



If calling, please ask for Democratic Services

Regional Transport Committee

Monday 3 August 2020, 10.00am

Council Chamber, Greater Wellington Regional Council
Level 2, 15 Walter Street, Te Aro, Wellington

Members

Cr Staples (Chair)	Greater Wellington Regional Council
Cr Ponter (Deputy Chair)	Greater Wellington Regional Council
Mayor Baker	Porirua City Council
Mayor Barry	Hutt City Council
Mayor Beijen	South Wairarapa District Council
Mayor Foster	Wellington City Council
Mayor Guppy	Upper Hutt City Council
Mayor Gurunathan	Kāpiti Coast District Council
Mayor Lang	Carterton District Council
Mayor Patterson	Masterton District Council
Emma Speight	New Zealand Transport Agency

Advisor

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

Regional Transport Committee

Monday 3 August 2020, 10.00am

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Public Business

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1.	Apologies		
2.	Conflict of interest declarations		
3.	Public participation		
4.	Confirmation of the public minutes of the Regional Transport Committee meeting on 9 June 2020	20.183	3
5.	Prioritisation methodology for the Wellington Regional Land Transport Plan 2021	20.166	9
6.	Seeking endorsement of Wellington Regional Mode Shift Plan	20.237	16



Please note these minutes remain unconfirmed until the Regional Transport Committee meeting on 3 August 2020.

Report 20.183

Public minutes of the Regional Transport Committee meeting on Tuesday 9 June 2020.

All members participating by Zoom at 10.01am.

Members Present

Councillor Staples (Chair)	Greater Wellington Regional Council
Councillor Ponter (Deputy Chair)	Greater Wellington Regional Council
Mayor Baker	Porirua City Council
Mayor Barry	Hutt City Council
Deputy Mayor Emms	South Wairarapa District Council
Mayor Guppy	Upper Hutt City Council
Mayor Gurunathan	Kāpiti Coast District Council
Mayor Lang	Carterton District Council
Mayor Patterson (until 11.00am)	Masterton District Council
Emma Speight	New Zealand Transport Agency

Advisor

David Gordon	KiwiRail
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All members participated at this meeting via Zoom, and counted for the purpose of quorum, in accordance with clause 25B of Schedule 7 to the Local Government Act 2002.

Public Business

1. Apologies

Moved: Mayor Guppy / Mayor Gurunathan

That the Committee accepts the apologies for absence from Mayor Beijen and Mayor Foster.

The motion was **carried**.

2. Declarations of conflicts of interest

There were no declarations of conflict of interest.

3. Public participation

There was no public participation.

4. Confirmation of the Public minutes of the Regional Transport Committee meeting on 18 February 2020 – Report 20.41

Moved: Deputy Mayor Emms / Mayor Lang

That the Committee confirms the Public minutes of the Regional Transport Committee meeting on 18 February 2020.

The motion was **carried**.

5. Wellington Regional Land Transport Plan 2021: Strategic framework and investment priorities – Report 20.98

Amy Helm, Senior Strategic Advisor, Regional Transport, spoke to the report.

Moved: Mayor Gurunathan / Mayor Guppy

That the Committee:

- 1 Notes the implications of the COVID-19 pandemic for development of the Wellington Regional Land Transport Plan (RLTP) 2021 (paragraphs 8 and 9).
- 2 Agrees, notwithstanding these implications, that the core elements of the draft strategic framework agreed by the Committee on 18 February 2020 remain valid.
- 3 Agrees the draft 10 Year Transport Investment Priorities of:
 - a Public transport capacity: Build capacity and reliability into the Wellington Region's rail network and into the Wellington City public transport network to accommodate future demand [Weighting 40 percent]
 - b Travel choice: Make walking, cycling and public transport a safe, sustainable and attractive option for more trips throughout the region [Weighting 20 percent]
 - c Strategic access: Improve access to key regional destinations such as ports, airports and hospitals for people and freight [Weighting 15 percent]
 - d Safety: Improve safety, particularly at high risk intersections and on high risk rural roads [Weighting 15 percent]
 - e Resilience: Build resilience into the region's transport network by strengthening priority transport lifelines and improving the redundancy in the system [Weighting 10 percent].

- 4 Notes that these transport investment priorities will inform the development of proposed transport activities within Councils' long term plans and the Transport Agency Investment Proposal that will be put forward for inclusion in the six year RLTP programme of transport activities.
- 5 Notes officers will provide advice to the Regional Transport Committee in August 2020 on options for applying an economic recovery lens to the development of the six year RLTP programme of transport activities.
- 6 Notes that Part A of the draft Wellington RLTP 2021 will be formally considered at the Committee's meeting on 8 September 2020.
- 7 Agrees that public engagement on Part A of the draft Wellington RLTP 2021 will now be combined with consultation on Part B of the draft Wellington RLTP 2021, which is planned to start in December 2020.

The motion was **carried**.

6. Proposed variation to the Wellington RLTP programme 2018-21 – business case phases of the Wellington rail network resignalling and train control system renewal – Report 20.164

Grant Fletcher, Manager Regional Transport, spoke to the report.

Moved: Cr Staples / Mayor Patterson

That the Committee recommends to Greater Wellington Regional Council that the Wellington Regional Land Transport Plan Programme 2018-21 is varied to include the business case phases of the Wellington Metropolitan Rail Network Resignalling and Train Control System Renewal.

The motion was **carried**.

7. Regional Growth Frame update – Oral Report

Kim Kelly, Programme Director, Wellington Regional Growth Framework (WRGF), updated the Committee on the WRGF.

Ms Kelly informed the Committee on the impacts that the COVID-19 pandemic has had on the WRGF, including the consideration of future population changes.

Six options have been developed and these have been used to understand the implications of different ways growth could be accommodated across Wellington-Horowhenua. All six options provided for approximately an additional 200,000 people, but in different locations and forms.

The emerging spatial plan is taking a form where 60 to 80 percent of growth is contained within the existing urban areas, and 20 to 40 percent is greenfield development. There are nine major centres, which have been identified for higher density housing, employment and services. The density in each location would be customised to recognise local circumstances and constraints. These nine centres are the central areas of Levin, Paraparaumu, Porirua, Wellington, Lower Hutt, Upper Hutt, Masterton, Newtown and Petone.

Transport is an important feature of the WRGF, which recognises rail as the backbone for future urban development, supported by improved multi-modal connections across the Wellington Region. Rail improvements and increased capacity will be required to meet projected growth and demand.

Ms Kelly explained the next steps. There are five high level activities, which will be undertaken in parallel:

- a Testing of node, major centre and greenfield development options
- b Input from relevant infrastructure and service providers to get more detailed requirements
- c High level costing of projects and the development of an investment programme
- d High level sequencing of projects and the development of an implementation plan
- e Development of a draft WRGF document.

The Committee accorded priority to agenda item 9 – Lower North Island Regional Rail.

8. Lower North Island Regional Rail – Oral Report

Barry Fryer, Rail Assets Team Leader, presented to the Committee on Longer Distance Rolling Stock.

An indicative business case has been completed and proposes a version of electric multiple unit trains. Greater Wellington has received \$5 million in funding to undertake more detailed investigations and initial procurement processes. The \$5 million in funding includes an approach to the market to better understand the options, associated risks and costs, and will also be used to complete a detailed business case to obtain funding certainty. The first trains are expected to be in service from early 2025.

9. Let's Get Wellington Moving update – Oral Report

Andrew Body, Programme Director, updated the Committee on the Let's Get Wellington Moving (LGWM) project.

Mr Body advised the Committee that the LGWM team is only now starting to see and understand the impacts of the COVID-19 pandemic. The Government's Alert Level 3 and 4 requirements affected travel behaviour. The LGWM team is monitoring the ongoing behaviour to identify the impacts this has on transport options, including active modes. The LGWM Governance Reference Group (GRG) has decided which temporary works should be implemented by the partners. The GRG has also asked LGWM to develop a package of accelerated works that focus on active modes and public transport that can be brought forward to support recovery.

Engagement with stakeholders was deferred during the lockdown, and an emphasis on online engagement will be used going forward. The indicative engagement schedule was shared with the Committee, including public engagement.

Mr Body informed the Committee on the next steps of Mass Rapid Transit and Strategic Highway Improvements. Consultant teams have been appointed and work is underway. The initial investigative work will assess the elements of the Programme Business Case. The assessment criteria for the Indicative Business Case have been developed. Work is

being developed on the long list options, with a focus on the integration between Mass Rapid Transit and the Strategic Highway Improvements, particularly at the Basin Reserve.

Work on the Golden Mile (Lambton Quay to Courtenay Place) continues. The level of transformation is a key theme that has emerged out of engagement with stakeholders, and how far the project should go with the removal of general traffic and the re-allocation of space for different transport modes. Thorndon Quay and Hutt Road changes are more complex with a more varied retail environment than the Golden Mile, and conflicts with different transport users. Stakeholder engagement continues to inform the shortlist options.

Noted: Mayor Patterson left the meeting at 11.00am, during the presentation of the above item, and did not return to the meeting.

10. KiwiRail update – Oral Report

David Gordon, Chief Operating Officer: Capital Projects & Asset Development, presented on the Wellington Metro Rail Network: relationships and upgrades.

The traction overhead line replacement was allocated \$98.4 million from the Crown. This replaces remaining legacy traction overhead line systems and life expired lineside 3300v signals power supply. Four essential mast replacements were delivered during lockdown, due to urgency.

The National Land Transport Fund has allocated \$95.8 million to track and civil infrastructure catch up renewals. The allocated funding is to bring activity up to three times normal levels by investing in people, material and resources. Detailed planning is underway for renewal of the Tawa Tunnel track, with this work to be completed during the Christmas 2020 period. Mr Gordon advised the Committee that working in tunnels is extremely dangerous, so KiwiRail is looking to invest in mechanisation and automation, and \$1 million worth of equipment has been identified.

Mr Gordon advised that Committee on network capacity and resilience improvement works. This included construction on the Trentham to Upper Hutt double tracking beginning and design of the Plimmerton terminus/turnback.

The Government identified three rail projects in the Wellington Region, as part of the New Zealand Upgrade Programme. These projects are \$15 million for Capital connection interim replacement rolling stock (while replacement rolling stock is procured); \$70 million for safety improvements to Wellington Station, including safety and capacity issues between Kaiwharawhara and Wellington Station; and \$126 million for Wairarapa rail upgrades.

11. Waka Kotahi NZ Transport Agency update – Oral report

Emma Speight, Director General Relationships (Lower North Island), updated the Committee on Waka Kotahi New Zealand Transport Agency (Waka Kotahi) programmes.

Ms Speight informed the Committee that the work on capital projects resumed following the end of the Alert Level 4 lockdown. Each project has a COVID-19 safety

plan, which is aligned with Construction Health and Safety NZ standards. Engagement and consultation will continue on a range of projects in the coming weeks.

Arataki (the Waka Kotahi 10 year view on what is needed to deliver the Government's current priorities and long-term objectives for the transport system) was updated in May 2020 and this is now available online. Version 2 of Arataki is being prepared and it will assess the likely impacts of the COVID-19 pandemic on the land transport system and will identify post COVID-19 opportunities. As part of the assessment, Waka Kotahi has commissioned work to understand the likely socio-economic impacts on regions and communities

Waka Kotahi acknowledges the challenges and uncertainties COVID-19 has had on the development of Regional Land Transport Plans (RLTP) and will be releasing additional RLTP development guidance.

Ms Speight updated the Committee on the Melling, State Highway 58 Safety Improvements packages and Ōtaki to north of Levin (Ō2NL), as part of the NZ Upgrade Package. The Melling upgrade is expected to be consented in early 2021, and completed in late 2026. The State Highway 58 safety improvements work is expected to start construction in August 2020 and be completed in mid-2023. The design contract tendering for Ōtaki to north of Levin is expected to be done in mid-2021, with completion of this corridor expected in 2029.

There is community engagement this winter on safety improvements and the Ō2NL highway. The highway is a shared path and is part of the NZ Upgrade Programme. Investigations and the design work will be shared with the community for its feedback. Feedback will be sought on the safety improvements of State Highways 1 and 57, including roundabouts.

Ms Speight advised the Committee on the status of projects in the Wellington Region. Ms Speight advised that the Alert Level 3 and 4 restrictions have caused some constraints and delays on projects. Construction on Transmission Gully has been substantially affected by the Alert Level 4 Lockdown. A significant number of project workers returned to their home countries and are currently unable to re-enter New Zealand. Waka Kotahi is involved in active commercial negotiations with Wellington Gateway Partnership and CPB HEB Joint Venture to agree to a fair time and cost compensation package. Waka Kotahi will provide further information once negotiations are completed.

The meeting closed at 11.56am.

Councillor A Staples
Chair

Date:

**Regional Transport Committee
3 August 2020
Report 20.166**



For Decision

PRIORITISATION METHODOLOGY FOR THE WELLINGTON REGIONAL LAND TRANSPORT PLAN 2021

Te take mō te pūrongo

Purpose

1. To agree the prioritisation methodology that will be used in developing the programme of transport activities included in the Wellington Regional Land Transport Plan (RLTP) 2021.

He tūtohu

Recommendations

That the Committee:

1. **Notes** that significant activities in the regional programme of transport activities in the Wellington RLTP 2021 must be given an order of priority.
2. **Notes** that the proposed prioritisation methodology is based on a nationally consistent approach developed with other regional councils, Auckland Transport and unitary councils.
3. **Agrees** the definition of significant activities for the purpose of prioritisation under section 16(3)(d) of the Land Transport Management Act 2003 as set out in Attachment 1 – Definition of “significant activities”.
4. **Agrees** the approach to prioritisation of significant activities for the six year regional programme of transport activities as set out in Attachment 2 – Approach to prioritisation of significant activities in the Wellington RLTP 2021.

Te horopaki

Context

2. Under the Land Transport Management Act 2003 (LTMA), regional councils must ensure that their Regional Transport Committees (the Committee) prepare a RLTP every six years, and approves it by the date set by Waka Kotahi NZ Transport Agency (Transport Agency). The Wellington RLTP 2021 contains two main components - a strategic front-end and a regional programme of transport activities.
3. Under section 16(3)(d) of the LTMA, significant activities in the regional programme must be given an order of priority. Significant activities are not defined in the LTMA, so the Committee must agree its own definition. The Committee must also agree the

approach it will use to establish the order of priority of the significant activities. Together, these are known as the prioritisation methodology.

4. As part of the work to improve the value of RLTPs, Greater Wellington has been working with other regional councils, Auckland Transport and unitary councils through the Transport Special Interest Group (TSIG) of Local Government New Zealand on developing a nationally consistent approach to prioritisation. Taking a nationally consistent approach to prioritisation has been endorsed by the Transport Agency, as it will aid consideration of regional priorities in development of the National Land Transport Programme (NLTP). Consistency in approach will also be beneficial when drawing on the Wellington RLTP 2021 to support applications for funding from sources other than the National Land Transport Fund, such as the Provincial Growth Fund or other Crown funding.

