WELLINGTON REGIONAL LAND TRANSPORT PLAN 2015

Working Paper 1

Review of Wellington Region Land Transport Strategy 2010-2040 Targets

greater WELLINGTON
REGIONAL COUNCIL
Te Pane Matua Taiao

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Wellington's Regional Land Transport Plan

Working Paper 1 – Review of Wellington Region Land Transport Strategy 2010-2040 Targets

Data & Analysis Team

For more information, contact the Greater Wellington Regional Council:

Wellington
PO Box 11646

T 04 384 5708
F 04 385 6960
www.gw.govt.nz

January 2015

www.gw.govt.nz
info@gw.govt.nz

Contents

1. Introduction

1.1 Policy context for RLTP working papers

The Regional Land Transport Programme represents the Wellington region's bid for funding from the National Land Transport Fund (NLTF) which is administered by the New Zealand Transport Agency (NZTA).[1] The current Regional Land Transport Programme, covering the period 2012 to 2015, reflects both the national direction provided in the Government Policy Statement on Land Transport Funding 2012/13-2021/22 (GPS) – which includes a focus on economic growth and productivity, value for money and road safety – and the Wellington region's priorities and outcomes in the Regional Land Transport Strategy (RLTS).

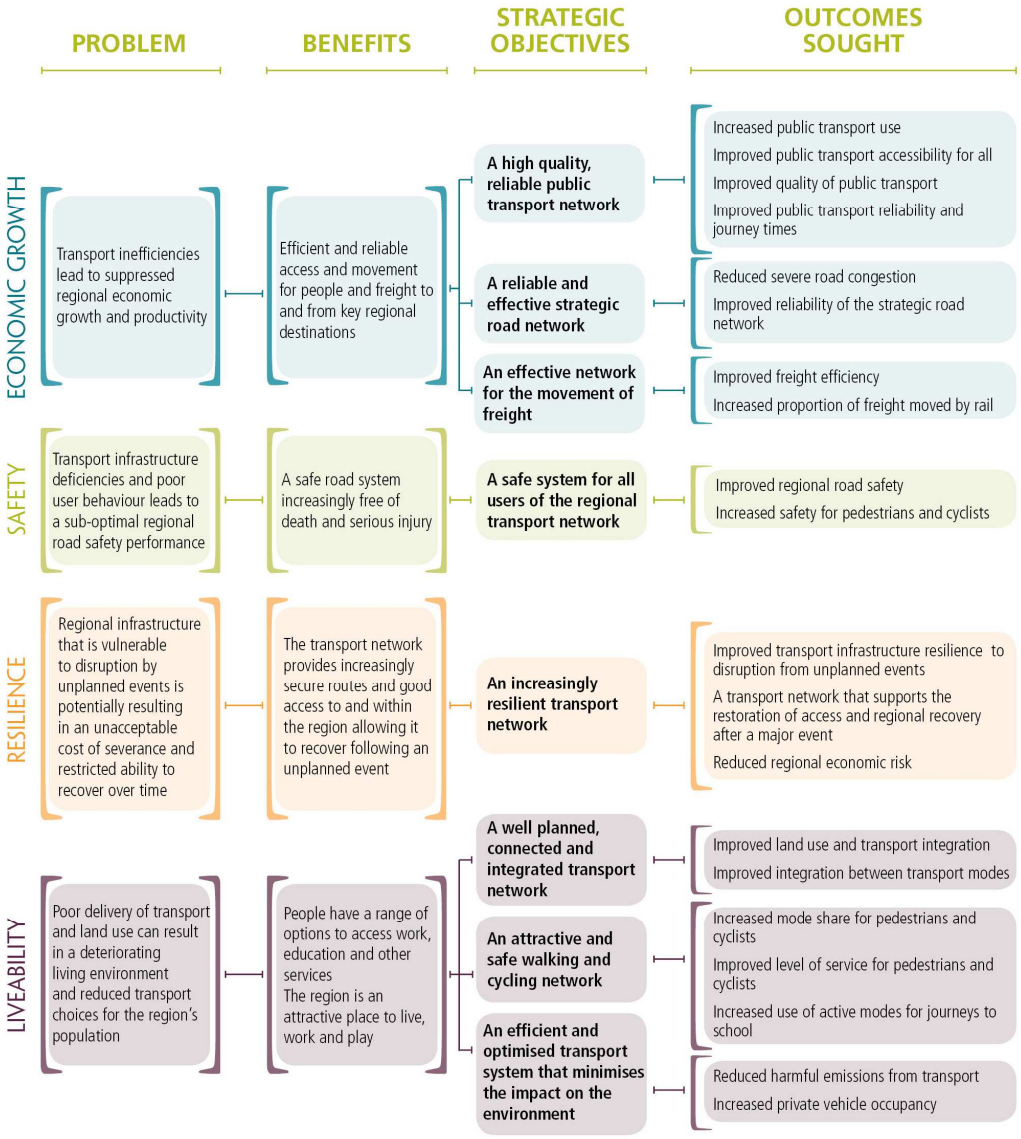
From 1 July 2015, the Land Transport Management Act (2013) requires that the RLTS and Regional Land Transport Programme be consolidated into a new planning document called the Regional Land Transport Plan (RLTP). The Wellington Regional Transport Committee[2] is developing the new RLTP to be adopted in April 2015. The RLTP will set out the region's land transport objectives, policies, measures and targets for at least 10 years, i.e. for the period 2015 to 2025 (with a view to the strategic approach for development of the land transport network over the longer term, of up to 30 years). The RLTP will identify the transport activities for funding in the short term (up to six years) and the regional priority to be given to these projects.

