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**ORDINARY MEETING**

**OF**

**CITY STRATEGY COMMITTEE**

**SUPPLEMENTARY AGENDA**

**Time:** 9.30am  
**Date:** Thursday, 10 May 2018  
**Venue:** Committee Room 1  
Ground Floor, Council Offices  
101 Wakefield Street  
Wellington

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**Presented by Cr Calvi-Freeman**

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## **2. Strategy**

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# **SUBMISSION ON GOVERNMENT POLICY STATEMENT ON LAND TRANSPORT 2018/19-2027/28**

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### **Purpose**

1. To seek the Committee's approval of the submission on the Government Policy Statement on Land Transport 2018/19 - 2027/28 (the GPS 2018).
2. Submissions were originally due to the Ministry of Transport by 2 May 2018, however because that did not allow time for this Committee to consider and agree the submission, an extension for the final submission granted with a placeholder submission (Attachment 1) required by 2 May 2018.
3. The final submission is due to the Ministry of Transport by 5pm, 10 May 2018.

### **Summary**

4. The Government issued a revised GPS on 3 April 2018. The GPS 2018 sets out the Government's strategy for land transport investment over the next 10 years. It influences decisions about how the National Land Transport Fund will be invested.
5. The GPS 2018 has four priorities: safety, access, environmental sustainability and value for money; and three themes: a mode-neutral approach to planning, integrating land use and planning, and incorporating technology and innovation into design and delivery. Resilience is a key component of the access priority.
6. The full consultation document is available here: <https://www.transport.govt.nz/multi-modal/keystrategiesandplans/gpsonlandtransportfunding/>
7. The Council submitted on the initial draft in 2017, recommending a number of amendments.
8. The submission supports the GPS 2018 and notes the Council is pleased to see that the direction aligns closely with our own transport and city-shaping programmes, e.g. Our City Tomorrow, Let's Get Wellington Moving, the National Policy Statement on Urban Development Capacity, draft Housing Strategy, and reviews of our District Plan and Urban Growth Plan.
9. Council's 2017 recommendations incorporated into the GPS 2018 include:
  - Giving environmental sustainability, resilience and liveability of cities greater focus.
  - A sharper, detailed focus on resilience to further highlight how transport infrastructure can be improved to become more resilient. Elevating environmental sustainability to a priority helps ensure environmental impacts of options and decisions are an integral consideration.
10. A number of recommendations and clarifications are sought now:
  - Recommend Wellington is included in considerations for safety improvements to reduce blockages and delays to businesses, residents and visitors, caused by crashes in the city.
  - To assist achievement of the outcomes in the GPS 2018, the Council suggests that the Government could reconsider the decision not to introduce any additional

regional fuel taxes this Parliamentary term, and keep under consideration other measures to influence behaviour change such as long stay parking.

- Seek clarification that identification of Wellington as a high growth urban area in the Infrastructure Assessment Framework will be carried over to the Housing Infrastructure Fund.
  - Recommend the Petone to Grenada Link road be considered a priority project, seek confirmation it will be constructed, and that projects in the region, such as the Cross Valley Link from Seaview to State Highway 2, and the Wellington regional accelerated resilience project are funded.
  - Strongly support introduction of a specific activity class for resilience to encourage and enable focussed investment in this area.
  - Request clarification that there will be a continuation of the Urban Cycleways Programme, and if not whether the financial assistance rate will be increased accordingly.
11. Officers propose further amendments to the placeholder draft:
- *Paragraph 21*: to note the Council expects LGWM will shortly recommend an integrated multi-modal programme including consideration of mass transit, that seeks a step change in transport servicing the city, and this programme will be aligned with the priorities of the GPS.
  - *Petone to Grenada section* (paras 36-37): refer to 'greater provision of sustainable and higher capacity housing provision' and emphasise how this is an integrated transport and urban design approach, with linkages to public transport, and active sustainable modes of transport.
  - *Tourism section* (at para 42): Expand this section by referring to the potential for mass transit to unlock and connect a number of destinations and locations in the city and region.
  - *Strategic Priority: Environmental Sustainability* (at paras 38-39): to expand this section and note the Council's strong support for the objective to have 'a land transport system that reduces the adverse effects on the climate, local environment and public health.'

## Recommendations

That the City Strategy Committee:

1. Receive the information.
2. Agree to incorporate the amendments in paragraph 11 into the draft submission on Government Policy Statement on Land Transport 2018/19-2017/18.
3. Approve the draft submission on Government Policy Statement on Land Transport 2018/19-2017/18, subject to any amendments agreed by the Committee.
4. Delegate to the Chief Executive, Transport Strategy and Operations, Public Transport Cycling and Walking, Infrastructure, and Urban Development Portfolio Leaders the authority to amend the submission as per any proposed amendments agreed by the Committee at this meeting, and any minor consequential edits, prior to it being sent.