Te tātaritanga Analysis

Definition of significant activities for s16(3)(d) prioritisation

5. Previously, the Committee has applied a monetary threshold to define significant activities for the purpose of prioritisation. In the 2015 Wellington RLTP, significant activities were defined as those costing over \$5 million.
6. The proposed nationally consistent definition of significant activities changes the focus from the cost of the activity, to the nature of the activity. The intent is to provide a clear list of the Wellington Region's priorities for new improvement projects, separated from business as usual activities.
7. While of critical importance, activities relating to the ongoing stewardship of the transport network, will not be "significant" for the purpose of prioritisation. These business as usual type activities (such as maintenance and renewals, provision of existing public transport and statutory transport planning) will be recognised prominently in the programme but not given an individual ranking. These types of activities form part of an approved organisation's continuous programme of activities, which each approved organisation agrees with the Transport Agency directly for inclusion in the NLTP. Similarly, an approved organisation's low cost/low risk programme and road safety promotion programme will not be defined as "significant" and avoid the need to be individually prioritised.
8. Programme business cases will also not be defined as "significant". They present a broad mix of activities that might be delivered by multiple parties over a period of time, rather than detailed solutions or projects, and are therefore unsuited to individual prioritisation.
9. Projects where funding is already committed are also not required to be prioritised, unless funding was only approved for early development and business casing, and the implementation/construction stages needed to be prioritised.
10. Only projects (or packages) starting in the first three years of the programme (2021-2024) are defined as significant and individually prioritised. This is because the primary purpose of the prioritisation is to help inform development of the NLTP 2021-24.

Similarly, projects that are to be funded from other sources (e.g. Crown appropriations or other funds administered by the Crown) are not prioritised.

11. The proposed definition of significant activities is included in [Attachment 1](#) – Definition of “significant activities”.

Approach to prioritisation of the RTLP programme

12. The proposed nationally consistent approach to prioritisation for new improvement projects, has been designed to strengthen the alignment between the strategic framework in the Wellington RLTP 2021 and the programme of transport activities. The draft 10 year transport investment priorities, as agreed in Wellington Regional Land Transport Plan 2021: strategic framework and investment priorities (Report 20.98), provide the link and play a critical role in the proposed approach.
13. There are four steps in the regional prioritisation process for new improvement projects (significant activities):
 - a Projects (or packages of interdependent projects) are each assigned to the 10 year transport investment priority to which they primarily contribute.
 - b Each project (or package) is rated in terms of the relative contribution it makes to its assigned 10 year transport investment priority.
 - c Each project’s (or package’s) contribution rating is then multiplied by the weighting of the 10 year transport priority it primarily contributes to, to generate a score. This score will be used to draw up a preliminary ranking of all new improvement projects (significant activities). Steps I. to III. will be carried out by the Technical Advisory Group, facilitated by the Regional Transport department of Greater Wellington.
 - d The Committee will then moderate the preliminary ranking and agree a draft list of significant activities in priority order for consultation.
14. Any projects that do not link to a 10 year transport investment priority, while locally important, are not regional priorities, and will be a lower priority in the programme. These projects may still be funded if they score highly enough in the Transport Agency’s *Investment Prioritisation Framework* (used in developing the NLTP).
15. The full details of the prioritisation approach are provided in [Attachment 2](#) – Approach to prioritisation of significant activities in the Wellington RLTP 2021.

Ngā tikanga whakatau

Decision-making process

16. 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**

17. Officers 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. Officers recommend that this matter is 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 for consultation, and final Wellington RLTP 2021 will occur at future meetings.

**Te whakatūtakitaki
Engagement**

18. Engagement on RLTP development is detailed in paragraphs 28 to 33 of Wellington Regional Land Transport Plan 2021: strategic framework and investment priorities (Report 20.98).

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

19. Approved organisations (councils, the Department of Conservation and the Transport Agency) develop their transport programmes and submit these for inclusion in the Wellington RLTP 2021 using the Transport Investment Online tool. Significant activities are prioritised using the agreed methodology. All transport activities (including those with committed funding) are consolidated into the draft regional programme of transport activities, showing the expected start date, duration, cost, sources of funding and contribution to strategic objectives.
20. The draft programme of transport activities will be brought to the Committee for consideration on 24 November 2020, before being released for public consultation.

**Ngā āpitihangao
Attachments**

Number	Title
1	Definition of "significant activities"
2	Approach to prioritisation of significant activities in the Wellington RLTP 2021

**Ngā kaiwaitohu
Signatories**

Writer	Amy Helm – Senior Strategic Advisor, Regional Transport
Approvers	Grant Fletcher – Manager, Regional Transport Sean Mahoney – Acting General Manager, Strategy

<p>He whakarāpopoto i ngā huritaonga Summary of considerations</p>
<p><i>Fit with Council’s roles or 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>Implications for Māori</i></p> <p>Engagement is under way to understand the implications for Māori of the draft Wellington RLTP 2021.</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, which is a key regional strategy.</p>
<p><i>Officer consultation</i></p> <p>Engagement occurred with key staff in Greater Wellington, territorial authorities in the Wellington region, KiwiRail and the Transport Agency in the preparation of this report.</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 new GPS 2021-31 is currently being prepared. Delay to the release of the GPS 2021-31, or a fundamental change in policy direction, would have implications for the development of the Wellington RLTP 2021. Officers are monitoring development of the GPS 2021-31, and, if necessary, will adapt the RLTP process at the earliest opportunity.</p>

Definition of “significant activities”

The land transport activities that are considered to be significant for the purposes of sections 16 and 106 of the Land Transport Management Act 2003 are as follows:

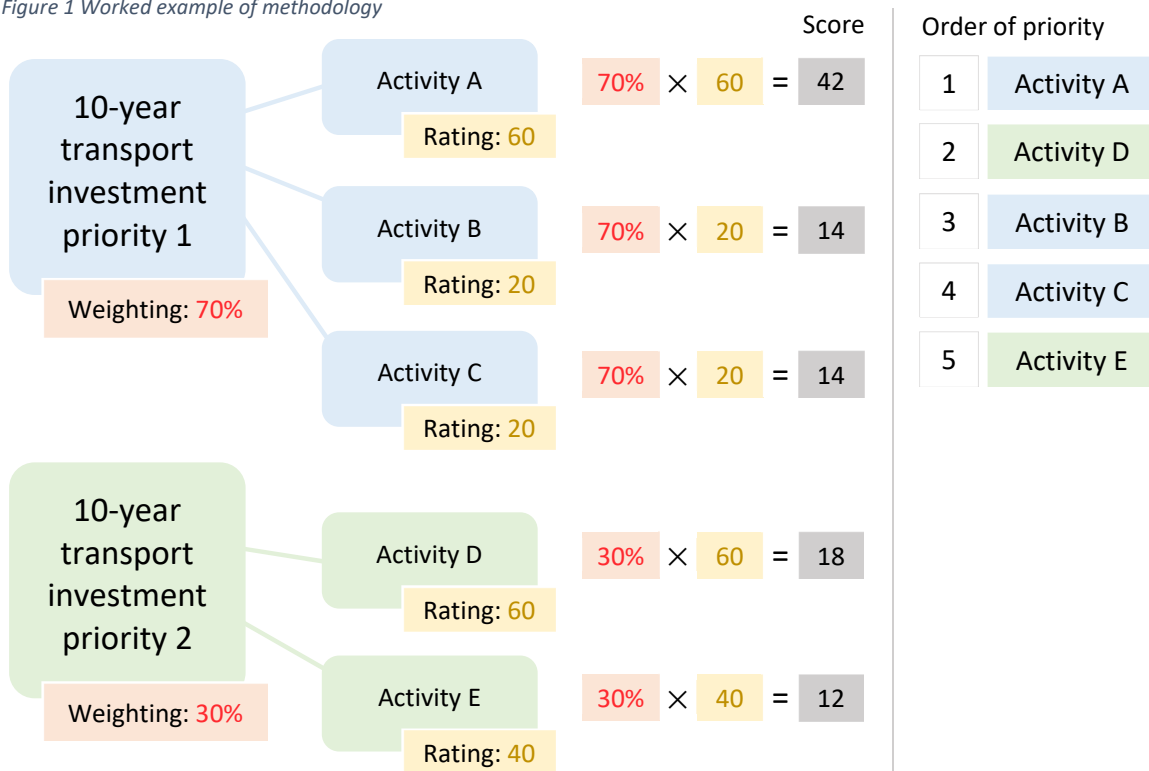
Significant activities		
Section 16(3)(d)	Significant activities - to be presented in order of priority	All new improvement activities in the region where funding from the National Land Transport Fund is required within the first three years of the Regional Land Transport Plan excluding: <ol style="list-style-type: none"> a. Maintenance, operations and renewal activities for state highways and local roads b. Public transport continuous programme (existing services) c. Low cost/low risk activities d. Road safety promotion activities e. Investment management activities, including transport planning and modelling f. Programme business cases
Significant inter-regional activities		
Section 16(2)(d)	Activities that have inter-regional significance	Any significant activity (see above): <ul style="list-style-type: none"> • That has implications for connectivity with other regions; and /or • For which cooperation with other regions is required. <p>Any nationally significant activity identified in the Government Policy Statement on Land Transport.</p>
Significant expenditure funded from other sources		
Section 16(2)(c)	Significant expenditure on land transport activities to be funded from sources other than the National Land Transport Fund	Any expenditure on individual transport activities, whether the activities are included in the Regional Land Transport Plan or not from: <ul style="list-style-type: none"> • Approved organisations (where there is no National Land Transport Fund share) • Crown appropriations • Other funds administered by the Crown • Third party contributions (including donations of goods and services) over \$5 million

Approach to prioritisation of significant activities in the Wellington Regional Land Transport Plan 2021

The process for determining the order of priority of the significant activities under section 16(3)(d) of the Land Transport Management Act 2003 is as follows:

1. Transport activities are submitted for inclusion in the Wellington Regional Land Transport Plan 2021 with the primary 10 year transport investment priority they address identified.
2. Officers (through the Technical Advisory Group) rate the relative contributions of transport activities to the primary 10 year transport investment priority they address. Relative contribution ratings under each 10 year transport investment priority must add to 100.
3. A score is calculated by multiplying the rating of the transport activity by the weighting of the transport investment priority.
4. Transport activities are ranked in priority order based on their score.
5. The Regional Transport Committee moderates the ranking of transport activities.

Figure 1 Worked example of methodology



Regional Transport Committee
3 August 2020
Report 20.237



For Decision

SEEKING ENDORSEMENT OF WELLINGTON REGIONAL MODE SHIFT PLAN

Te take mō te pūrongo

Purpose

1. To advise the Regional Transport Committee (the Committee) on the Wellington Regional Mode Shift Plan (the Plan) and seek the Committee's endorsement of the direction and focus areas for mode shift as outlined in the Plan.

He tūtohu

Recommendations

That the Committee:

- 1 **Endorses** the direction and focus areas for mode shift outlined in the Wellington Regional Mode Shift Plan (Attachment 2 - Wellington Regional Mode Shift Plan).
- 2 **Agrees** that the direction and focus areas of the Wellington Regional Mode Shift Plan will inform and be progressed through the Wellington Regional Land Transport Plan 2021 currently under development.
- 3 **Notes** the Wellington Regional Mode Shift Plan will be provided to the Waka Kotahi NZ Transport Agency Board and the Minister of Transport in August 2020, prior to publication of the Wellington Regional Mode Shift Plan in September 2020.

Te tāhū kōrero

Background

2. In 2018, the Minister of Transport (the Minister) asked Waka Kotahi New Zealand Transport Agency (Waka Kotahi) to develop a national mode shift strategy. The purpose of this strategy was to set the context for mode shift nationally and explain how and what actions Waka Kotahi would take to achieve the Government Policy Statement on Land Transport 2018 (GPS) priorities for mode shift.
3. Waka Kotahi published the national mode shift plan 'Keeping Cities Moving' in mid-2019. Keeping Cities Moving details a series of actions for Waka Kotahi to pursue and outlines a best practice approach based around the integrated use of three key levers:
 - a Shaping urban form;
 - b Making shared and active modes more attractive; and
 - c Influencing travel demand and transport choices.

4. The Minister also asked Waka Kotahi to develop mode shift plans with local government in the main urban centres of Auckland, Tauranga, Hamilton, Wellington, Christchurch and Queenstown. Together this suite of plans will explain how well-placed New Zealand is to make progress on mode shift in the main urban centres and deliver on the GPS priorities for mode shift¹.
5. The Wellington Regional Mode Shift Plan (the Plan) is a non-statutory document that has been developed alongside the strategic section of the draft Wellington Regional Land Transport Plan 2021 (draft RLTP 2021) and other processes and projects underway regionally. These include the Wellington Regional Growth Framework, the Regional Rail Plan, and Let's Get Wellington Moving.
6. Waka Kotahi has led the development of the Plan, working collaboratively with KiwiRail and councils across the Wellington region through the Wellington Technical Advisory Group, the RLTP Working Group and the Committee. This work has involved:
 - workshops to identify challenges and opportunities in relation to mode shift
 - a stocktake of mode shift work underway across the region
 - identification of gaps and development of focus areas
7. The Plan will help to inform the development of the RLTP programme for 2021-27. It will be implemented via activities already underway, and through RLTP 2021 and future RLTPs/the National Land Transport Fund, subject to funding availability and affordability.
8. The Committee's endorsement of the direction and focus areas of the Plan is now sought, for these to inform and be progressed through the RLTP 2021.
9. The Plan also smooths the path for activities identified within the Plan to access Waka Kotahi's business case approach. It does this by enabling the Plan to be considered akin to a strategic case for identified improvements or packages of improvement.

Te tātaritanga Analysis

10. The Plan outlines the current situation with regard to mode shift regionally. It also identifies how the Wellington Region will make progress over the short to medium term to increase the share of travel by public transport, walking and cycling.
11. The Plan supports the vision for the Wellington Region, outlined in the draft RLTP 2021, of:

A connected region, with safe, accessible and liveable places – where people can easily, safely and sustainably access the things that matter to them – and where goods are moved efficiently, sustainably and reliably.

¹ In the context of this report mode shift refers to an increase of the share of travel by public transport, walking and cycling.

12. The Plan also aligns with the draft RLTP 2021 objectives, particularly:
 - a Objective 1: People in the Wellington region have access to good, affordable travel choices
 - b Objective 2: Transport and land use are integrated to support compact, urban form, liveable places and a strong regional economy
 - c Objective 4: The impact of transport and travel on the environment is minimised.
13. The Wellington Region has the highest combined active and public transport mode share across New Zealand, with 31 percent of all regional journey-to-work trips made using these modes.
14. The draft RLTP 2021 includes a headline target of achieving a 40 percent increase in active travel and public transport mode share by 2030, lifting the mode share from 31 per cent to 45 percent over the next 10 years.
15. The Plan identifies a number of focus areas, grouped under three levers, to deliver on these targets. These are outlined in the table below:

Lever	Focus area
Shaping urban form	<ul style="list-style-type: none"> • Increase development density near rail stations and major bus hubs and significantly improving multi-modal connections to stations/hubs. • Ensure the location, layout, and design of greenfield growth areas encourages people to travel by shared and active modes. • Intensification and place-making in Wellington City, particularly near future rapid transit and public transport corridors. • Implement urban development projects (e.g., Eastern Porirua including East-Porirua to City-Centre multi-modal transport corridor) to improve liveability and multi-modal access.
Making shared and active modes more attractive	<ul style="list-style-type: none"> • Improve rail safety, capacity and resilience by upgrading rolling stock, infrastructure and services, and purchasing additional trains to address overcrowding, provide for future growth and enable higher service frequencies. • Continue and accelerate where possible Let’s Get Wellington Moving, including early delivery activities, City Streets and delivery of mass rapid transit. • Progress Bus Network Action Plan and the review of the network across the region to deliver various initiatives including bus layovers, increases in frequency, span of service and changed routes (extensions and simplifications), to reduce overcrowding and improve reliability. • Implement integrated ticketing and improve multi-modal access including bike parking and Park and Ride management.