As shown in Figure 1, the RLTP will address the challenges facing the region in terms of its transport network, relating to four key areas – economic growth, safety, resilience and liveability.[3] The figure shows the benefits associated with addressing the challenges, then these feed into a list of eight key objectives and associated outcomes. How these outcomes are measured, and the targets relating to the objectives, are the focus of this set of RLTP working papers.

The new RLTP needs to reflect changes to the purpose and decision-making criteria in the Land Transport Management Act (LTMA) with a new focus on aiming for an 'effective, efficient, and safe' transport network and to reset targets out to 2025 (the targets are out to 2020 for the existing RLTS). It is therefore timely to review the region's outcomes and targets to ensure that they are relevant and measurable.

[1] Note that funding is not guaranteed for all projects included in the RLTP. Final decisions regarding funding are taken by the NZTA.
[2] The Regional Transport Committee comprises Greater Wellington Regional Council (GWRC), the city and district councils in the Wellington region, and NZTA.
[3] Definitions of these terms may be found at GWRC (2015): *Regional Land Transport Plan 2015 (for consultation)*, p.141.

Figure 1 RLTP problems, benefits, strategic objectives and outcomes sought



1.2 Overview of RLTP working papers

In order to inform the RLTP policy framework, a series of five working papers have been developed. There is a set of measures and targets associated with the RLTS for 2010-2040. The RLTP for 2015 will also contain a comparable set of measures and targets, but with changing circumstances and patterns of behaviour, and developments in the region since the last set were established, some revision is appropriate.

The five working papers start with a review of the current situation for the Wellington regional transport network, look at trends and influences in recent years; pressures and issues relating to the region's transport network; and arrive at a revised set of targets and measures for the RLTP, informed by modelling and by actual trends.

The five working papers, of which this is the first, are as follows:

Working Paper 1: Review of Wellington Region Land Transport Strategy 2010-2040 Targets

This paper begins the process of transition from RLTS to RLTP by reviewing the region's land transport outcomes and associated targets which are determined by the strategic objectives for the region. The paper focuses on whether the targets are relevant, measurable and achievable, and the extent to which the work carried out by the Greater Wellington Regional Council can influence progress towards achieving these targets. The purpose of this paper is to provide information to guide the development of SMART targets – specific, measurable, achievable, realistic and time-bound – for the 2015 RLTP, which will cover the period 2015 to 2025.

Working Paper 2: Background Trends and Issues

This paper summarises demographic and transport-related trends over the last 10 to 20 years, suggests how these trends might develop in the short to medium term and the implications that this might have for future travel demand and the transport system. It arrives at a summary of trends and issues affecting the region's transport network and identifies areas where future travel demand growth may occur. The purpose of this paper is to provide an evidence base for the development of an 'expected future' scenario that will be used to inform the development of RLTP targets.

Working Paper 3: Transport Modelling Approach

Drawing upon information presented in Working paper 2, this paper outlines the infrastructure, land use and economic assumptions that form the basis for the development and modelling of a number of future scenarios in the Wellington Transport Strategy Model (WTSM). This paper provides a description of the scenarios that are modelled in the WTSM. The modelling produces an 'expected future' for the Wellington region's transport network, and a range of alternative scenarios as key assumptions are varied. The scenario results are analysed in Working paper 4.