## Background

12. The GPS:

*“influences decisions on how money for the National Land Transport Fund will be invested across activity classes, such as state highways and public transport. It also guides the NZ Transport Agency and local government on the type of activities that should be included in Regional Land Transport Plans and the National Land Transport Programme.*

*It also guides the NZ Transport Agency and local government on the type of activities that should be included in Regional Land Transport Plans and the National Land Transport Programme.”* (GPS 2018 Consultation Document, page 3)

## Options

13. The Committee could decide:

- To agree the submission; or
- To agree the submission with amendments agreed by the Committee.

## Next Actions

14. Any amendments to the submission agreed by the Councillors will be incorporated and the document finalised as per recommendation 3 in order to meet the 10 May 2018 deadline.

## Attachments

Attachment 1. WCC draft submission on GPS Land Transport 2018 [↓](#)

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## **SUPPORTING INFORMATION**

**Engagement and Consultation:** There is no requirement to consult on this submission. Officers in the relevant business units have contributed to this submission.

**Treaty of Waitangi considerations:** None from this submission.

**Financial implications:** The financial implications of proposals in GPS 2018 are included in the submission.

**Policy and legislative implications:** The submission includes the implications for the Council from proposed or potential policy decisions under the GPS 2018.

**Risks / legal:** Risks to Council from proposed or potential policy decisions under the GPS 2018 are outlined in the submission.

**Climate Change impact and considerations:** None from this submission.

**Communications Plan:** The Council's agreed submission will be delivered to the Ministry of Transport by 5pm, 10 May 2018.

**Health and Safety Impact considered:** None from this submission.

## **Wellington City Council: Draft Submission on Government Policy Statement on Land Transport 2018/19 – 2027/28**

1. Wellington City Council (the Council) thanks the Ministry of Transport (the Ministry) for the opportunity to submit on the draft Government Policy Statement on Land Transport 2018/19-2027/28 (the GPS 2018).
2. The Council had the opportunity in 2017 to submit on the earlier draft and is delighted to see that a number of our recommendations made at that time are matters included in this revised draft.
3. The Council supports the four strategic priorities which have been identified in the GPS 2018: safety, access, environment and value for money. The Council advocated in 2017 for there to be a focus on environmental sustainability, resilience and liveability of our cities and towns so we are very pleased to have these included here in the revised draft. A safer street environment for walking and cycling, and a resilient transport system have particular relevance to Wellington City and the Wellington region.
4. The Council strongly supports the people centred approach underpinning the GPS 2018. Improving the lives of people through decisions to allocate resources, whether it is in our city, region or for the nation as a whole, is the key reason we all do the work we do.
5. People's activities drive growth, through their work (and movement to and from) and through exchange (retail and entertainment). Our decisions are aimed to ensure we design to maximise their opportunities to live the lives they choose and to create ease of movement through the multi-modal land transport network.

### **Strategic Setting**

6. Wellington's population is growing rapidly, and faster than expected when the high growth cities were announced. By 2043 up to 280,000 people are expected to live in Wellington. This requires up to 30,000 more housing units, investment in transport infrastructure, and higher capacity in water and wastewater infrastructure. In addition, Wellington's natural environment and potential events, such as earthquakes and sea level rise, are being proactively considered in our planning.
7. The Council has key programmes of work to address the combined impacts of population growth and changes in our natural environment, such as Our City Tomorrow, the Wellington Resilience Strategy, Let's Get Wellington Moving (LGWM), the National Policy Statement on Urban Development Capacity (NPS-UDC), draft Housing Strategy, and reviews of our District Plan and Urban Growth Plan.
8. These are city shaping initiatives which will drive the form and function of the city over the next 30 plus years.
9. The Council's actions to manage growth sustainably and integrate our transport planning have been guided by the Urban Growth Plan 2014-2043 since it was adopted in 2014. The guiding principles are to:

- keep our city compact, walkable and supported by an efficient transport network
  - maintain the features that support our high quality of life
  - protect the city's natural setting and reduce the environmental impacts of development and transport
  - make the city more resilient to natural hazards, such as earthquakes, and the effects of climate change.
10. Maintaining a liveable, compact city during times of high growth requires the city and the government to invest in public transport, active modes and infrastructure. The Council is very pleased to see close alignment between our direction and the GPS 2018.
11. The Council is also pleased that the Wellington Zone has been identified as a high growth urban area in the Investment Assessment Framework and seeks confirmation that Wellington will also be included as a high growth area for the purposes of the Housing Infrastructure Fund.