Lever	Focus area
	<ul style="list-style-type: none"> • Revitalise town centres in the region with a focus on walking and biking for shorter trips, through permanent changes or temporary/trial interventions through Innovating Streets for People projects across the region. • Make walking and cycling more attractive for getting to school by stepping-up implementation of the Bikes in Schools and Movin’ March programmes and delivering lower speeds around schools. • Establish a connected regional cycling network by eliminating pinch points on the network and delivering transformational projects to improve access. • Promote e-bike uptake and careful management by councils of rental e-scooter schemes (along with bike schemes).
Influencing travel demand and transport choice	<ul style="list-style-type: none"> • Progress the LGWM Travel Behaviour Change and Parking Levy investigations. • Further develop and implement targeted workplace travel plans for hospitals and other large workplaces. • Use public transport fare structures alongside integrated ticketing to encourage public transport use including inter-peak and off-peak travel. • Develop Journey to Work travel options and cost information throughout region, especially on key corridors, building on the Best Time to Travel campaign and the Greater Wellington Regional Council Mobility as a Service trial. • Facilitate availability of technology and apps as enablers for increased use of shared or active mobility choices. • Update/implement parking policies to discourage long-stay on-street commuter parking and enable reallocation of road space.

16. Appendix A of the Plan ([Attachment 1](#) - Wellington Mode Shift Focus Areas and Activities) links the focus areas back to the draft RLTP 2021 objectives and investment priorities.
17. Appendix A also outlines the indicative timeframe for the activities sitting under each focus area, the relevant organisation(s) that are likely to have responsibility for taking the various activities forward. Note activities will be further developed and confirmed as the RLTP and the National Land Transport Programme are finalised.
18. Progress with implementing the Plan is intended to be reported on an annual basis (aligned with and incorporated within RLTP reporting) to enable Waka Kotahi to provide an annual update to the Minister on progress being made on mode shift objectives.

Ngā hua ahumoni
Financial implications

19. There are no financial implications.

Ngā tikanga whakatao
Decision-making process

20. The Committee is being asked to agree that the direction of the Plan be progressed through the Regional Land Transport Plan currently under development. This direction will be subject under sections 13, 18 and 18B of the LTMA at a later stage.

Te hiranga
Significance

21. Officers 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. Officers recommend that this matter is low significance, given the assessment in paragraph 20.

Te whakatūtakitaki
Engagement

22. The Plan has been led by Waka Kotahi in collaboration with the councils in the Wellington Region and KiwiRail, working through the Wellington Technical Advisory Group and RLTP Working Group, and with input from the Committee.
23. Councils within the Wellington Region are currently preparing Long Term Plans, and the development of the RLTP 2021 is underway. These existing processes provide the opportunity for engagement across the region on initiatives contained within the Plan.
24. No specific engagement for the Plan is programmed. It will be published on the Waka Kotahi and Greater Wellington Regional Council websites. Links to the Plan may be provided on other council websites at each council's discretion.

Ngā tūāoma e whai ake nei
Next steps

25. Following endorsement by the Committee, the Plan will be provided to the Waka Kotahi Board and to the Minister for information in August 2020.
26. A designed version of the Plan will then be published in September 2020 on the partner websites (as noted above).

**Ngā āpitihanga
Attachments**

Number	Title
1	Wellington Mode Shift Focus Areas and Activities
2	Wellington Regional Mode Shift Plan

**Ngā kaiwaitohu
Signatories**

Writers	Anke Kole – Senior Strategic Advisor Amy Kearse – Lead Strategic Planner, Waka Kotahi NZ Transport Agency
Approvers	Grant Fletcher – Manager, Regional Transport Luke Troy – General Manager, Strategy

He whakarāpopoto i ngā huritaonga Summary of considerations
<p><i>Fit with Council’s roles or Committee’s terms of reference</i></p> <p>The content of the Plan aligns with the purpose of the Committee “to promote the objectives of the Land Transport Management Act 2003 (LTMA) within the region, linking it to other regions of New Zealand and other transport systems”. The purpose of the LTMA is “to contribute to an effective, efficient and safe land transport system in the public interest”.</p>
<p><i>Implications for Māori</i></p> <p>There are no known implications for Māori.</p>
<p><i>Contribution to Annual Plan / Long term Plan / Other key strategies and policies</i></p> <p>The Plan has been developed alongside the strategic front-end of the draft RLTP 2021 and other processes and projects underway in the Wellington region, including the Wellington Regional Growth Framework, the Regional Rail Plan and Let’s Get Wellington Moving.</p>
<p><i>Officer consultation</i></p> <p>Waka Kotahi developed the Plan with Council officers.</p>
<p><i>Risks and impacts: legal / health and safety etc.</i></p> <p>There are no identified legal or health and safety risks arising from the matters in this report.</p>

Wellington Mode Shift Focus Areas and Activities

This table sets out the focus areas and activities for the mode shift plan grouped under the relevant lever and aligned to the relevant (draft) RLTP 2021 objectives and/or investment priorities. The activities will be further developed and confirmed as part of the RLTP 2021 programme development.

Lever	RLTP objectives/priority investment focus	Mode Shift Plan focus areas	Mode Shift Plan activities	Indicative timeframe	Responsibility
Shaping urban form	Objective 2: Transport and land use are well-integrated to support compact urban form, liveable places and a strong regional economy.	Increase development density near rail stations and major bus hubs and significantly improve multi-modal connections to stations/hubs	Master-planning/station access planning at priority rapid transit nodes and major bus hubs.	2020-2024 initially, then over 10 years	All (or as identified through WRGF)
		Ensure the location, layout and design of greenfield growth areas encourages people to travel by shared and active modes	Confirm greenfield locations that best deliver /have potential to deliver on WRGF objectives including improved multi-modal access.	2020-2021	All (or as identified through WRGF)
		Intensification and place-making in Wellington City, particularly near mass rapid transit and public transport corridors	Planning for Growth city spatial plan aligned with LGWM MRT business case) and urban development workstream	2020-21 initially, ongoing	WCC, LGWM
		Implement urban development projects (eg, Eastern Porirua including East-Porirua to City Centre multi-modal transport corridor) to improve liveability and multi-modal access	Eastern Porirua project is ongoing. Other projects being scoped as part of WRGF.	2020-2040	PCC/Kāinga Ora Others to be explored as part of WRGF
Making shared and active modes more attractive	Objective 1: People in the Wellington region have access to good, affordable travel choices. Build capacity and reliability into the Wellington region’s rail network and the Wellington City public transport network to accommodate future demand	Improve rail safety, capacity and resilience by upgrading rolling stock, infrastructure, and services and purchasing additional trains to address overcrowding, provide for future growth and enable higher service frequencies	Progress with funded projects including: <ul style="list-style-type: none"> • WMUP I-IV, VI • WMUP V • Frequency improvement • Riverlink Melling Station Access improvements • Metlink Station modernisation 	2020-2026	KiwiRail, GWRC
			Purchase additional trains to address overcrowding, provide for future growth, and enable higher service frequencies via: North Island Integrated Mobility (longer-distance rolling stock) DBC including procurement	2021-2026	GWRC
			Finalise the Regional Rail Plan incl. indicative timeframes and scale for large investments in next 30 years especially: <ul style="list-style-type: none"> • Electrification extension to Palmerston North and Masterton • Double track Pukerua Bay to Paekakariki • Grade separate Hutt, Kapiti and freight at Wellington Throat • Double track and platform improvements at Waikanae 	2024-30	GWRC and KiwiRail
		Continue and accelerate where possible LGWM including early delivery activities, City Streets package and delivery of mass rapid transit, strategic highway improvements	Early delivery projects (Golden Mile, Safer Speeds 30km, Thorndon Quay/Hutt Rd, SH1 Safer Speeds East of Mt Victoria and Cobham Drive Crossing)	2020-2022	LGWM
			City Streets – bus priority and walking and cycling improvements	2021-2028	LGWM
			Smarter Transport Network	2021-31	LGWM
			Mass Rapid Transit Railway Station to Newtown	2023-31	LGWM
			Strategic highway including multimodal improvements at the Basin Reserve and through Mt Victoria	2023-31	LGWM
			Mass Rapid Transit stage 2	2031-37	LGWM
			Progress Bus Network Action Plan and the review of the network across region to progress a combination of initiatives including bus layovers, increases in frequency, span of service and route changes (extensions and simplifications), , to reduce overcrowding and improve reliability	Metlink Wellington City Bus Network Action Plan	2020-23
Implement integrated ticketing and improve multi-modal	Bus network review wider region including Porirua City Council, Hutt Valley, Kāpiti Coast District Council and Wairarapa Councils Busy layovers (eg, Wellington interchange)	2021-24	GWRC		
	Better pedestrian access to bus stops Underway in Hutt City Other parts of region	2020-24 TBD	Hutt City Regional TAs		
	Integrated ticketing as part of national ticketing system	2022	Waka Kotahi, GWRC		

Wellington Mode Shift Focus Areas and Activities

Lever	RLTP objectives/ priority investment focus	Mode Shift Plan focus areas	Mode Shift Plan activities	Indicative timeframe	Responsibility		
		access including bike parking and park and ride management	Smarter Connections park and ride strategy for possible parking management, potential capacity increases, bike parking at stations	2018-24	GWRC		
			Improve multi-modal access to public transport hubs, especially train stations	2020-24	Waka Kotahi, GWRC		
	Make walking, cycling and public transport a safe and attractive option for more trips through the region	Revitalise town centres in the region with a focus on walking and biking for shorter trips, through permanent changes or temporary/trial interventions and Innovating Streets for People projects	Innovating Streets projects/potential projects in Porirua, Wellington City, Hutt City, Kāpiti and Wairarapa	2020 – 23	WCC, HCC, SWDC, KCDC, PCC		
				Continue with Pedal Ready, free cycle skills training for children and adults in the Wellington region	2020 -21	Waka Kotahi, GWRC and all other councils	
				Wellington Cycleways Master Plan, including Eastern Bays	2020 – 30	WCC	
				Opportunity in Eastern Porirua to improve crossing safety for pedestrians across key corridors and in school zones alongside slower speeds	2021-2024	PCC	
				Opportunity to improve walking and cycling access in Porirua as part of change in function of SH1	2021-24	Waka Kotahi, PCC	
				Progress with walking and cycling improvements in Paraparaumu, focused on Kāpiti Road and Rimu Road and town centres	2021-24(?)	Kāpiti Coast District Council	
				Opportunity to review Wellington City suburban centres or community locations and other regional town centres for pedestrian and cycle improvements	2021-25	All councils	
				Capital Journeys Programme upgrades to zebra crossings in Wairarapa towns on state highway two and 53.	2020-24*	Waka Kotahi	
				Make walking and cycling more attractive for getting to school by stepping-up implementation of Bikes in Schools(and Movin' March programmes and delivering lower speeds around schools	To make Bikes in Schools accessible to an extra 14,500 students each year or total 43,500 between 2018-21.	2018-21*	Waka Kotahi (with partner funding by schools during implementation)
					Opportunity to continue and step up Bikes in Schools programme – develop business case to continue and ramp up programme beyond 2021.	2021-24	TBD
			Increase number of schools participating in active modes in schools programme: Movin' March and Scooter training. Half of Wellington's schools are taking part in Moving March (underway).		2020-24	Greater Wellington	
			Establish a connected regional cycling network by eliminating pinch points on the network and delivering transformational projects to improve access	<i>Road to Zero: NZ's road safety strategy 2020-2030 legislation and rule programme:</i> By 2022 all schools must have a plan for lower speed limits within 10 years By 2024, 40 percent of schools with speed limits in compliance with the Rule, and reductions in actual speeds in areas where speeds limits have been lowered	2020-30 2022 2024	Waka Kotahi Wellington region Schools Wellington region Schools	
				Progress transformational projects: CBD to Titahi Bay Shared Path and East Porirua Cycling Spine	2020-21 2020-25	PCC PCC	
				Peka Peka to Ōtaki Shared Path	2019-21	Waka Kotahi	
			Improve connectivity between Johnsonville and Tawa	TBC	NZ Upgrade Programme Waka Kotahi		
			Te Ara Tupua, Ngauranga to Petone section	2019-25	Waka Kotahi		
			Te Ara Tupua, Petone to Melling section	2019-21	Waka Kotahi		
			Hutt City and Micromobility improvements including for Petone Esplanade, east-west connections including Knights Road, School clusters, the Beltway, Hutt City walking and cycling bridge as part of RiverLink	2020-26	HCC		
			Eastern Bays Shared Path	2020-23	HCC		
		Maps, information about routes	2020	KCDC			
		Kapiti Coast Ride-and-Stride					
		Region cycling maps with practical information for cyclists	2021-22	GWRC			
		Progress Five Towns Trail and links to stations	2021-2025	Wairarapa Councils			

Wellington Mode Shift Focus Areas and Activities

Lever	RLTP objectives/ priority investment focus	Mode Shift Plan focus areas	Mode Shift Plan activities	Indicative timeframe	Responsibility
			Carterton Walkway to train station	2021-22	CDC
			Ensure bike parking/secure e-bike parking in key locations: <ul style="list-style-type: none"> Increased secure bike parking at train stations Opportunity to review current parking and identify more locations 	2021-24	GWRC, WCC, HCC, PCC
		Promote e-bike uptake and careful management by councils of rental e-scooter schemes (along with bike schemes)	E-scooter share schemes WCC and Hutt City	2019-2020	WCC, HCC
			Opportunity to increase uptake E-bike employer scheme in Wellington employers	2020-2024	GWRC
			Investigate e-bike subsidy	2020-2025	Waka Kotahi/MOT
Influencing travel demand and transport choices	Improve access to key regional destinations, such as ports, airports and hospitals, for people and freight	Progress the LGWM Travel Behaviour Change and Parking Levy investigations	Progress the LGWM Travel Behaviour Change and Parking Levy investigations business cases that will provide recommendations for what occurs in this area through LGWM to encourage mode shift, and develop options for managing construction impacts	2021-24	LGWM
		Further develop and implement workplace travel plans that result in better travel options for hospital and other large workplaces	Progress at least six work place travel plans including one for Wellington Regional Hospital	2020-24	GWRC
		Use public transport fare structures alongside integrated ticketing to encourage public transport use including inter-peak and off-peak travel	Metlink markets its public transport fare instruments to encourage PT use and inter-peak and off-peak travel.	2022-24	GWRC
		Develop Journey to Work information throughout the region, especially on key corridors for Best Time to Travel campaign and GWRC Mobility as a Service trial	Best Time to Travel campaign rolling out in 2020 for SH1 to help with mode shift or peak spreading.	2020-21	Waka Kotahi, GWRC
			Wider Journey to Work information campaign	2021-24	Waka Kotahi, GWRC
		Facilitate availability of technology and apps to support shared or active mobility choices and parking management tools	Investigate opportunities and information for users	2021-24	GWRC, All
		Update/implement parking policies to discourage long-stay on-street commuter parking and enable reallocation of road space	WCC parking policy implementation to give priority to shared and active modes on streets and provide better price indicator for on-street car parking	2021-2024	WCC,
			Support a central government review of the Offences and Penalties Regulations and the LGA to support WCC to implement its parking policy review	2020-2021	Shared responsibility
Focus on parking management in Porirua City Council and Hutt City Council to better support shared and active mode infrastructure and to encourage mode shift	2021-2024		HCC		

WELLINGTON REGIONAL MODE SHIFT PLAN

FOCUSING OUR REGIONAL EFFORT ON MODE SHIFT

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SUMMARY

The Wellington mode shift plan sets out how the region will make progress over the short-medium term to increase the share of travel by public transport, walking, and cycling¹ (what we call 'mode shift').