Working Paper 4: Development of Future Scenarios

This paper presents the results from the WTSM scenarios modelling in Working paper 3 and outlines how the different future scenarios that are modelled result in different travel patterns. The modelled impacts of the scenarios are compared according to key performance indicators. The results of 'revised future' modelling are presented with revisions to two central expected future assumptions based on 2014 policy decisions. Drawing upon the modelling and information presented in the background paper, the 'expected future' scenario is developed further, and this is the expected future that forms the basis for the development of the RLTP targets.

Working Paper 5: Targets Development

This final working paper brings together the analysis from the first four working papers to produce a revised set of targets and measures for the RLTP. The purpose of this paper is to outline and provide rationale behind a set of targets that are considered challenging, yet achievable, and will help the region make progress towards a range of strategic objectives and outcomes.

A glossary of terms for the five working papers is provided as a separate document.

1.3 Outline of this working paper

This working paper provides an overview of the RLTS outcomes and targets sought for the Wellington region's land transport network for the period 2010-40. The current RLTS identifies the key areas that drive performance (outcomes), and the targets show the desired level of performance, that represents success at achieving that outcome. The latest data which measure the RLTS outcomes are presented and apparent trends in progress toward targets are indicated. A brief commentary is provided on the likely regional, national or international influences on the performance of the RLTS outcomes, e.g. increases in fuel prices, regional investment in rail infrastructure, population growth.

Each target is then reviewed against a set of five 'SMART' criteria (defined below) and additional comments on measurement issues[4] or the 'value' of the targets are provided.[5] Recommendations to change, remove or develop new targets in the RLTP which supersedes the RLTS are then presented. The RLTS targets have a 10-year focus, 2010-20 is the current reference period, to be replaced by a 2015-25 reference period for the RLTP targets.

[4] Feedback from officers who collect and report on the region's process in relation to the transport targets.

[5] A critical review of the content of the RLTS Annual Monitoring Report, which includes a review of the RLTS targets, was commissioned by GWRC in July 2013. *Tim Kelly (2013) Wellington Regional Land Transport Strategy – Annual Monitoring Report review (internal review)*.

2. Outcomes and targets

The existing RLTS (effective to 2015) identifies a number of regional pressures and issues that relate to the region's land transport network, and the expected benefits of addressing those problems. This then informs the strategic objectives, which then determine the outcomes sought. This is the same framework as shown in Figure 1 for the RLTP.

The RLTS sets out the outcomes sought for the region's land transport network for the period 2010 to 2040.[6] There are seven key outcomes, 14 related outcomes and one inter-regional outcome. Table 1 presents the key outcomes and related outcomes, with the key outcomes in bold.

Table 1 Outcomes sought in the RLTS

1.1 Increased peak period public transport mode share
1.2 Increased off-peak public transport use and community connectedness
1.3 Improved public transport accessibility for all, including the transport disadvantaged
1.4 Reduced public transport journey times compared to travel by private car
1.5 Increased public transport reliability
2.1 Increased mode share for pedestrians and cyclists
2.2 Improved level of service for pedestrians and cyclists
2.3 Increased safety for pedestrians and cyclists
3.1 Reduced greenhouse gas emissions
3.2 Reduced private car mode share
3.3 Reduced fuel consumption
3.4 Increased private vehicle occupancy
4.1 Reduced severe road congestion
4.2 Maintained vehicle travel times between communities and regional destinations
4.3 Improved reliability of the strategic roading network
5.1 Improved regional road safety

[6] See section 6 of Wellington Regional Land Transport Strategy 2010-40.

6.1 Improved land use and transport integration (in line with the WRS and local authority urban development strategies)
6.2 Improved integration between transport modes
6.3 Sustainable economic development supported (in line with the WRS)
7.1 Improved regional freight efficiency
7.2 Improved inter-regional freight efficiency
8.1 Improved safety, efficiency and reliability of road, public transport and freight links to the north of the region.

The outcomes listed in Table 1 are the desired achievements of the RLTS for the period 2010-40. In order to assess progress towards the outcomes, a set of measures were agreed, with associated targets for each measure, which act as a benchmark against which to assess progress. The RLTS contains a list of 28 targets for the period 2010-20, against which to measure progress towards the outcomes.

More ambitious 'stretch' targets have been set in relation to the strategy's 'key outcomes' to signal the need for greater emphasis and progress in relation to these areas.

Each year the region measures and reports its progress towards the RLTS outcomes sought and the targets in the Annual Monitoring Reporting on the Regional Land Transport Strategy. This provides a detailed picture of performance which helps to inform reviews of the RLTS and its components.