#### Comment on the priorities

12. The Council agrees with the prioritisation of safety and access as this retains the people-centred approach. The Council's comments focus on safety, access and environmental sustainability. We also outline upcoming and additional opportunities that will support the four objectives.

#### GPS Strategic Priority: Safety

13. The Council supports the key strategic priority of safety and the positive step towards increasing road safety funding to address the increasing rate of deaths and serious injuries on New Zealand roads, as well as ensuring that people feel safe, no matter what mode they choose.
14. There are two matters the Council would like to see improved:
- (a) Speed management legislation:* Speed management has played a large role in reducing the number of fatal and non-fatal crashes. To use this tool further it would be helpful if the process to change speed limits could be made easier. Consultation about proposed changes is necessary however, the current, very demanding requirements, are not enabling this tool to be used to achieve the safety results sought.
- (b) Safety improvements:* While Wellington City does not have high speed roads with inherent risk of fatal crashes, the Council asks to be included in considerations for safety improvements. Vulnerable road users such as cyclists and pedestrians are over represented in crashes on our transport network, and we are co-investing significantly with central government to grow mode share by these groups. Consistent with the GPS 2018 focus, cycling and walking safety must be prioritised. In addition to direct cost to parties involved, such incidents impact the local (and by flow on effect, the region and country's) economies. Road blockages due to crashes delay those who must travel on the road to and between jobs and deter people from travelling around or into the city for retail or commercial purposes. The delays can be significant due to the constrained nature of the city's road network.



In addition the feeling of a lack of safety for walking and cycling affects behaviour and discourages use of these modes and in turn a preference to drive, which has flow on effects for congestion and impact on the environment.

15. An increase in safety here will also support the objective under the Access priority to have 'a land transport system that provides increased access for economic and social objectives'.

#### **GPS Strategic Priority: Access**

16. The Council strongly supports the integration of land use and transport planning to achieve better outcomes. It is essential that both higher density development and higher capacity transport systems are planned in tandem, resulting in lower impacts on the environment across the transport system. In addition, joined up transport and land use planning enables and incentivises walking and cycling, which have relatively low costs and recognised health benefits.
17. The Council is currently reviewing our Accessibility Action Plan. This review has a focus on creating an accessible journey and supports the inclusion of the investment priority: Specialised services provide better access to transport for people (including those with disabilities) unable to drive themselves or use scheduled public transport.
18. The Council's detailed comments focus on two access objectives: first: choice and access; and second: resilience.

#### **GPS Objective: A land transport system that enables transport choice and access**

##### *Let's Get Wellington Moving*

19. Let's Get Wellington Moving is a partnership between Wellington City Council, Wellington Regional Council and the New Zealand Transport Agency (NZTA). It focuses on improving multi-modal access through the key routes between Ngauranga and the Airport. The project has identified that Wellington's key transport problems include: growing congestion and unreliable journey times affecting all modes; safety issues, especially for walking and cycling; poor and declining levels of service; and vulnerability to disruption from unplanned events. The project also focuses on increasing the liveability of the city.
20. LGWM is an integrated urban development and transport project that is expected to recommend a programme of investment in June/July 2018. Implementation of the strategic priorities will only proceed if adequate funding is provided by the partner agencies.
21. The Council expects LGWM will shortly recommend an integrated multi-modal programme that seeks a step change in transport servicing the city, and this programme will be aligned with the priorities of the GPS.

##### *Mode neutral approach*

22. The Council supports the mode-neutral approach to enhancing the transport system. A greater focus on walking, cycling and public transport fits well with the approach laid out in the Council's the sustainable transport hierarchy, and in our Low Carbon Capital Plan.

*Urban Development*

23. In 2016 the Government issued the National Policy Statement on Urban Development Capacity. It requires medium and high growth councils to provide sufficient business and housing development capacity for the next 3, 10 and 30 years.
24. Wellington City Council is leading and facilitating the implementation of the NPS-UDC for the region in partnership with other councils. This is based on a technical understanding of the local and wider regional planning issues in metro Wellington. This also ensures a consistent, evidence based approach to the development of the economic development model. Once the NPS-UDC modelling has been completed (over the next few months) all Wellington metro councils will be able to individually and collectively develop a clear picture of where there is demand for growth and what capacity there is for this growth. Over the next 1-2 years, investment and planning decisions will likely need to be considered across all territorial authority boundaries by councils, Wellington Water, and NZTA.