The Wellington region has constrained and challenging topography that has shaped urban development and resulted in two main-north-south urban development and movement corridors – with limited east-west connections. The region's transport system is strained as a result of increasing numbers of vehicles on the roads, along with capacity and reliability issues on buses and trains and network resilience issues, which presents both access and resilience challenges, particularly for the many commuters travelling into Wellington central city.

The region has the highest combined active mode and public transport mode share across New Zealand with 31% of all regional journey to work trips made using these modes and half of the 82,000 people that travel into central Wellington every morning using public transport, walking or cycling.

The region is making progress with increased public transport and active mode usage, but there is potential to move faster. The region's success depends on building on recent progress by delivering the activities identified in this plan to enable better travel options for communities, and chasing the liveability, health, environmental, and economic benefits that come from increasing active and public transport mode share.

Rail patronage has grown substantially over the last decade, reflecting both population growth in the region and investments to improve infrastructure, rolling stock and services. Whilst improvements are being made as part of the Wellington Metro Rail Upgrade, much greater investment will be required to meet forecast demand. Increasing development around stations can enable a greater proportion of future trips to be made by rail, supported by improved multi-modal access and facilities and integrated ticketing to make it easier for more people to use shared and active modes for a wider variety of trips.

The bus network plays a critical role in moving large numbers of people in the largest urban centre Wellington City, particularly at peak times, and in connecting people to rail and other facilities around the wider region. The bus network is currently the only public transport option for much of Wellington City (apart from the northern suburbs). Bus will be increasingly important to support public transport mode share in key growth areas in Wellington City, including the northern suburbs, and in other parts of the region where bus mode share is currently low, and to support improved east-west regional access.

Cycling is increasing but from a low base. Newly completed cycle facilities around the region have increased people's ability to cycle safely, but there are still significant gaps in the network that impact on use of active modes (especially for commuting). Latent demand for cycling could be realised with continued progress with both transformational projects (eg, Te Ara Tupua) and other potential separated facilities to create a connected regional cycling network. The growing popularity of e-bikes and bikes on buses are also increasing the number of cyclists and cycle trips in the region, and shared e-scooter and bike schemes are an emerging way of getting around.

Wellington is New Zealand's most walkable city, however, issues with footpath crowding and severance as a result of busy roads remain in Wellington City. In other parts of the region, a greater focus on walking and place-making within city and town centres and along key corridors is emerging.

COVID-19 has had major social and economic impacts; it also changed how people travelled and the extent of travel. Land transport revenue from public transport fares, road user charges

¹ When we use the word cycling in this report, unless otherwise specified, it will usually also include low-powered vehicles (often referred to as micro-mobility), especially when discussing mode share in general.

and fuel excise duty (as well as local government rates) have all been impacted. Many people rediscovered and explored their communities by foot or bike during lockdown. There is opportunity to build on this increase in walking and cycling to help shift social license for change, especially to support conversations where the trade-offs associated with the reallocation of road space are more acute.

This plan outlines focus areas under the following three levers: shaping urban form; making shared and active modes more attractive; and influencing travel demand and transport choice. These areas aim to integrate transport policies with land use change so the benefits of each can be combined for an even greater impact on mode shift and emission reduction than these changes would enable on their own.

The focus areas are outlined in the table below.

Lever	Focus area
Shaping urban form	<ul style="list-style-type: none"> • Increase development density near rail stations and major bus hubs and significantly improve multi-modal connections to stations/hubs. • Ensure the location, layout, and design of greenfield growth areas encourages people to travel by shared and active modes. • Intensification and place-making in Wellington City, particularly near future mass rapid transit and public transport corridors. • Implement urban development projects (eg, Eastern Porirua including East-Porirua to City-Centre multi-modal transport corridor) to improve liveability and multi-modal access.
Making shared and active modes more attractive	<ul style="list-style-type: none"> • Improve rail safety, capacity and resilience by upgrading rolling stock, infrastructure and services, and purchasing additional trains to address overcrowding, provide for future growth and enable higher service frequencies. • Continue and accelerate where possible Let's Get Wellington Moving, including early delivery activities and City Streets and delivery of mass rapid transit. • Progress Bus Network Action Plan and the review of the network across the region to deliver various initiatives including bus layovers, increases in frequency, span of service and changes routes (extensions and simplifications), to reduce overcrowding and improve reliability. • Implement integrated ticketing and improve multi-modal access including bike parking and park and ride management. • Revitalise town centres in the region with a focus on walking and biking for shorter trips, through permanent changes or temporary/trial interventions through Innovating Streets for People projects across the region. • Make walking and cycling more attractive for getting to school by stepping-up implementation of the Bikes in Schools and Movin' March programmes and delivering lower speeds around schools. • Establish a connected regional cycling network by eliminating pinch points on the network and delivering transformational projects to improve access. • Promote e-bike uptake and careful management by councils of rental e-scooter schemes (along with bike schemes).
Influencing travel demand and transport choice	<ul style="list-style-type: none"> • Progress the LGWM Travel Behaviour Change and Parking Levy investigations. • Further develop and implement targeted workplace travel plans for hospitals and other large workplaces. • Use public transport fare structures alongside integrated ticketing to encourage public transport use including inter-peak and off-peak travel. • Develop Journey to Work and travel option and cost information throughout region especially on key corridors building on the Best Time to Travel campaign and GWRC Mobility as a Service trial. • Facilitate availability of technology and apps as enablers for increased use of shared or active mobility choices. • Update/implement parking policies to discourage long-stay on-street commuter parking and enable reallocation of road space.

This plan has been developed alongside the RLTP and is being used to inform the identification of activities for inclusion in the RLTP 2021 and future investment plans.

Significant investment is already being planned in both public transport and walking and cycling infrastructure through commitments from the National Land Transport Fund, the NZ Upgrade Programme, through the economic stimulus package, and the commitment to Let's

Get Wellington Moving (LGWM) in the draft GPS. The ability of councils across the region to fund the local share of new transport improvements is likely to be impacted by both a reduction in revenue streams associated with COVID-19 and additional costs.

Consequently, from a mode shift perspective, it will be important to focus on the wider system levers, particularly those relating to urban form, as decisions made now have a major impact on how people travel for years to come. This means identifying opportunities for complementary investment in other areas, such as housing and water infrastructure, and partnering to enable growth that is equitable, multi-modal, resilient, and provides for a transition to a low-carbon future.

INTRODUCTION

The Wellington mode shift plan sets out how the region can increase the share of travel by public transport, walking and cycling. It supports the national mode shift plan 'Keeping Cities Moving' developed by Waka Kotahi and is intended to be read alongside the five other regional mode shift plans developed with local government for Auckland, Hamilton, Tauranga, Christchurch and Queenstown.

It is a non-statutory document but has been developed alongside and to inform the draft Regional Land Transport Plan 2021 and other processes and projects underway regionally, such as the Wellington Regional Growth Framework and Let's Get Wellington Moving. The development of this plan has been led by Waka Kotahi but it is a joint plan developed collaboratively with councils across the region and with KiwiRail.

Unless otherwise stated, data and trends discussed in this report are pre-COVID.

The importance of mode shift

The Wellington region has always recognised the importance of public transport and active modes for the regional transport system to function, and it is reflected throughout the existing regional transport plans and business cases, and place-based plans in development.

The Wellington region's constrained and challenging topography has shaped urban development patterns and resulted in two main-north-south urban development and movement corridors – with limited east-west connections. Its transport system is strained as a result of increasing numbers of vehicles on the roads, along with capacity and reliability issues on buses and trains and network resilience issues, which presents both access and resilience challenges particularly for the significant number of commuters travelling into Wellington central city.

There is limited space for cars in the key destination of Wellington central city, so focus is needed to make travel across the region by public transport and active modes more attractive and to develop an urban form that makes those journeys easier. This will require improved rail infrastructure and multi-modal connections, but also improved parking management. Timing of large investments in rail ahead of demand changes associated with more transit orientated design and other step changes such as mass rapid transit will enable mode shift opportunities to leverage from each other.

Mode shift is central to the Let's Get Wellington Moving (LGWM) programme aiming to move more people with fewer vehicles. Mass transit a core element of the programme as well as greater priority for public transport, walking, cycling, and placemaking. This is a significant programme of investment of \$6.4 billion to be delivered over the next 30 years.

Improving mode shift will assist those councils around the region that have strategies and plans in place to reduce emissions and deliver on their city-wide and/or organisational targets (and other commitments as part of declaring a climate emergency). Some other councils in the region are now recognising mode shift as an area of priority, such as in the Draft Sustainable Transport Strategy for the Kāpiti Coast.

The strategic front end of the draft Regional Land Transport Plan 2021 signals the change that is sought across the region to tackle mode shift with two ambitious targets:

- 30% reduction in transport generated carbon emissions in the region by 2030
- 40% increase in active travel and public transport mode share by 2030 (equivalent to a 45% mode share)

Regional emissions profile

Mode shift has a key role to play in reducing regional emissions. Land transport makes up 28% of the region's greenhouse gas emissions. Carbon dioxide emissions from road transport

in the region increased by 8% over the past ten years, with emissions from petrol reducing by 7% but emissions from diesel increasing by 50%. During the same period, the population rose by 20% and GDP rose by 48%.

The proportion of emissions that is attributable to land transport is the highest in Porirua with Kāpiti and Upper Hutt the second highest. Wellington City and Lower Hutt are broadly similar. Wellington City and Upper Hutt's emissions from road transport reduced between 2001 and 2019 despite overall population and economic growth. While vehicle kilometres travelled increased by less than 1% in Wellington City and by 12% in Upper Hutt City it is likely that the overall reduction in transport emissions are related to the improved performance of emissions from vehicle engines.

Table 1: Wellington Region Land Transport Emissions 2019: analysis of change in emissions since 2001

	Wellington Region	Wellington City	Porirua	Kāpiti	Lower Hutt	Upper Hutt	Wairarapa
Total gross emissions tCO ₂ e (excl. forestry)	4,190,050	1,061,383	304,431	351,245	532,339	206,331	1,434,320
% of region's gross emissions	100%	25%	7%	8%	13%	5%	41%
% of district's gross emissions that is road transport	35%	35%	51%	42%	36%	42%	11%
Increase in road transport emissions between 2001-2019 within district	8%	-6%	41%	48%	4%	-17%	24%
GDP growth in district	48%	59%	63%	67%	11%	27%	42%
Population growth in district	20%	24%	20%	30%	10%	22%	22%
Notes: Road transport emissions appear to be approximated by Petrol and Diesel use. In some districts, this includes some off-road use of diesel. It also excludes electricity use by EV's and electric buses.							

In recognition of climate change as our most significant environmental challenge that will affect everyone in the region, Greater Wellington Regional Council (GWRC) declared a climate emergency in August 2019 and released a Regional Climate Emergency Action Plan established a target for GWRC as an organisation to become 'carbon neutral' by 2030.

One of the Action Plan initiatives to reduce emissions is to accelerate the decarbonisation of GWRC's public transport bus fleet. In June 2020 plans were announced to increase the electric bus fleet from 10 to 108 between now and December 2023. This will significantly reduce GWRC emissions and take it a step closer to reaching its 2030 carbon neutrality goal.

Most other councils in the region have also declared a climate emergency including Kāpiti Coast District Council (KCDC) in May and Wellington City Council (WCC) in June 2019.

To ensure mode shift can support the greatest reduction in emissions, investment decisions to increase public transport capacity should take into account the emissions profile of new infrastructure, and electric vehicle ownership should be supported. Currently there are a number of electric vehicles in use in the region for public transport and private use:

- 83 two-car Matangi electric trains in service that operate on all lines except the Wairarapa
- ten electric double-deckers are in service with a further 98 electric buses joining the fleet in the between 2021 and 2023 taking the proportion of electric buses in the fleet from 2% to 22% which is high by international standards². A new electric harbour ferry is expected to join the fleet in early 2021
- there are approximately 2200 electric vehicles (light or heavy) registered within the Wellington region.

² Other than China which is the market leader. <https://www.metlink.org.nz/news/metlink-to-boost-electric-buses-from-2-to-22-percent-of-its-fleet-to-meet-climate-change-goals-and-passenger-growth/>

The Zero Carbon Act sets a net zero emissions target by 2050 for New Zealand. It also established a system of emissions budgets for each five-year period between 2022 and 2050 to act as stepping stones towards the long-term target, and need to be set by the end of 2021.

The draft RLTP 2021 includes a target for a 30% reduction in transport generated carbon emissions by 2030. The region will need to change business as usual if we are to make a dramatic reduction in per capita road transport emissions and achieve the 2030 RLTP target and the Zero Carbon Act 2050 target.

Health impacts of transport

The other key transport challenge to tackle with mode shift is improving public health. Health issues associated with the transport task include road safety, harmful emissions, noise and low physical activity. To reduce emissions and improve health outcomes associated with transport we can avoid or reduce the need to travel, shift to shared or active modes and improve the transport options by making them lower carbon and quiet⁴

Regional context

There are over 527,000 people in the Wellington region, up from almost 400,000 in 2006. All parts of the Wellington region are growing, including regional towns, many of which experienced long periods with little growth in recent decades. Work on the Wellington Regional Growth Framework indicates we need to provide. In addition, as the population ages, the need for accessible transport modes will increase.

Much of the region has a constrained and challenging topography. This has shaped urban development patterns and resulted in two main north-south urban development and movement corridors – with limited east-west connections.

The region's transport system is strained as a result of increasing numbers of vehicles on the roads along with capacity and reliability issues on buses and trains and network resilience issues are straining the regional transport system may not result in the necessary transport system shifts the region is seeking – such as improving safety and access, reducing emissions, and reducing reliance on private vehicle travel.

The concentration of regional employment in central Wellington, and the dominance of the knowledge-based sector working conventional hours means that a large number of people who want to travel into and out of central Wellington at the same time, which results in sharp travel peaks.

These combined factors mean that Wellington region has comparatively higher public transport use for trips to the Wellington CBD, than other cities in New Zealand. It also means that Wellington's transport system is less able to handle increased road use. Unless there is more investment in new and existing rapid transit and improvements to make public transport more attractive, then transport into and around the region will become more time consuming and costly for our economy, environment and Wellington central city and other centres will lose social vibrancy.

Mode shift – what is the 'current situation'?

For travel to work, the pre-COVID mode split around the region is 58% by car, 30% by shared or active modes, 9% of people work from home, and 3% fall into the 'other' category.

Table 2: Wellington Regional mode share for travel to work in 2018 by local council⁵

³ Fourth Biennial Report Snapshot, Ministry for the Environment, December 2019.

⁴ Electric vehicle (including trains) are quieter than their petrol and diesel counterparts.

⁵ 2018 Census, main means of travel to work by usual residence address.

