City Council endorses the need for all the agencies involved in providing New Zealand's land transport system to work together effectively to ensure value for money. While it may be appropriate for NZTA to take the lead in this regard, the Council believes that the Minister, through the Ministry, should take a greater role in overseeing NZTA to ensure it delivers on the government's objectives, as set out in the GPS.

2. Objectives and Results

a) A land transport system that addresses current and future demand

Result: Support economic growth and productivity through provision of better access to markets, employment and business areas

The draft GPS 2015 places significant emphasis on the State highway network as a means of supporting economic growth and productivity. The Council believes that a balance needs to be achieved between economic, social and environmental outcomes while ensuring that those using the network receive a consistent service across the country. This means servicing the needs of those primarily rural districts that are responsible for the majority of the country's export earnings, while also delivering a network that responds to congestion and safety issues in our metropolitan regions now and into the future. In this context, the Council also believes there is an over-emphasis on freight, in contrast to public transport investment, which needs addressing.

In addition to the emphasis on State highways, the draft GPS 2015 signals that service levels on some roads may be adjusted up or down. Wellington City Council is concerned that where these adjustments are downward, the performance of the local roads will continue to decline as a consequence of undermining the local road network in order to maximise the State highway investment.

Wellington City Council is also concerned about the emphasis placed on transport investment as the primary means of responding to urban congestion. The Council notes that there is a range of other interventions that can be used, including land use and urban development tools, in addition to congestion charging. The Council also

questions the sustainability of allowing widespread dispersed development in our urban areas.

The draft GPS 2015 articulates the government's investment intentions for Auckland and Christchurch in relation to supporting economic growth and productivity. The Council believes the GPS should set out the government's objectives for the other main metropolitan areas, including Wellington, under this result area.

Result: Improved returns from investment in road maintenance

Wellington City Council has an ongoing programme of maintenance improvements in place aimed at achieving productivity gains in road maintenance, which support the government's own initiatives. The Council is concerned that the inclusion of this result area is a reflection of the overly simplistic way in which council's maintenance costs have been presented, which fails to convey a full and accurate picture of the regional differences which can contribute to higher maintenance costs.

Result: Improved returns on investment in public transport

Wellington City Council supports the principle of value for money but is unclear why public transport has been singled out in relation to seeking improved returns on investment. The Council suggests that it could be implied from the draft GPS 2015 that returns on investment in personal and freight travel are proven, while this has still to be demonstrated for other transport modes. The Council takes the view that all modes should be assessed for returns on investment as part of seeking ongoing improvements.

The Council notes that the current focus in the draft GPS 2015 is on the peak public transport travel period. It is concerned that only responding to issues during the peak period, without fully considering the off-peak, could have negative implications for the sustainability of the overall public transport network. Nor does the Council understand the reference at paragraph 71 to the provision of additional capacity of public transport on corridors "serving our main office centres" at peak periods, given that public transport needs to be widely available for all users, not just 'office workers'. The Council also notes that inequities exist across the country in relation to public transport fare box recovery, and that achieving NZTA's national target of 50% will be challenging.

Result: Support economic growth of regional New Zealand through providing better access to markets

Wellington City Council supports the creation of a regional improvement activity class which is in keeping with local government's call for greater investment in the regions, even though this may result in less funding for projects in Wellington city. The Council understands, however, that central government's regional investment has not always seen consistent returns across the country. The new regional improvement funding will therefore need to be judiciously applied.

b) A land transport system that provides appropriate transport choices

Result: Enable access to social opportunities, particularly for those with limited access to cars

The Council notes that this may be inconsistent with the long term result of 'improved returns from public transport' because services put in place to increase social opportunities often require a higher subsidy than public transport services for commuters.

Result: Increased safe cycling through improvements of the cycle lane network

Wellington City Council is pleased to see the government committing to additional funding for cycling. However, notwithstanding that cycling improvements are included in other activity classes, the Council notes that the increase is off a very low base and that in order to see real improvements a greater level of funding is required.

In addition, Wellington City Council is concerned that the draft GPS 2015 states that cycling improvements will only be made "where this can be achieved at reasonable cost". The Council supports cycling in order to meet a wide range of objectives and is concerned that this requirement is likely to constrain its efforts to encourage and support greater uptake of cycling.

c) A land transport system that is a safe system, increasingly free of death and serious injury

Result: Reduction in deaths and serious injuries at reasonable cost

The Council is concerned that the requirement that reductions be at 'reasonable cost' is potentially at odds with the Safer Journeys Strategy.

d) A land transport system that appropriately mitigates the effects of land transport on the environment

Result: Understand the costs associated with mitigation

In conjunction with developing a better understanding of the costs involved in environmental mitigation, more analysis of the full impact of roading on the environment is needed.

Wellington City Council also believes it is important to draw on the wide range of tools that are available to minimise environmental impacts, including well-designed dense urban development, and the promotion of, and investment in, public transport and active modes.

3. Investment in Land Transport

Overall Wellington City Council is supportive of the new activity classes and the projected increase in the National Land Transport Fund over the ten years of the

GPS 2015/16- 2024/25 period. However, more detail about how the increase will be funded is required.

Wellington City Council is also pleased to see the government committing to additional funding for cycling. However, the Council notes that the increase is off a very low base and that in order to see real improvements a greater level of funding is required.

The Council is disappointed that there is no specific discussion about improvements for pedestrians or additional funding for walking in the draft GPS 2015.

As noted, Wellington City Council has differing views about whether the balance of investment in land transport across modes is right. It is concerned at the focus on State highways and believes that it comes at a cost both for the economy and for communities and their local roads, and would seek to have this imbalance addressed.

The Council believes improvements are needed in relation to the application of the Benefit Cost Ratio (BCR). In its view it may not always be applied consistently and notes that the BCR for many of the RoNS projects were very low.

With regard to Ministerial expectations in relation to land transport investment, Wellington City Council disagrees that NZTA should take a lead role in securing integrated planning. In the Council's view, integrated planning involves a wide range of stakeholders and the process is necessarily a collaborative one.

4. Funding Sources

While the draft GPS 2015 acknowledges that the issue of who benefits from land transport infrastructure and services is complicated, nonetheless, road users, defined as personal vehicle users and freight, remain central to the way in which transport revenues are distributed. The Council believes it is vital to consider the wider benefits of our land transport system when making investment decisions, and to include other road users as well as land owners, who also contribute to the land transport network.

5. Conclusion

Wellington City Council welcomes the inclusion of national land transport objectives in the draft GPS 2015 and believes they should be supported by a long term vision and clear strategic direction. The Council would add resilience as a fourth priority.

In the Council's view, the final GPS 2015 must take into consideration changing patterns of demand, for example in relation to personal vehicle travel which is forecast to remain more muted than it has in previous years. In light of this, the Council would like to see a greater emphasis on public transport and active modes than they currently receive in the draft GPS 2015.

The Council is concerned at the current emphasis on transport investment as the primary means of responding to urban congestion. Greater use of other interventions, including congestion charging and land use and urban development tools, should be reflected in the final GPS 2015.

Wellington City Council is concerned that the government will fail to maximise economic growth and productivity if it continues to focus on State highway improvements at the expense of local roads and believes this should be addressed as a matter of priority. The Council has differing views about whether the mix of investment across all transport modes is right.

Finally, the Council suggests there would be benefit in restructuring the document by setting out how the objectives contribute to the priorities.

This submission is signed under delegated authority by:

Signed:
.....

Date:
.....

Councillor Andy Foster
*Chair, Transport & Urban Development
Committee*

Signed:
.....

Date:
.....

Dr Kevin Lavery
Chief Executive Officer