*Public Transport affordability*

25. The Council strongly supports increasing the affordability of public transport fares to encourage increased use. This in turn improves accessibility and helps to relieve congestion. The Council advocated for this in our response to the 2017 draft and are pleased there will be work on this through the second-stage GPS. There are several aspects we suggest are considered here. Affordability across the board is an issue. Responses to Council surveys showed that fares are not affordable for 33% of Wellington City residents surveyed in 2017. We are aware that changes the Greater Wellington Regional Council is making to reduce fares for school children, tertiary students and people with disabilities. However, we support additional work on affordability because issues of affordability are not limited to these groups.
26. The Council requests that adequate funding is made available to support improving the affordability of public transport fares for all New Zealanders not just low income earners. The community we need to see most behaviour change from are typically not the low income earners. An appealing incentive is required to shift more single occupant vehicle users on to public transport in order to meet our environmental, health and liveability aspirations, and significantly reduce congestion on our roads. In addition, public transport is uncompetitive compared with driving a car where there is more than one person in the car, for example, it is cheaper for a couple to drive and pay for parking in the city than for both of them to use public transport.

***GPS Objective: A land transport system that is resilient***

27. The Wellington Resilience Strategy 2017 has identified the ways in which the city can enable Wellington to change and ensure investments made will make the best on-going contribution to building the city's resilience.
28. The Council welcomes the sharper and detailed focus in the GPS 2018 to further highlight the ways in which transport infrastructure can be improved to become more resilient, particularly in the context of Wellington.

29. This realises the significant opportunity within the GPS to strategically align resilience with sustainability, environmental impacts, and land use and transport integration. Connecting these principles will better support the 'one network' approach and provide a clearer vision throughout.
30. Wellington's city resilience planning includes having completed the road from Petone to Grenada and projects on State Highway 1 by 2043 to improve access to and from the city in case of emergency<sup>1</sup>.
31. The Council is pleased that the second-stage GPS will investigate enabling funding for transport modes such as rail and coastal shipping, where it would improve resilience of the transport network.
32. It is worth noting that resilience needs relating to earthquake recovery will require more significant investment in the Wellington Region than previously anticipated. A higher level of funding is required in order to provide options and increase the chance of maintaining a high functioning transport network through a major event.
33. Through the draft Long-term Plan, this Council is proposing to invest heavily to increase the resilience of the city, with a particular focus on the interdependencies between lifelines. This Council, the Regional Council and the government each have the ability to increase the resilience of the transport network in Wellington as a whole, and the joint investment in the MERIT project underpins the imperative for each agency to play its part. To improve the safety of our residents and visitors we seek assurance that funding will be available for projects that will improve the resilience of the transport network in Wellington.
34. Specifically, we seek assurances that the Petone to Grenada Link road will be constructed, and that projects in the region, such as the Cross Valley Link from Seaview to State Highway 2, and the Wellington regional accelerated resilience project are funded.
35. The Council would also strongly support a specific activity class for resilience to encourage and enable focussed investment in this area.

<sup>1</sup> Wellington Urban Growth Plan, p, 24.

**Petone to Grenada**

36. The Council considers the Petone to Grenada link road to be a vital element in improving multi-modal resilience and accessibility of the wider Ngauranga triangle area and strongly suggests retaining the project as a priority and that it be progressed quickly. It is a key resilience project that would provide an alternative to State Highway Two between Petone and Ngauranga, critical given projections of damage to roads and time to restore access of people and goods following a damaging earthquake.
37. Petone to Grenada also supports the land-use theme: It will un-lock the largest greenfield growth area in the city – the Lincolnshire Farm Structure Plan area. Depending on decisions made, this could enable 4000-5000 (or more) low and medium density houses, as well as allowing the development of a 50 hectare business park, and a network of reserves and recreation areas.

**GPS Strategic Priority: Environmental Sustainability**

38. The Council advocated for and supports the inclusion of environmental sustainability as a priority area. The Council already focusses on reducing our impacts on the climate and air quality through the Low Carbon Capital Plan, and the GPS 2018 provides the essential tools to reduce impacts in that area.
39. The Council believes addressing transport problems is essential to our efforts to combat climate change. In Wellington City, road transport emissions make up approximately 57% of total emissions from mobile sources (incl. petrol, diesel and public transport emissions) in the 2014/15 financial year.<sup>2</sup> To help achieve national, regional and city targets, it is essential to work with our governmental partners to deliver low-carbon solutions across the board for our residents and visitors.

**GPS Strategic Priority: Value for Money**

40. The Council supports value for money as a priority. Ensuring value for our ratepayers in the spending of their money is always a priority for the Council, as it would be for Government spending taxpayers' money. This priority needs to be considered for all projects in and considered for the GPS and for rapid transit projects wherever they are located to ensure that funding is invested where it will make the most difference.