	Total Vehicle	Train	Bus	Bike	Walk/jog	Shared and active	Work from home	Other
Kāpiti Coast District	68%	13%	1%	2%	3%	19%	13%	1%
Porirua City	72%	14%	2%	1%	2%	19%	8%	1%
Upper Hutt City	71%	13%	2%	1%	3%	19%	8%	1%
Lower Hutt City	66%	14%	6%	2%	4%	26%	7%	1%
Wellington City	45%	4%	17%	4%	19%	44%	8%	3%
Wairarapa councils	71%	7%	0%	1%	4%	12%	18%	1%
Wellington Region Mode Share	58%	9%	9%	2%	10%	31%	9%	3%

The share of different modes varies across the region. The highest ‘shared and active mode’⁶ share is in Wellington City at 44% followed by Hutt City at 26%. As to be expected given the distance from the main employment hub of Wellington CBD and its rural nature, the Wairarapa has the highest number of people working from home⁷, and the lowest public transport mode share, yet the third highest active mode share across the region. For trips to education, half are by walking, cycling or public transport, and 42% by car (although a third of these are passengers), and 6% of people study mostly from home.

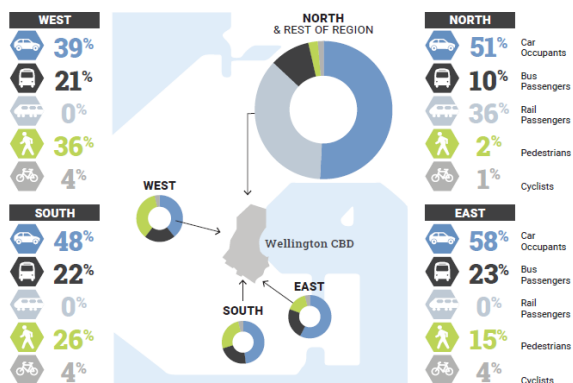
People travelling into the Wellington CBD

Over 82,000 people travel into the CBD on typical weekday morning between 7am and 9am. These are people travelling for work, to work and to education and for other reasons. Of these about half are motor vehicle occupants and the other half are walking, cycling or using public transport.

18% are rail passengers which mostly come from the north, 16% are bus passengers with the greatest share of these coming from the east, 14% are pedestrians with the greatest share of these coming in from the west and 2% are cyclists.

Despite increasing numbers of people travelling into the CBD since 2001⁸, the absolute number of motor vehicle occupants has reduced between 2000 and 2017, whereas the number of people using public transport and especially rail has, increased. People arriving on foot or on bike have increased, with cyclist numbers having almost doubled (from a low base).

Diagram 13: Morning Peak Transport by Area of Origin by Mode 2016



⁶ ‘Shared and active modes’ refers to public transport, walking and cycling.

⁷ Includes farmers.

⁸ Wellington CBD cordon survey.

Some trends stand out: the highest car mode share is of people travelling from the east, with the second highest being people travelling from the north and the lowest share of cyclists is from the north.

When looking at journeys to work for all destinations around the region, the Wellington CBD is the dominant destination for journey to work trips within Wellington city, with over 66,000 journeys for work from around the region. South Wellington is the second largest destination with 9,500 trips. For journeys to work within the Wellington CBD, walking accounts for 85% of journeys to work. Car has the highest share of travel for journey to work trips outside of the Wellington CBD, and walking is the second most used mode.

Road use is up, congestion is getting worse and public transport has capacity constraints

As Wellington continues to grow, the region's transport network does not manage demand during peak hours. Continued growth is exacerbating this situation and the peak period is spreading with roads congested earlier and longer. Wellington's roads are the second most congested in New Zealand after Auckland. In 2019, on average, drivers in Wellington City spent about 29 percent⁹ more time traveling than they would if there were no traffic on the road. This means, on average at any time of day, trips take an extra 9 minutes for every half hour trip without congestion. During peak hours, congestion rises to around 70% on most days, which means trips take almost an extra 20 minutes for every half hour trip. Weekend congestion is also an issue in Wellington City. Between the hours of 11 and 5, there is at least 20% congestion, which adds 6 minutes to every half hour trip.

Although Wellington has one of the lowest average light vehicle ownership rates at about 67%, compared to the national average of 80% in 2018, vehicle ownership rates in Wellington and across New Zealand have been increasing since 2012.¹⁰

Rail patronage has grown substantially over the last decade, with an increase of 21%. The 2018/19 year saw a jump in the rate of growth with a 5.7% increase. This reflects population growth on the corridors that the lines serve, and improvements in infrastructure, rolling stock and services that have improved service quality, frequency and reliability (including the complete replacement of the previous obsolete electric fleet by the new Matangi fleet between 2010-16).

Continued growth means seated capacity and park and ride capacity are generally reached on the mainlines around 7am from Waterloo on the Hutt Valley Line and from Porirua on the Kāpiti Line. Already, some potential passengers are deterred from using rail because of trains are full.

Bus passenger trips are almost 25 million per year regionally, with and grew at a rate of 1% p/a from 2003-2018 and saw a 5% increase in 2018/19. Off-peak bus patronage is 47% of regional patronage (2018/19). Wellington City has the highest rate of bus patronage per capita at about 80 boardings per capita between 2013 and 2018, followed by Lower Hutt at about 40, Porirua at about 20 and Kāpiti and the Wairarapa at about 10. Wellington City also shows a higher portion of bus mode share at 17% in 2018, with Lower Hutt at 6% and other parts of the region with a much lower bus mode share of between 2% and 1%.

The current public transport network gets people to city and town centres for work and education on weekdays, but access to other key destinations especially if they are access town, such as to healthcare facilities or the airport is more challenging.

Metlink Harbour Ferries provide services between Days Bay, Seatoun and Queens Wharf. Although these only make up about 1% of the public transport patronage, the ferries are an important niche service for the locations they serve.

⁹ https://www.tomtom.com/en_gb/traffic-index/wellington-traffic/

¹⁰ NZ Vehicle Fleet Report 2018.

Initiatives that enable flexible, multi-mode trips are valuable to enable mode shift

The public transport system has traditionally functioned well for single mode trips, but initiatives that enable more flexibility between modes will be key to enable making it easier for more people to use shared and active modes for a wider variety of trips, rather than just the traditional journey to work or school. Such initiatives include integrated ticketing, bike racks on buses, bike parking.

Bike racks (recently introduced) make it easier for people to use their bikes and the bus for hilly direction and weather worries. Bikes cannot be taken on trains during peak hours due to crowding on trains. A focus on providing secure bike parking at stations and more flexible travel times will help (although it is a challenge for those travelling in the peak and wishing to use their bike at either end of train journeys). Since 2008, Snapper has been in use on most buses as a contactless electronic ticketing card. With the new bus system in 2018, Snapper can now be used on all buses (other than the Airport Bus which continues to be a commercial bus service). Implementation of integrated ticketing as part of the national ticketing system will greatly assist flexibility between modes.

Trips by active modes are increasing but we need to continue making it easier and safer

In some parts of the region, particularly Wellington City, we see strong use of active modes. We need to continue building on this and improve the experience in places where it is less safe or attractive to travel by foot, bike or scooter.

People in the Wellington region commute on foot well above the New Zealand average, and within Wellington City the walking mode share is 19% and within the Wellington CBD it is 85%. This reflects Wellington's 'compactness' and that it has the highest population and employment density in the region, as well as a growing inner city and inner-city suburbs as well as investment in the central city over time. Yet there are still issues with crowding on footpaths, especially in high traffic areas during peak hours, severance issues with physical barriers such as fast busy roads, topography challenges and conflict with other road users.

While there are projects in progress or recently completed for pedestrians in Wellington City, Porirua and the Wairarapa, other places throughout the region would benefit from pedestrian improvements such as safe crossing points, footpath widths, slower speeds and signal changes. Walking mode share in other parts of the region are much lower than Wellington City with the Wairarapa and Lower Hutt at 4% and other areas at 3% or less.

Numbers of people cycling are steadily increasing but from a low base.¹¹ Broadly the number of cyclists between 2000 and 2017 entering the Wellington CBD has doubled from a relatively low base, from 700 to 1,600 (with a high of 2,100 in 2015). Although over half of existing Wellington region's cyclists report that the level of service for cycling is poor or very poor, in 2019, an increased number, 27% rate it as good. This would indicate some improvement of service that benefits some cyclists, consistent with recent progress on facilities such as the Kāpiti Expressway Cycleway, Wainuiomata Shared Path and the Oriental Bay cycleway.

However, there are gaps in the network that impact on the use of active modes, especially for commuting. For example, in Kāpiti, there is a growing network of trails along the expressways, river banks and through seaside parks, but connections from these paths to key town centre destinations needs to be improved.

Only a third of people in the Wellington region agree that their town/city has a well-connected cycle network – well below the national average. Safety is still a major concern for people that want to bike. Providing infrastructure significantly improves perceptions of cycling safety.

¹¹ The Wellington region is just ahead of the New Zealand average of 2%, at 2.5% for main mode of travel to work, yet for education, the region is behind the New Zealand average at 2.9% compared to 3.6% for all New Zealanders¹¹. This may be partly to do with our challenging topography and frequently windy weather.

Improvements such as 30km/hr zones and painted cycle lanes both increase more than double perceived safety. Separation, and off-road paths increase this still further.

The number of women cycling is often considered an indicator for how safe a city is to cycle in¹². In Wellington like many other New Zealand and overseas cities outside of Europe the proportion of women cycling is about 1/4 to 1/3. The gender breakdown in a 2019 count in Christchurch shows that 41 per cent of cyclists were women¹³. This is a significant increase from the 32 per cent of women cyclists counted in Christchurch in 2016 when the Council started building a network of major cycle routes around the city and reveals that when a city becomes safer for cycling then more women are more likely to get on their bikes. Looking beyond commuting trips to consider trips to shops, education, social and health related venues is essential as is designing for all ages and abilities.

E-bikes are popular, it appears e-bike sales in New Zealand are increasing steadily, with estimated imports into New Zealand of 37,000 in 2019 more than double the number imported in 2016. This level of growth is in alignment with a high growth scenario predicted by Via Strada in 2016.

Shared e-scooters are in Wellington City and have been in Hutt City but are currently suspended. They have been both popular and controversial. Research in Auckland and Christchurch indicates that rental e-scooters have a positive impact on mode shift, with 30% of users taking less car trips.

There are opportunities to improve mode share of walking and cycling to schools

Bikes in Schools and speed limits and crossing infrastructure are key initiatives that help with walking and cycling to schools. Current speed limits outside many schools do not make walking and cycling an appealing mode of transport. Many jurisdictions around the world, and some road controlling authorities in New Zealand, have implemented safer speed limits outside schools, which generally have strong public support, good levels of compliance and positive safety outcomes.

In the Wellington Region, 15% of primary and intermediate schools have taken up Bikes in Schools. This is likely to go up to 22% during the next four years.

Parking policy (both public and private) can have a significant impact on private vehicle use

Demand for parking within Wellington City is increasing due to population growth (both within the city and in region), urban development, increased car ownership and many Wellington residents, commuters and visitors still rely on driving to get around. There is a tension between parking supply, availability, the use of public space and parking affordability. WCC is reviewing its Parking Policy 2007¹⁴, and public consultation on proposed changes has recently concluded. Demand for council parking is increasing while supply is decreasing both as a result of loss of parking buildings that are earthquake damaged or prone¹⁵ and the reallocation of on-street road space to support electric-vehicle charging stations, car share and micro-mobility parking. In other large and medium-sized centres free or very low cost) and easily available parking can work against mode shift goals – and can undermine the viability of local bus services for example, which then leads to lower bus levels of service.

In Wellington City, off-street parking, managed through rules and standards in the district plan, has a higher proportion of zones and areas not requiring parking spaces or requiring fewer parking spaces per dwelling mainly for the central city and inner wellington suburbs.

¹² <https://www.scientificamerican.com/article/getting-more-bicyclists-on-the-road/>.

¹³ <https://newsline.ccc.govt.nz/news/story/christchurch-cyclists-change-up-a-gear>.

¹⁴ The Mobility Parking Policy 2005 and the Car Share Policy 2016 are also being reviewed.

¹⁵ For example, the car park at the Michael Fowler Centre has been repurposed to temporarily locate the Royal New Zealand Ballet whilst the St James Theatre is earthquake strengthened.

Hutt councils and Porirua have a broadly similar approach to parking management within their areas. Off-street parking is not required for activities within the city centres or other areas such as Petone. Besides these areas, off-street parking is required for developments and activities. On-street parking is offered city centres and suburban centres at a very low cost – either for free and time-limited, or for a few dollars per hour. The reasons for providing parking is to provide access and promote services and entertainment within each city. Opportunities to utilise restrictions or costs for parking to effect mode shift could be further investigated.

In Kāpiti and Wairarapa, off-street parking rules through the district plans are permissive, though note that there is recognition of requirements of older residents and the potential for them to size down into small/more dense units closer to centres. Town centres have some managed on-street parking to ensure easy access.

Parking at key train stations around the region is under pressure, such as Waikanae and Paraparaumu on the Kāpiti Line. As park and ride areas have been built to help manage parking, they tend to fill up and this will be exacerbated with future growth. Waikanae is particularly under pressure as people living to the north use it to access more frequent services at Waikanae.

Aside from parking, there are no wider price instruments in the Wellington Region, or Wellington City (eg, a congestion charge). While such tools may be useful to consider in the future, the government has indicated that improvements to public transport, cycling and walking are needed before these could be considered.

The impact of COVID-19

COVID-19 has had a significant impact on our transport system. Around the world, public transport patronage has dropped in line with local rates of infection and social distancing practices or requirements. In some cities there has been as much as a 90% decline in patronage. In New Zealand, the COVID-19 higher alert levels lasted for 2 and a half months with work and travel restrictions in place and physical distancing requirements, and public transport patronage reducing by as much as 95%.

Some of the main transport impacts of the crisis were land transport revenue decline, public transport farebox revenue decline, and a shift to active modes and working from home. Modelling the transport impact of people working from home, even for one or two days per week will be a major consideration in any future transport planning. Flexible hours would enable employees to travel off-peak, and take the time needed to walk or bike with their children to school. These potential scenarios will not only inform mode shift planning, but also any major investments in infrastructure.

The ability of councils across the region to fund the local share of new transport improvements is likely to be impacted by both a reduction in revenue streams associated with COVID-19 and additional costs. In addition to managing the financial and operational implications of these changes, there is an opportunity to prepare for the return to long term trends and to create a transport system that is in alignment with our strategic objectives rather than recreating pre-COVID-19 patterns.

DEVELOPING THE PLAN

Strategic direction

This mode shift plan for the Wellington region is influenced by both national strategic direction and work emerging out of other regional processes and programmes, particularly the developing Regional Land Transport Plan 2021, the Wellington Regional Growth Framework, the Let’s Get Wellington Moving programme, the Regional Rail Plan and the Regional Public Transport Plan.

National strategic direction

National strategic direction for this plan comes from the Ministry for Transport Outcomes Framework, the Government Policy Statement on Land Transport, as well as Arataki and Keeping Cities Moving (the national mode shift plan).

Ministry of Transport Outcomes Framework

makes it clear what the government is aiming to achieve through the transport system. The purpose of the transport system is to improve people’s wellbeing, and the liveability of places, by contributing to five key outcomes: inclusive access; healthy and safe people; environmental sustainability; resilience and security; and economic prosperity.

Government Policy Statement on Land Transport 2018 sets out the government’s priorities for expenditure from the National Land Transport Fund over the next 10 years. The GPS 2018 made it clear that transformation of the transport system was required, prioritising a safer transport system free from death and injury, accessible and affordable transport, reduced emissions and value for money (safety, access, environment, and value for money).