3. Assessment of trends in RLTS measures

This section presents the trends in the RLTS measures relating to each of the RLTS outcomes, which show how the region has progressed since the targets were developed. Commentary around factors that may have influenced the region's progress is also provided.

Table 3 presents the most recent data on the region's performance with respect to each of the 28 targets listed in the RLTS. One of the symbols listed in Table 2 is assigned to each target in Table 3 in order to illustrate progress towards the target since 2010 (the first year of the RLTS).

Table 2 Trend symbols used in Table 3

Symbol	Explanation
✓✓	The trend indicates progress towards the target and the target is on track to be achieved
✓	The trend indicates progress towards the target but the target is unlikely to be achieved
–	The trend indicates no clear progress towards the target
×	The trend indicates a declining condition
?	Uncertain, no or insufficient trend data available to assess progress

Assessing the region's performance against each of the 28 targets (as shown in **Table 3**, shows that the region has made progress towards 12 of the targets. However, in half of these instances progress is not of the magnitude desired if the target is to be achieved by 2020. No clear progress has been made toward five of the targets, performance has declined on seven of the targets and for four of the targets there are insufficient data for a trend to be determined.

To be able to achieve the region's transport goals, there are a number of influencing factors that need to be considered. Whether international, national or regional, these influences play a key role in shaping the region's progress and setting realistic aspirations for the region. Factors that are likely to have influenced progress towards the 2020 targets are briefly described in **Table 3**.

Note that data for the benchmark (2010 RLTS) measures and the comparison years to assess progress vary according to data availability.

Table 3 Assessment of progress towards RLTS 2020 (10-year) targets and possible influences

RLTS 2020 target	Measure in comparison year	Trend since 2010	Comments	Possible influences
Outcome 1.1 Increased peak period public transport mode share				
Public transport accounts for at least 23 million peak period trips per annum (17.4 million in 2009/10)	17.9 million peak trips in 2013/14	✓		Improvements to rail network post-2010 and introduction of Matangi trains; public transport fares increased at a slower rate than vehicle operating costs; population growth focussed in areas well served by public transport; lower levels of car usage amongst young people; modernisation of bus fleet; introduction of real-time passenger information (RTPI) on bus network.
Public transport accounts for at least 21% of all region-wide journey to work trips (17% in 2006)	16.7% of journey to work trips by public transport in 2013/14	?		All the above, plus the cost of car parking increasing at faster rate than public transport fares; the increasing popularity of walking and cycling potentially drawing patronage away from public transport; RTPI provides better information to bus users, bus travel times still highly variable at peak times.
Outcome 1.2 Increased off-peak public transport use and community connectedness				
Public transport accounts for at least 23 million off-peak period trips per annum (17.6 million in 2009/10)	17.9 million off-peak trips in 2013/14	-		All influences relating to 'increased peak period public transport mode share', along with an ageing population that will potentially increase inter-peak public transport demand.

Outcome 1.3 Improved public transport accessibility for all, including the transport disadvantaged				
90% of public transport services are guaranteed to be wheelchair accessible (60.2% in 2009/10)	78% of public transport vehicles were wheelchair accessible in 2014	✓✓		Improvements to the bus fleet, including replacement of older vehicles with newer low-floor buses that are wheelchair accessible; the introduction of Matangi trains.
75% of people in the region live or work within 400m (5 minutes walk) and 90% within 800m of a public transport stop with service throughout the day (68% within 400m, 85% within 800m in 2009)	72% of the region's population lived within 400m and 85% within 800m of a public transport stop with an average service frequency of 30 minutes or better in 2012	✓	Comparison measure differs from the initial target measure – only relates to living (not working) distance from a public transport stop, and for stops with average service frequency of 30 minutes or better	The Porirua Area-wide Review 2009/10[7] led to improved accessibility to public transport in this area; population growth over the period 2003 to 2013 was concentrated in areas such as Wellington City CBD where access to public transport was relatively high compared to other areas in the Wellington region.
Outcome 1.4 Reduced public transport journey times compared to travel by private car				
Continual reduction of peak period public transport journey times relative to a similar journey undertaken by a private car for key selected corridors	In 2013 it took 33 minutes longer to travel on two key routes by public transport than by private car during the AM peak, 49 minutes longer during inter-peak and 37 minutes longer during PM peak (36 minutes longer in AM, 46 minutes longer in inter-peak and 31 minutes longer in PM in 2009)	×		Over the 10 years to 2014, travel times on Wellington's key highway corridors remained relatively unchanged; rail travel times remained relatively static, whilst bus travel times worsened slightly along key corridors in Wellington City including the Golden Mile.