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<sup>2</sup> Community Greenhouse Gas Inventory for Wellington City and the Greater Wellington Region 2000-2015, p. 3



## **Upcoming and additional opportunities**

### *Urban Development Authority*

41. In recent years the Council has consulted with the community about taking a more active approach to city shaping. As part of the draft Long-term Plan 2018-2028, we are considering the establishment of a Special Housing Vehicle to deliver our plans for urban regeneration. The purpose of this is to enable us to take a more active approach towards delivering major urban regeneration projects within our city, including delivering major housing capital projects. This agency's establishment is still under consideration. Central government is currently considering legislation relating to urban development authorities. Once this legislation is introduced, more detailed funding and operating models will be considered and consulted on with the community.

### *Tourism*

42. The Council is currently engaged in conversations with Centreport, Kiwi Rail and NZTA regarding opportunities to better integrate the multi-user ferry terminal development with improved multi-modal transport access. While plans are still at an early stage, there is clear potential to gain better outcomes by ensuring joined up thinking by the various agencies.

## **Investment**

43. The Council supports the new direction of investment in the GPS 2018 but also supports the retention of projects previously signalled that contribute to key priorities of safety and access, that increase resilience, and that unlock urban development potential.
44. The Council's comments are focused on the Activity Classes, with an additional comment about a regional fuel tax.

## **Activity classes**

### *Public Transport*

45. The Council strongly supports the proposed increase to support an expansion in public transport networks. Wellington has the highest load share for public transport in Australasia (and for cycling and walking). We are committed to remaining a compact city with transport corridors to support that.
46. Wellingtonians in the city and region are used to using public transport and we support investing in and building on what we already have. We would expect this to be a key feature of LGWM.

### *Walking and Cycling*

47. The Council supports the inclusion of the Walking and Cycling Improvements activity class and requests clarity be given about whether there will be a continuation of the Urban Cycleways Programme. Without this, the Council's share of cycleways development costs

may be unaffordable as the subsidy rate could reduce from the current 66 percent to around 50 percent, unless NZTA increases the relevant financial assistance rate

#### *Footpath maintenance*

48. The Council supports the inclusion of footpath maintenance within the scope of the Local Road Maintenance activity class.
49. In the Council's 2017 submission we asked the Ministry to recognise that Council will face increased costs for road maintenance due to an increasing frequency of heavy vehicles running on public roads. Deteriorating roads also adversely affect cyclists, reducing their safety and potentially influencing decisions about whether to use this mode of transport. The Council thanks the Ministry for addressing this issue in the GPS 2018.

#### *Transitional rail and Rapid Transit*

50. The Council supports the establishment of new rapid transit and transitional rail activity classes as these will allow appropriate levels of resources to be directed at these currently under funded activities. We see a benefit in keeping these allocations separate as they are distinctly different modes and having separate activity classes will assist in providing transparency and accountability for expenditures.

### **Other Comments**

#### *Additional funding/pricing mechanisms*

51. The Council recommends that in order to increase behaviour change, that the Government keep tools such as regional fuel taxes and long stay parking within consideration.
52. The Council notes the Government has indicated that there will not be any additional regional fuel taxes this Parliamentary term. The Council suggests that in order to achieve outcomes sought in local road maintenance and public transport services as well as increase behaviour change, the Government could reconsider this decision.

### **Conclusion**

53. The Council supports the draft 2018 GPS and is pleased to see that the direction aligns closely with our own transport and city-shaping programmes.
54. To increase the safety of residents and visitors, and reduce the social and economic impacts of delays cause by road crashes, the Council asks to be included in considerations for safety improvements.
55. To assist achievement of the outcomes in the 2018 GPS the Council suggests that the Government could reconsider the decision not to introduce any additional regional fuel taxes this Parliamentary term.
56. The Council seeks assurances that:

- The Identification of Wellington as a high growth urban area in the IAF will be carried over to the Housing Infrastructure Fund.
- The Petone to Grenada Link road will be constructed, and that projects in the region, such as the Cross Valley Link from Seaview to State Highway 2, and the Wellington regional accelerated resilience project are funded.
- The Council would also strongly support a specific activity class for resilience to encourage and enable focussed investment in this area.
- The Council requests clarification of whether there will be a continuation of the Urban Cycleways Programme, and if not whether the financial assistance rate will be increased accordingly.

57. We would welcome the opportunity to discuss these matters with you.

*\*\*The Council's formal submission will be submitted on 10 May 2018, as previously agreed with the Ministry of Transport*

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