The draft GPS 2021 currently out for consultation by the Ministry of Transport builds on the strategic direction of GPS 2018 by maintaining the priorities but updating them. The government is proposing to prioritise safety, better transport options, improving freight connections, and climate change.

Arataki is Waka Kotahi’s 10- year view of what is needed to deliver on the government’s current priorities and long-term outcomes for the land transport system. This identifies a number of inter-related step changes, including Urban Mobility – which highlights the urgent need to shift from our reliance on single occupancy vehicles to more sustainable transport solutions for the movement of people and freight.

Keeping Cities Moving is Waka Kotahi’s overall national mode shift plan. It details a series of actions for Waka Kotahi to pursue and outlines a best practice approach based around the integrated use of three key levers outlined in the table below:

Shaping urban form	Making shared and active modes more attractive	Influencing travel demand and transport choices
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<p>Encouraging good quality, compact, mixed-use urban development will result in densities that can support rapid/frequent transit (and vice versa), shorter trips between home and work/education/leisure, and safe, healthy and attractive urban environments to encourage more walking and cycling</p>	<p>Improving the quality and performance of public transport, and facilities for walking and cycling will enable more people to use them. This can involve both optimising the existing system (eg, through reallocating road space), investment in new infrastructure and services, and providing better connections between modes.</p>	<p>Changing behaviour may also require a mix of incentives and disincentives (or 'push' and 'pull' factors) to either discourage use of private vehicles (by making them less attractive than other options) or making people better aware of their options and incentivising them to try something new. This may include parking policies, road pricing, travel planning and education.</p>
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Regional strategic direction

The regional strategic direction is taken from both existing plans and those in development, where aspects of them have been agreed in principles by the relevant parties and/or partners.

Regional Land Transport Plan 2021 is currently in development, and the draft strategic front end has a high focus on mode shift, including:

- **vision:** a connected region, with safe, accessible and liveable places – where people can easily, safely and sustainably access the things that matter to them – and where goods are moved efficiently, sustainably and reliably
- **headline target:** 30% reduction in transport generated carbon emissions by 2030; 40% increase in active travel and public transport mode share by 2030
- **strategic objectives:**
 - people in the Wellington region have access to good, affordable travel choices
 - transport and land use are integrated to support compact urban form, liveable places and a strong regional economy
 - the impact of transport and travel on the environment is minimised
- **10-year transport investment priorities:**
 - Build capacity and reliability into Wellington Region’s rail network and into the Wellington City public transport including with additional mass rapid transit network within Wellington City to accommodate future demand
 - Make walking, cycling and public transport a safe, sustainable and attractive option for more trips throughout the region.

Wellington Regional Growth Framework is a spatial plan (currently being developed) that will describe a long-term vision for how the region will grow, change and respond to key urban development challenges and opportunities. It has considered a number of scenarios and urban form options for how the region may grow. The Framework will identify where housing, public transport and road, three waters infrastructure, businesses and jobs are recommended in the context of climate change, resilience and natural hazards as well as the aspirations of mana whenua. Its objectives are broader than transport but reinforce both national direction and that emerging from the draft RLTP 2021. It is envisaged that changes will be required to some planning settings to align with the Wellington Regional Growth Framework and give effect to the National Policy Statement on Urban Development Capacity.

Wellington Regional Public Transport Plan sets out how public transport in the region will be developed, in line with the RLTP. The **2014 public transport plan** is under review throughout 2020/21.

Regional Rail Plan (RRP) aims to set out a prioritised 30-year programme of investments to support mode shift, sustainable urban growth, greater network resilience, improved safety and reduction in greenhouse gases.

Let's Get Wellington Moving (LGWM) also provides strategic direction through the Programme Business Case to guide investment in the Wellington transport system. LGWM is recognised in the draft GPS 2021 as a government commitment that has specific investment expectations. LGWM includes early delivery improvements and City Streets packages (which provide priority for buses and safe, shared streets for people walking and cycling), mid-term activities to make changes to city streets and better manage travel demand, and development of detailed business cases for the longer-term and larger investments such as mass rapid transit and strategic highway improvements at the Basin Reserve and through Mt Victoria.

It is a challenging and important programme for mode shift as it creates the opportunity for a step change in the way people travel into, through and around Wellington City. The improvements in the LGWM programme are confined to the area between Ngauranga Gorge and Miramar and will need to be integrated and aligned with other regional investment in public transport and active modes.

Identifying priority areas for mode shift

Priority areas and actions for mode shift were identified through workshops and discussions with officers from across the councils and Waka Kotahi. This involved:

- Gathering data on the performance of the network and identifying major constraints to more people travelling by public transport (eg, capacity) or more people using active modes (eg, lack of safe and connected infrastructure)
- Understanding what is currently planned and identifying any obvious gaps in approach
- Exploring barriers and opportunities
- Identifying actions that may have a more significant impact on mode shift

Areas and priorities identified through this process are outlined in the table below:

- For trips from across the region into Wellington City – continuing with a programme of regional rail improvements, improving multi-modal access at stations/hubs linked to increases in density to enable new housing/mixed use development, optimising the approach to proposed lower-density greenfield developments, and improving journey planning information
- For trips connecting other places across the region such as east-west between Porirua and the Hutt Valley– focus on accelerating integrated ticketing, enabling easier transfer between modes, improving public transport connections and delivering transformational projects and eliminating pinch points for the regional cycling network
- For trips within Wellington city and through it to regional destinations – continue and accelerate where possible LGWM early delivery and City Streets packages (which provide priority for buses and safe, shared streets for people walking and cycling), planning for mass rapid transit alongside adoption of Planning for Growth and changes to the District Plan, and multimodal investments at the Basin Reserve and through Mt Victoria.
- For short local trips to urban centres, around neighbourhoods and to schools – bring forward ideas to reimagine urban streets to provide more spaces for people through the Innovating Streets for People programme, revitalise town centres.

Areas of focus around the region

These areas of focus will have different emphasis in different parts of the region. Listed below are the key opportunities for mode shift in different parts of the region and excluding the region wide initiatives (such as bus and rail improvements and investments). The region will benefit from public transport network improvements across the region, with the bus review having a focus on more frequency, span of service and improved connections between bus and rail.

Areas of focus around the region

These areas of focus will have different emphasis in different parts of the region. We list below the key opportunities for mode shift in different parts of the region, and excluding the region wide initiatives (such as bus and rail improvements and investments).

The region will benefit from PT network improvement across the region, with the bus review having a focus on more frequency, span of service and improved connections between bus and rail.



Kapiti Coast:

- › Higher density centre development
- › Nodal development and improved multi-modal access to train stations, rail improvements
- › Walking/cycling improvements in Paraparaumu, Kāpiti Road, Rimu Road, town centres
- › Expressway cycle routes

Porirua

- › Nodal development / improved multi-modal access to train stations
- › Optimising significant greenfield developments
- › Eastern Porirua Regeneration and improved urban form and access to city centre
- › Access Porirua PBC improvements (eg, Kenepuru, Titahi Bay Share Path, Wi Neera-Onepoto cycleways)

Wairarapa

- › Increased density in nodal, centre and greenfield development (eg, Carterton East) and ensure safe multi-modal access to rail
- › Development of walking and cycling networks (eg, Five Towns Trail, Carterton rail trail corridor) and ongoing crossing improvements in town centres
- › Bikes in Schools

Upper Hutt

- › Make the town centre more vibrant and easier to walk around
- › Improve getting to rail stations by bus and bike and foot
- › Complete cycleways beside rail lines, and upgrades/links to Hutt River Trail
- › Bus network improvements as part of GWRC review
- › Potential access improvements to reduce severance (eg, Totara Park)

Hutt City

- › Progress RiverLink
- › Fast-tracked Crown investment in Te Ara Tupua (Petone to Melling underway)
- › Build on success of Wainuiomata Shared Path and continue with cycling network (Eastern Bays, Beltway) and multi-modal Cross Valley Connections
- › Possible Innovating Streets for People investment
- › Nodal development and improved multi-modal access to stations
- › Bus Review, including preparations for Double-Decker buses on network

Wellington City

- › Let's Get Wellington Moving
- › Bus improvements by adding capacity (by increasing frequency, fleet (e.g. more buses, and use of double deckers) and route refinement
- › Continued progress with wider cycle network
- › Innovating Streets (name project once it can be announced)
- › Parking Policy update

THE PLAN

This section of the mode shift plan sets out the focus areas in more detail as they relate to each of the three levers articulated in Keeping Cities Moving:

- Shaping urban form
- Making shared and active modes more attractive
- Influencing travel demand

Lever	Focus area
Shaping urban form	<ul style="list-style-type: none"> • Increase development density near rail stations and major bus hubs and significantly improve multi-modal connections to stations/hubs. • Ensure the location, layout, and design of greenfield growth areas encourages people to travel by shared and active modes. • Intensification and place-making in Wellington City, particularly along the mass rapid transit corridor. • Implement urban development projects (eg, Eastern Porirua including East-Porirua to City-Centre multi-modal transport corridor) to improve liveability and multi-modal access.
Making shared and active modes more attractive	<ul style="list-style-type: none"> • Improve rail safety, capacity and resilience by upgrading rolling stock, infrastructure and services, and purchasing additional trains to address overcrowding, provide for future growth and enable higher service frequencies. • Continue and accelerate where possible Let's Get Wellington Moving, including early delivery activities and City Streets and delivery of mass rapid transit. • Progress Bus Network Action Plan and the review of the network across the region to deliver various initiatives including bus layovers, increases in frequency, span of service and changes routes (extensions and simplifications), to reduce overcrowding and improve reliability. • Implement integrated ticketing and improve multi-modal access including bike parking and park and ride management. • Revitalise town centres in the region with a focus on walking and biking for shorter trips, through permanent changes or temporary/trial interventions through Innovating Streets for People projects across the region. • Make walking and cycling more attractive for getting to school by stepping-up implementation of the Bikes in Schools and Movin' March programmes and delivering lower speeds around schools. • Establish a connected regional cycling network by eliminating pinch points on the network and delivering transformational projects to improve access. • Promote e-bike uptake and careful management by councils of rental e-scooter schemes (along with bike schemes).
Influencing travel demand and transport choice	<ul style="list-style-type: none"> • Progress the LGWM Travel Behaviour Change and Parking Levy investigations. • Further develop and implement targeted workplace travel plans for hospitals and other large workplaces. • Use public transport fare structures alongside integrated ticketing to encourage public transport use including inter-peak, off-peak travel and on the weekends. • Develop Journey to Work and travel option and cost information throughout region especially on key corridors building on the Best Time to Travel campaign and GWRC Mobility as a Service trial. • Facilitate availability of technology and apps as enablers for increased use of shared or active mobility choices. • Update/implement parking policies to discourage long-stay on-street commuter parking and enable reallocation of road space.

A. Shaping urban form

The Wellington region is an interdependent network of cities, towns and rural areas. Much of the region has a constrained and challenging topography. This has shaped urban development patterns and resulted in two main, north-south urban development and movement corridors – with limited east-west connections.

Large areas of the region are protected in Department of Conservation and Regional Council parkland. These provide for recreation and in many parts of the region they also contain and frame the region's housing and urban development current and future footprint. The Wairarapa also contains important areas of highly productive land where the balance between primary production and urban development will need to be determined in the future.

How the region is growing

The region is anticipating an increase of between 91,000 and 151,000 people in the next 30 years, which will require between 52,000 and 66,000 homes. This is the equivalent of accommodating more than the population of another Hutt Valley within the geographical and other constraints the region has.

The Wellington Regional Growth Framework (being developed concurrently with the RLTP and this mode shift plan) will identify where housing, public transport, major cycling routes, roads, three waters infrastructure, businesses and jobs are recommended in the context of issues such as climate change, resilience, natural hazards as well as mana whenua aspirations.

The Wellington Regional Growth Framework has considered options for accommodating this growth and agreed in principle¹⁶ a future urban form where 60-80% of growth is provided for within existing urban areas (centres and nodes) and 20-40% in new greenfield areas:

- **Major centres** –major centres identified for higher density housing, employment and services (but with density in each location customised to recognise local circumstances and local constraints/hazards)
- **Nodal development** – with higher density around nodes across the region, with most developing incrementally, but a subset identified for transformational shift in density and activity
- **Greenfield** – further investigation to optimise multi-modal/other WRGF outcomes – large-scale greenfield already identified by councils/developers, and new greenfield opportunities.

Particular areas of focus for the mode shift plan in relation to shaping urban form are identified as follows:

- Increase density near rail stations and major bus hubs and significantly improving multi-modal connections to stations/hubs
- Ensure the location, layout and design of greenfield growth areas encourages people to travel by shared and active modes.
- Intensification and place-making in Wellington City, particularly along the mass rapid transit corridor.
- Implement urban development projects (eg, Eastern Porirua including East-Porirua to City-Centre multi-modal transport corridor) to improve liveability and multi-modal access.

B. Making shared and active modes more attractive

Momentum is building in the region with investments in, and improvements to, active and shared mode infrastructure, with recent catch up investment in our rail network, a new bus

¹⁶ Agreed in principle by Chief Executives, subject to further input from Iwi.

network, several new walking and cycling facilities, emergence of micro-mobility options in Wellington City and Hutt City and travel promotion initiatives for cycling and school travel.

To unlock mode shift in the region, ongoing investment in infrastructure and service provision is key, especially those that support increased capacity and service levels for public transport on rail and bus to manage overcrowding and to make public transport attractive, as well as a network of separated cycling and micro-mobility infrastructure.

Improve public transport capacity, frequency and reliability through investment in better services and infrastructure

Investment in rail has ramped up in the last 3 years. Current investment in the rail network is focused on:

- Catch up renewals: improvements to the traction, track, bridge and sleeper infrastructure to enable the network to run more reliably and make timetable improvements. While the catch-up renewals began in 2012, they ramped up after 2017 with the series of Wellington Metro Upgrade Programmes (WMUP), which is expected to be complete ahead of schedule by 2024.
- Enabling increased capacity and reliability: building on the catch-up renewals these investments facilitate and enable patronage growth on the metro lines through double tracking between Trentham and Upper Hutt, improvements to Wellington station approaches, Plimmerton turn back and loop, other track layout changes to increase capacity, additional traction substations and the redesign of Woburn Junction. Also, although not yet funded this package of investments includes the installation of automatic train protection with new signalling to allow better management of trains on the network. These investments will enable improvements to the frequency of trains with the implementation of a timetable change to provide trains every 15 minutes in the peak in approximately 2024.
- The longer distance track infrastructure and rolling stock: initial investments are planned to improve Wellington station, the Wairarapa line, platforms, loops and crossing upgrades. Also, investment has been made to refurbish existing carriages to keep them in services until new carriages arrive, and lastly, the procurement of new rolling stock for Manawatu and Wairarapa lines, and additional stabling is in planning stages. The Detailed Business Case (DBC) for the North Island Rail Integrated Management (NIRIM) project will explore the potential for service frequency, capacity, speed and reliability improvements for the longer distance services between Wellington – Palmerston North (Manawatu Line) and Wellington – Masterton (Wairarapa Line). With the potential for the Wellington Growth Framework to locate additional development along the Manawatu and Wairarapa lines, the need to purchase new rolling stock provides an opportunity to consider the mode shift potential of a step change in service provision. Regular all-day clockface train services could encourage significant increased levels of demand, especially if journey times are faster and total passenger costs cheaper than the car alternative.

Rail ridership growth has generally exceeded forecasts in recent years. Early work on updating the Regional Rail Plan indicates the current generation of capacity enhancements will only be able to meet demand for the next 6-10 years. This means longer-term projects may need to be brought forward for completion within the next decade, so the rail network is able to 'get ahead of the curve' and avoid severe overcrowding. Detailed planning of this 'next generation' of rail network improvements is underway and includes consideration of the following projects:

- Electrification beyond Waikanae
- Double tracking the section between Pukerua Bay and Paekākāriki
- Grade separation of lines leaving Wellington Station

- Improvements at Waikanae station including some double tracking

The bus network was redesigned in 2018 to better align with international best-practice and increase service frequencies. While there have been some transitional issues with the changes, ridership has increased. Providing sufficient capacity to meet demand remains a challenge due to fleet and driver availability as well as congestion on main routes into the city and the Golden Mile.

Looking ahead, key improvements to the bus network over the next few years are:

- Increasing bus priority on key routes, to provide a faster and more reliable service.
- Implementing integrated ticketing by 2022 to make trips that require use of buses and trains cheaper and easier.
- Complete bus network reviews in the wider region (outside of Wellington City) to increase service frequency and provide better access for all.
- Continue to refine and improve the network within Wellington City, including ongoing upgrades to the bus fleet, providing additional buses for the fleet (and more capacity for the network), providing space for layover throughout the region, especially around the Wellington Railway Station precinct and recruiting more drivers.
- Response activities within the design and implementation of the bus network to respond to step changes such as LGWM initiatives as they rollout to fit the systems together and to take advantage of the full benefits of an integrated public transport system using all of its component parts, including mass rapid transit, bus priority, bus stops and bus stop access and payment and ticketing approaches.
- Ongoing electrification of the bus fleet.
- Provide a second public transport route through the central city to support mass rapid transit.
- Progress the investigation, design and ultimately delivery of a new mass rapid transit corridor through the city centre and south/east, as part of LGWM. This investment will support urban development and intensification in the city and enable many more people to live and work near public transport.

Make walking and cycling safe and attractive travel choices by prioritising these modes in the design and layout of our streets

Walking and cycling could play a much bigger role in the region's transport system, especially for shorter trips to major employment centres, to schools and in expanding the catchment of the rail network and frequent bus routes. A connected regional cycling network that eliminates gaps, links transformational projects and provides feeder routes to town centres and other facilities will greatly improve the level of service for cyclists.

LGWM includes a suite of pedestrian and cycle friendly initiatives in Wellington City. Wellington City Council plan to deliver a cycle network throughout Wellington with the goal of ensuring that getting about by bike is a safe and viable transport choice for people of all ages and abilities – safer routes within neighbourhoods, and better connections between suburbs. Ultimately this will include the Great Harbour Way/Te Aranui o Pōneke, a walking and cycling route around Te Whanganui-a-tara, Wellington harbour from Fitzroy Bay in the east to Sinclair Head in the west.

Cycling improvements are planned around the region, such as CBD to Titahi Bay Shared Path, Stage 2 Wi Neera-Onepoto, Hutt City cycling and micro-mobility improvements, including Petone Esplanade, east-west connections, school clusters, the Beltway as well as Peka Peka to Ōtaki Shared Path.

Ensuring momentum is maintained for these larger projects is important along with creating links to each other and town centres and way-finding. This extends their use beyond recreational users to include commuters and people making other utility or social trips.

Making changes to the layout and design of streets can be a challenging process, with trade-offs needing to be made. Tactical urbanism is a valuable way to test out changes to urban streets and to get input from users and the community through co-design and placemaking. Projects to increase walking and cycling in Hutt City, Wellington and Porirua were successful in getting funding through Waka Kotahi's recent Pilot Fund. These will be implemented as temporary interventions within the next year, and these are likely to be converted to effective and well accepted permanent changes within the next NLTP or soon thereafter. These projects should pave the way for tactical urbanism to be used for other projects to inject co-design, creativity and trials to help inform and de-risk permanent projects.

A particular opportunity exists through the relatively new technologies of e-bikes and e-scooters, which can help overcome issues of hills, wind and distance. This opportunity will only be realised if there are substantial improvements to street design and the provision of safer dedicated infrastructure. Cycle network planning needs to take E-bike use and the proportion of women that cycle to travel to work into account.

E-bike sales are steadily increasing in New Zealand and recent research in New Zealand reveals that e-bike use enables trip-chaining, an increased proportion of women cycling compared to push-bikes and range extension from around 5kms to 15kms. The key barriers to owning and using e-bikes (that are different to push-bikes) are cost, security and ability to keep up with traffic. Ways to support purchase of e-bikes, secure bike parking and speed limits of 30km/hr in some urban streets will all help e-bike sales and use. The Waka Kotahi E-bike employer scheme has been taken up by 10 government agencies, and local government in Wellington region so far, mostly based in Wellington city.

Rental shared e-scooter and bike schemes are popular, provide a flexible form of mobility to city centres and make a positive contribution to mode shift. There are some challenges with their parking and use that cities need to find creative ways to manage. As cycle infrastructure becomes more widely available, some of the pressure on our footpaths will be relieved.

There are opportunities to improve safety and accessibility around schools

Safer speed limits around schools can lower actual travel speeds, making these areas safer, more attractive and more accessible places for children to walk and cycle to school. The government's proposed speed management planning process will allow for a more streamlined and coordinated approach to speed management. Through this planning process, road controlling authorities will be required to reduce speed limits around urban schools to 30 km/h (or 40 km/h where appropriate) and around rural schools to a maximum of 60 km/h. These could be variable speed limits where appropriate.

Road controlling authorities will also be expected to consider safer speed limits around schools in urban centres where there are high numbers of active mode user and it is expected that by 2022 there must be a plan for all schools to have lower speed limits in place over the 10 years of the Road to Zero strategy. By 2024, we expect to see 40 percent of schools with speed limits in compliance with the Rule, and reductions in actual speeds in areas where speeds limits have been lowered. Other initiatives that can be increased are Bikes in Schools, Movin' March and crossing and intersection safety initiatives.

C. Influencing travel demand and transport choices

Travel choices are influenced by a wide variety of factors, such as travel time, reliability, cost, ease of use, safety and flexibility. The previous section focussed on improving public transport services and proving walking and cycling infrastructure. However, for these service improvements to have the most impact on mode shift, they need to be complemented by a range of other tools that help encourage people to change the way they travel.

These initiatives can include a wide variety of both push and pull approaches to encourage use of shared and active modes or to discourage car use. They can also include financial

instruments such as road pricing and parking charges to discourage private vehicle travel and that support a more efficient overall transport system.

The Let's Get Wellington Moving Travel Behaviour Change business case will be the main platform for soft travel demand initiatives in Wellington City. It will also help minimise and capitalise on the impacts on the city of any construction to shift behaviour. This study may provide some useful insights and ideas for other parts of the region.

GWRC has a Travel Demand Management programme and is developing one for the next three years.

- The current initiatives include: Large Employer Travel to Work Plans
- Active modes in schools, including Movin' March and Scooter training. Half of Wellingtons schools are taking part in Movin' March
- Travel Awareness campaign: Aotearoa Bike Challenge
- Smart travel: car share initiatives
- Monitoring and data: ongoing effort to collect and report.
- A regional cycling map is planned with practical information for cyclists (eg, shows, fix it stands, school bike tracks, quiet roads)
- Promotion of cycle skills and safety messages to support new cyclists to gain confidence including Pedal Ready cycle skills training and Bus and Bike to improve workshops.

In addition to these initiatives, further areas of focus are:

- Further develop and implement workplace travel plans that result in better travel options for hospital and other large workplace employees. GWRC plans to develop a workplace travel plan with Wellington Regional Hospital and will roll this out to a further 5 large workplaces and provide guidance for other organisations to use. Wider roll out of ambitious workplace travel plans should be pursued around the region.
- Develop Journey to Work information throughout the region, especially on key corridors for Best Time to Travel campaign and GWRC Mobility as a Service trial
- Facilitate availability of technology and apps to support shared or active mobility choices and parking management tools

Public transport fare changes, parking fees and overall parking policies have a significant impact on peoples' travel choices.

PT fare changes can help attract more people to public transport. They can be used to reduce the relative price for off peak travel and to support users with different financial or physical abilities. Fare changes were introduced with the 2018 Bus Network review and more are planned to encourage peak spreading and along with the introduction of integrated ticketing.

The desirability and viability of a parking levy in Wellington will be investigated by LGWM¹⁷. If well designed, a parking levy can target commuters and encourage use of active modes or public transport. The inclusion of some exemptions and concessions, like in Melbourne, such as for residential and disabled parking, and spaces provided free of charge for visitors and patients, would give more equity.

The review of Wellington City's parking policy is a valuable opportunity to implement a parking policy that proposes a demand-based and dynamic approach to pricing and new objectives to prioritise active and shared modes through a parking space hierarchy. For example, it proposes a significant increase in parking prices after the first three hours to encourage turnover in high demand areas. It will set out different approaches for key transport routes and the central area, suburban town centres, city fringe, residential streets and so on. It will take

¹⁷ There has been a parking levy in Melbourne since 2006 to reduce traffic congestion in central Melbourne by encouraging more motorists to use public transport.

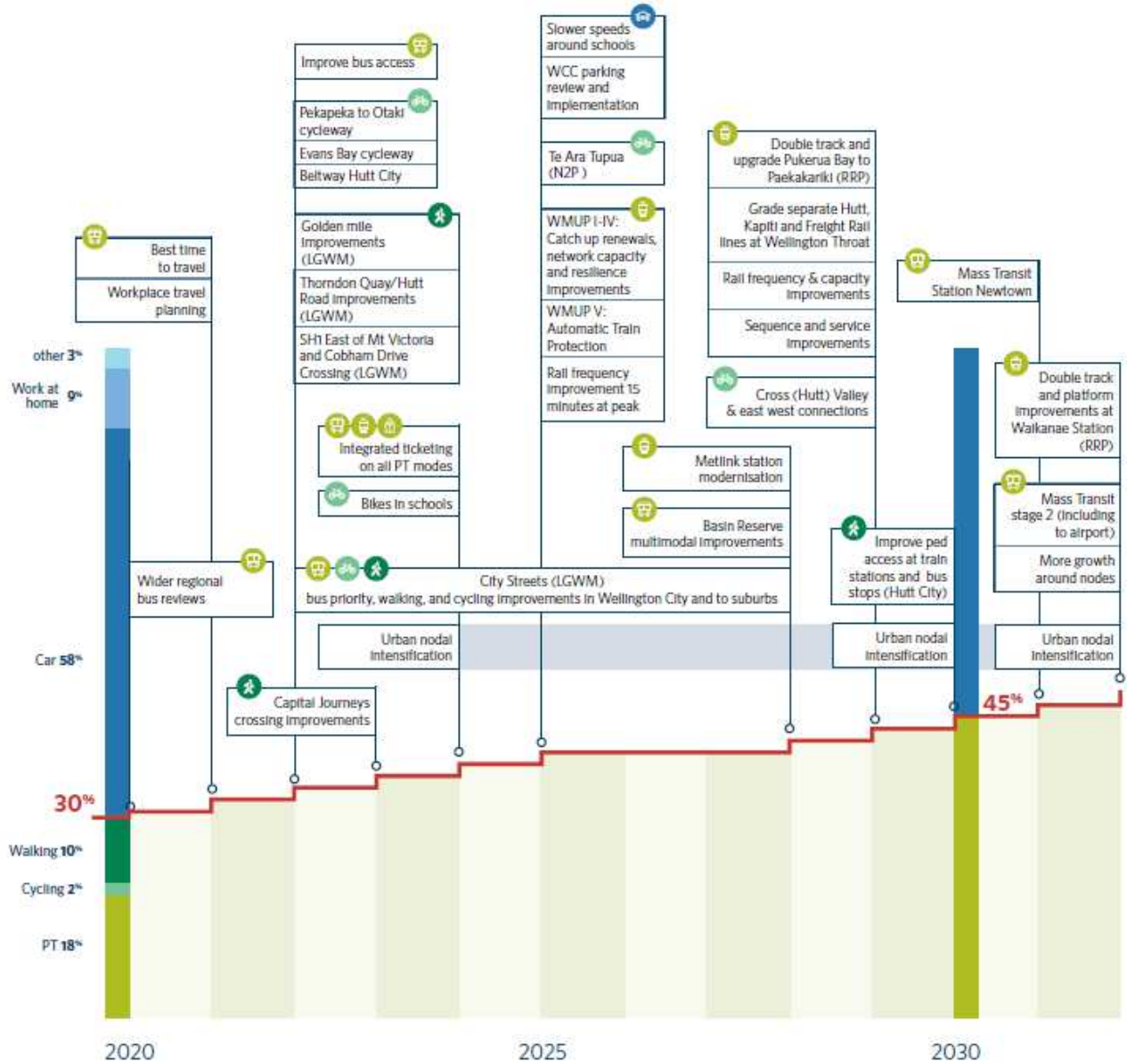
into account the supply of non-Council off-street parking (mostly in inner city areas) to provide longer-stay parking options.

The implementation of this approach will be key to ensure that the tools provided in the parking policy are utilised to enable parking for shorter periods of time, discourage parking for longer periods, provide for newer forms of transport such as electric vehicles and space for bus priority, cycle lanes and wider footpaths where these are needed most. Parking offences and penalties are set in the Offences and Penalties Regulations and The Local Government Act rather than by councils. The penalties are low which limits ability for councils to set fees and compliance rates are low. This issue is being investigated through a central government review of the Offences and Penalties Regulations and The Local Government Act.

Indicative step changes in mode share over the next 15 years

The combination of land use change, infrastructure investments, service improvements and other key initiatives will improve mode share over time. We envisage a proactive approach that brings forward improvements so that the share of shared and active modes can continue to improve at pace.

Indicative mode share step changes as a result of investments and service improvements



IMPLEMENTATION

Funding

The investment activities to deliver the plan are outlined in the Appendix A: Wellington Mode Shift Focus Areas and Activities. The majority of the projects identified in the focus areas that are already in progress are primarily funded under the NLTF and some are or may attract funding as part of an economic stimulus package or through the NZ Upgrade Programme.

This plan has helped inform the development of activities for the RLTP, noting that what activities are included will be confirmed as the RLTP is finalised in April 2021. For projects that involve multiple partners, such as multi-modal station access, it is recommended to scope these activities alongside the WRGF process.

There are some essential projects that together will unlock mode shift in the Wellington Region in the shorter-term and in the longer-term.

Shorter-term projects:

- Continuing with the improvements of the bus network throughout the region, including its hubs, linkage to rail and future MRT, increasing capacity and bus priority measures and space for layover and infrastructure such as charging or driver facilities
- Ensure emphasis on short trips exists in planning in all parts of the region and for all urban centres and destinations in the region.
 - More effort on walking and cycling improvements in Wellington City – taking into account ebikes – separated cycle lanes and bike parking
 - Short trips in all urban centres including town and suburban centre revitalisations
 - Using Innovating Streets for People techniques to quickly progress these initiatives with input from the community.
- Investigation of a Parking Levy as part of LGWM is planned to understand the desirability and viability of introducing a parking levy into Wellington
- Focus on travel planning including work place travel planning as led by GWRC
- Investigate a journey time and cost information technology initiative, building from the Best Time to Travel initiative planned for Transmission Gully and the GWRC's mobility as a service trial.

Longer-term projects planned after 2024 may not yet be budgeted for, but it is recommended that the investment pathways for these are mapped out (again as part of the RLTP and later RPTP process).

Major investment decisions relate to:

- Procurement of new longer distance and metro rolling stock – it takes approximately 6 years lead-in time from a contract being awarded to a new fleet being fully operational. It will be important to learn from the procurement of for the Matangi train units where the number of trains purchased did not meet demand because the investment analysis was based on low growth estimates.
- Other rail projects as per Regional Rail Plan: electrification beyond Waikanae, double tracking the section between Pukerua Bay and Paekākāriki, grade separation of lines leaving Wellington Station at Wellington throat and improvements at Waikanae station including some double tracking.
- Let's Get Wellington Moving:
 - Mass rapid transit – which will create a step change in public transport level of service in Wellington City enabling more people to get around the city more quickly and easily.

- Strategic highways including multimodal improvements at the Basin Reserve and through Mt Victoria

This plan indicates Waka Kotahi is committed to support mode shift oriented projects that are under its control. Our funding partners should also ensure they mention and align their investment proposals with this plan to have a better chance of a higher results alignment with our investment criteria.

There are some issues with funding that will need to be addressed

Impact of COVID-19 on funding sources and capacity to respond to mode shift is the largest issue facing the funding of mode shift activities. At this time, when economic limitations and stimulus on its own might seem like a priority a key challenge is to ensure our perhaps more limited investments and activities continue to prioritise mode shift and help address emissions and health challenges at the same time.

Resilience is important, there may be another outbreak of COVID-19 in New Zealand, another health crisis or other unexpected event that has an impact on travel or travel patterns such as a large earthquake or storm event¹⁸. As the transport system is adjusted to support increased mode shift, it will be important that investment decisions take into account our ability to respond to these events and to plan for the longer-term impacts of climate change which will increase the likelihood and severity of many of the hazards we face in Wellington.

This plan points Wellington Region investment partners towards investment in both land use changes and transport initiatives. The emission reduction potential of stand-alone transport policies will only get us so far, when combined with land use intensification around rail stations and public transport stops and other land use initiatives to encourage walking and cycling, the benefits of each can be combined for an even greater impact on mode shift and emission reduction than these changes would enable on their own.

This plan is intended to support bold and smart investment decisions by leaders and politicians that not only support economic activity but that also supports mode shift, emissions reductions and to improve health outcomes. It seeks a new approach to reducing emissions in the Wellington region that benefits from the combined impact of targeted land use with transport initiatives and that will have a better chance of contributing to New Zealand's ability to reach net zero emissions by 2050.

Building community support

Building community support for mode shift is vital, especially as where changes to the layout and operation of existing streets is required. There is generally strong support for providing better travel options – for example two-thirds of people in the Wellington region agree that investing in cycle lanes is important. However, changing street design and travel habits quickly becomes highly localised and personal, presenting challenges in implementing the very initiatives that improve travel options.

Therefore, building community support should seek to provide information about easy ways to travel and build a story about positive experiences on our public transport network or about workplaces providing flexibility.

Trialling changes to street layout is a great way of building community support, as designs can be evolved over time in response to feedback before becoming permanent. The Innovating Streets for People Projects in the Wellington Region have the potential to build capability for more innovative ways to consult and implement changes to streets, and to create positive

¹⁸ The Wellington Region has experienced a number of emergencies caused by hazards, including earthquakes, floods, landslides, drought and pandemics. <https://wremo.nz/hazards/introduction/>

social licence to put in more space for walking and cycling in our streets through co-design with the community.

The impact of COVID-19 in the short term and the medium term has created some disruption. During the lockdown and increased alert levels there was a sudden increase in people walking and cycling. It has also enabled individuals and businesses to understand how to work from home and how to use online meeting platforms. These new perspectives should assist the community response to mode shift as we recover.

There are some initiatives that would help to build community support:

- In the walking and cycling space (as well as to support access to PT), the Innovating Streets for People approach will involve the community in on-the-ground testing and co-design of changes to our streets before they become permanent. This will help with community support for permanent changes because they will get the chance to see how they work on the street and will have buy-in as a result of contributing to the design process.
- Readily available journey time information and accurate real time information, including mobility-as-a-service initiatives to empower individuals to make daily decisions to improve on mode shift.
- Communication campaigns that draws on peoples' shared values rather than focussing on more detailed technical and information about individual impacts, will help re-shape the conversation and better support behaviour change.¹⁹

Monitoring and measuring progress

The draft RLTP targets related to mode shift (30% reduction in transport generated carbon emissions by 2030 and 40% increase in active travel and public transport mode share by 2030) will be reported against as part of annual RLTP reporting and reported to the Minister by Waka Kotahi on an annual basis.

Waka Kotahi will use this RLTP report to update the Minister on progress with delivering the mode shift plan, as part of reporting on the national mode shift plan and the plans for each of the main centres/regions.

¹⁹ How to Talk About Urban Mobility and Transport Shift A Short Guide, The Workshop, 2020.

APPENDIX A – WELLINGTON MODE SHIFT FOCUS AREAS AND ACTIVITIES

This table sets out the focus areas and activities for the mode shift plan grouped under the relevant lever and aligned to the relevant (draft) RLTP 2021 objectives and/or investment priorities. The activities will be further developed and confirmed as part of the RLTP 2021 programme development.

Lever	RLTP objectives/priority investment focus	Mode Shift Plan focus areas	Mode Shift Plan activities	Indicative timeframe	Responsibility	
Shaping urban form	Objective 2: Transport and land use are well-integrated to support compact urban form, and a strong regional economy.	Increase development density near rail stations and major bus hubs and significantly improve multi-modal connections to stations/hubs	Master-planning/station access planning at priority rapid transit nodes and major bus hubs.	2020-2024 initially, then over 10 years	All (or as identified through WRGF)	
		Ensure the location, layout and design of greenfield growth areas encourages people to travel by shared and active modes	Confirm greenfield locations that best deliver /have potential to deliver on WRGF objectives including improved multi-modal access.	2020-2021	All (or as identified through WRGF)	
		Intensification and place-making in Wellington City, particularly near mass rapid transit and public transport corridors	Planning for Growth city spatial plan aligned with LGWM MRT (business case) and urban development workstream	2020-21 initially, ongoing	WCC, LGWM	
		Implement urban development projects (eg, Eastern Porirua including East-Porirua to City Centre multi-modal transport corridor) to improve liveability and multi-modal access	Eastern Porirua project is ongoing. Other projects being scoped as part of WRGF.	2020-2040	PCC/Kāinga Ora Others to be explored as part of WRGF	
Making shared and active modes more attractive	Objective 1: People in the Wellington region have access to good, affordable travel choices. Build capacity and reliability into the Wellington region's rail network and the Wellington City public transport network to accommodate future demand	Improve rail safety, capacity and resilience by upgrading rolling stock, infrastructure, and services and purchasing additional trains to address overcrowding, provide for future growth and enable higher service frequencies	Progress with funded projects including: <ul style="list-style-type: none"> WMUP I-IV, VI WMUP V Frequency improvement Riverlink Melling Station Access improvements Metlink Station modernisation 	2020-2026	KiwiRail, GWRC	
			Purchase additional trains to address overcrowding to address overcrowding, provide for future growth, and enable higher service frequencies via: North Island Integrated Mobility (longer-distance rolling stock) DBC including procurement	2021-2026	GWRC	
			Finalise the Regional Rail Plan incl. indicative timeframes and scale for large investments in next 30 years especially: <ul style="list-style-type: none"> Electrification extension to Palmerston North and Masterton Double track Pukerua Bay to Paekakariki Grade separate Hutt, Kapiti and freight at Wellington Throat Double track and platform improvements at Waikanae 	2024-30	GWRC and KiwiRail	
			Continue and accelerate where possible LGWM including early delivery activities, City Streets package and delivery of mass rapid transit, strategic highway improvements	Early delivery projects (Golden Mile, Safer Speeds 30km, Thorndon Quay/Hutt Rd, SH1 Safer Speeds East of Mt Victoria and Cobham Drive Crossing)	2020-2022	LGWM
		Progress Bus Network Action Plan and the review of the network across region to progress a combination of initiatives including bus layovers, increases in frequency, span of service and route changes (extensions and simplifications), to reduce overcrowding and improve reliability	City Streets – bus priority and walking and cycling improvements	2021-2028	LGWM	
			Smarter Transport Network	2021-31	LGWM	
			Mass Rapid Transit Railway Station to Newtown	2023-31	LGWM	
			Strategic highway including multimodal improvements at the Basin Reserve and through Mt Victoria	2023-31	LGWM	
			Mass Rapid Transit stage 2	2031-37	LGWM	
			Metlink Wellington City Bus Network Action Plan	2020-23	GWRC	
			Bus network review wider region including Porirua City Council, Hutt Valley, Kāpiti Coast District Council and Wairarapa Councils	2021-24	GWRC	
			Busy layovers (eg, Wellington interchange)			
		Implement integrated ticketing and improve multi-modal access including bike parking and park and ride management	Better pedestrian access to bus stops	2020-24	Hutt City Regional TAs	
			Underway in Hutt City Other parts of region	TBD		
			Integrated ticketing as part of national ticketing system	2022	Waka Kotahi, GWRC	
			Smarter Connections park and ride strategy for possible parking management, potential capacity increases, bike parking at stations	2018-24	GWRC	
		Make walking, cycling and public transport a safe and attractive option for more trips through the region	Revitalise town centres in the region with a focus on walking and biking for shorter trips, through permanent changes or temporary/trial interventions and Innovating Streets for People projects	Improve multi-modal access to public transport hubs, especially train stations	2020-24	Waka Kotahi, GWRC
				Innovating Streets projects/potential projects in Porirua, Wellington City, Hutt City, Kāpiti and Wairarapa	2020 – 23	WCC, HCC, SWDC, KCDC, PCC
				Continue with Pedal Ready, free cycle skills training for children and adults in the Wellington region	2020 -21	Waka Kotahi, GWRC and all other councils
				Wellington Cycleways Master Plan, including Eastern Bays	2020 – 30	WCC
Opportunity in Eastern Porirua to improve crossing safety for pedestrians across key corridors and in school zones alongside slower speeds	2021-2024			PCC		
Opportunity to improve walking and cycling access in Porirua as part of change in function of SH1	2021-24			Waka Kotahi, PCC		
Progress with Pedal Ready, free cycle skills training in Paraparaumu, focused on Kāpiti Road and Rimu Road and town centres	2021-24(?)			Kāpiti Coast District Council		
Opportunity to review Wellington City suburban centres or community locations and other regional town centres for pedestrian and cycle improvements	2021-25			All councils		
Capital Journeys Programme upgrades to zebra crossings in Wairarapa towns on state highway two and 53.	2020-24*			Waka Kotahi		
Make walking and cycling more attractive for getting to school by stepping-up implementation of Bikes in Schools (and Movin' March programmes and delivering lower speeds around schools	To make Bikes in Schools accessible to an extra 14,500 students each year or total 43,500 between 2018-21.			2018-21*	Waka Kotahi (with partner funding by schools during implementation)	
	Opportunity to continue and step up Bikes in Schools programme – develop business case to continue and ramp up programme beyond 2021.			2021-24	TBD	
	Increase number of schools participating in active modes in schools programme: Movin' March and Scooter training. Half of Wellingtons schools are taking part in Moving March (underway).			2020-24	Greater Wellington	
	Road to Zero: NZ's road safety strategy 2020-2030 legislation and rule programme: By 2022 all schools must have a plan for lower speed limits within 10 years	2020-30 2022	Waka Kotahi Wellington region Schools			

Lever	RLTP objectives/ priority investment focus	Mode Shift Plan focus areas	Mode Shift Plan activities	Indicative timeframe	Responsibility
			By 2024, 40 percent of schools with speed limits in compliance with the Rule, and reductions in actual speeds in areas where speeds limits have been lowered	2024	Wellington region Schools
		Establish a connected regional cycling network by eliminating pinch points on the network and delivering transformational projects to improve access	Progress transformational projects: CBD to Titahi Bay Shared Path and East Porirua Cycling Spine	2020-21 2020-25	PCC PCC
			Peka Peka to Ōtaki Shared Path	2019-21	Waka Kotahi
			Otaki to North of Levin Shared Path	TBC	NZ Upgrade Programme
			Improve connectivity between Johnsonville and Tawa	TBC	Waka Kotahi
			Te Ara Tupua, Ngauranga to Petone section	2019-25	Waka Kotahi
			Te Ara Tupua, Petone to Melling section	2019-21	Waka Kotahi
			Hutt City and Micromobility improvements including for Petone Esplanade, east-west connections including Knights Road, School clusters, the Beltway, Hutt City walking and cycling bridge as part of RiverLink	2020-26	HCC
			Eastern Bays Shared Path	2020-23	HCC
			Maps, information about routes	2020	KCDC
			Kapiti Coast Ride-and-Stride		
			Region cycling maps with practical information for cyclists	2021-22	GWRC
			Progress Five Towns Trail and links to stations	2021-2025	Wairarapa Councils
			Carterton Walkway to train station	2021-22	CDC
			Ensure bike parking/secure e-bike parking in key locations: <ul style="list-style-type: none"> Increased secure bike parking at train stations Opportunity to review current parking and identify more locations 	2021-24	GWRC, WCC, HCC, PCC
		Promote e-bike uptake and careful management by councils of rental e-scooter schemes (along with bike schemes)	E-scooter share schemes WCC and Hutt City	2019-2020	WCC, HCC
			Opportunity to increase uptake E-bike employer scheme in Wellington employers	2020-2024	GWRC
			Investigate e-bike subsidy	2020-2025	Waka Kotahi/MOT
Influencing travel demand and transport choices	Improve access to key regional destinations, such as ports, airports and hospitals, for people and freight	Progress the LGWM Travel Behaviour Change and Parking Levy investigations	Progress the LGWM Travel Behaviour Change and Parking Levy investigations business cases that will provide recommendations for what occurs in this area through LGWM to encourage mode shift, and develop options for managing construction impacts	2021-24	LGWM
		Further develop and implement workplace travel plans that result in better travel options for hospital and other large workplaces	Progress at least 6 work place travel plans including one for Wellington Regional Hospital	2020-24	GWRC
		Use public transport fare structures alongside integrated ticketing to encourage public transport use including inter-peak and off-peak travel	Metlink markets its public transport fare instruments to encourage PT use and inter-peak and off-peak travel.	2022-24	GWRC
		Develop Journey to Work information throughout the region, especially on key corridors for Best Time to Travel campaign and GWRC Mobility as a Service trial	Best Time to Travel campaign rolling out in 2020 for SH1 to help with mode shift or peak spreading. Wider Journey to Work information campaign	2020-21 2021-24	Waka Kotahi, GWRC Waka Kotahi, GWRC
		Facilitate availability of technology and apps to support shared or active mobility choices and parking management tools	Investigate opportunities and information for users	2021-24	GWRC, All
		Update/implement parking policies to discourage long-stay on-street commuter parking and enable reallocation of road space	WCC parking policy implementation to give priority to shared and active modes on streets and provide better price indicator for on-street car parking	2021-2024	WCC,
			Support a central government review of the Offences and Penalties Regulations and the LGA to support WCC to implement its parking policy review	2020-2021	Shared responsibility
			Focus on parking management in Porirua City Council and Hutt City Council to better support shared and active mode infrastructure and to encourage mode shift	2021-2024	HCC