[7] Greater Wellington Regional Council (2013) *Porirua Post Implementation Review – Targeted Public Consultation Findings* ,p.2.

Outcome 1.5 Increased public transport reliability				
Continual improvement to bus and train services running to time	Averaged across the 2013/14 financial year 99.2% of bus services operated within 10 minutes of scheduled time and 91.5% of rail services arrived or departed Wellington Railway Station within 5 minutes of scheduled time (99.7% of bus services and 82.2% of rail services in 2009/10)	✓		The performance of the rail network improved substantially due to investment in infrastructure and rolling stock during 2008 to 2014.
Outcome 2.1 Increased mode share for pedestrians and cyclists				
Increase active mode use to at least 30% of all trips in urban area (26% in 2005-09)	26% of all trips were made by active modes in 2009-13	✓✓		Recognition of health benefits associated with these modes; increasing vehicle operating costs and public transport fare increases have encouraged people to consider alternative modes of travel; much of the 2006-2013 active mode growth occurred in and around Wellington City CBD where walking/cycling is the most convenient method for accessing work and other amenities.
Active modes account for at least 16% of region-wide journey to work trips (13% in 2006 census)	14.6% of journey to work trips by active mode in 2013 census	?		
Outcome 2.2 Improved level of service for pedestrians and cyclists				
70% of people report a 'good' or 'neither good nor bad' level of service for the strategic cycle network (52% in 2008)	In 2012, 50% of respondents rated the level of service for cyclists as 'good' or 'neither good nor bad'	×		The investment in cycling infrastructure did not keep pace with the increase in people cycling for commuter and recreational purposes.
95% of people report a 'good' or 'neither good nor bad' level of service for the strategic pedestrian network (88% in 2008)	In 2012, 90% of respondents rated the level of service for pedestrians as 'good' or 'neither good nor bad'	✓✓		Targeted pedestrian and road safety programmes, plus investment in pedestrian infrastructure (i.e. crossings) and the development of safe walking routes (e.g. Wellington waterfront).

Outcome 2.3 Increased safety for pedestrians and cyclists				
A reduction in the number of pedestrian casualties to no more than 125 (117 injured in 2009)	One pedestrian fatality, 18 serious injuries and 93 minor injuries across the region in 2013	×		The number of people walking and cycling across the region increased substantially over the last 10 years to 2014; if expressed in terms of casualties per pedestrian/cycle kilometres travelled, the casualty rate has decreased overall since 2008, due to education programmes and safety initiatives. The topography and nature of the road network in Wellington means that it is not a naturally safe environment for cyclists.
A reduction in the number of cyclist casualties to no more than 110 (136 injured in 2009)	One cyclist fatality, 10 serious injuries and 90 minor injuries across the region in 2013	×		
Outcome 4.1 Reduced severe road congestion				
Average congestion on selected roads will remain below year 2003 levels despite traffic growth (20 seconds delay/km in 2003; 23.4 seconds in 2010)	In 2013, the all day average congestion was 22.2 seconds delay per km travelled on a selection of the region's strategic road network	×		Indicators suggest that 'average' congestion levels on Wellington's roads remained largely unchanged between 2001 and 2013, a result of flat traffic growth and relatively few improvements being made to the state highway network.
Outcome 4.2 Maintained vehicle travel times between communities and regional destinations				
Average vehicle journey 'speeds' shown in travel time surveys for selected key routes will remain at or above year 2003 levels (55kph in 2003; 52kph in 2010)	In 2013, the all-day average vehicle speed on the region's roads was 53kph	-		Indicators suggest that 'average' congestion levels on Wellington's roads remained largely unchanged between 2001 and 2013, a result of flat traffic growth and relatively few improvements being made to the state highway network.
Outcome 4.3 Improved reliability of the strategic roading network				
Continual reduction in total incident hours	Police were in attendance at road traffic incidents for 3,083 hours in 2012 (3,717 hours in 2009)	✓		Continued investment in road safety campaigns and targeted investment at key traffic 'black spots' resulted in an improvement in the reliability of the road network.
Outcome 7.1 Improved regional freight efficiency				
Improved road journey times for freight traffic between key destinations	The average travel time across three key freight routes was 24.8 minutes in 2013 (24.9 minutes in 2009)	-		Flat traffic growth over the period 2003 to 2013 meant that travel times for key strategic freight routes remained largely unchanged.

Outcome 7.2 Improved inter-regional freight efficiency				
Infrastructure constraints to rail freight movements are removed	All three areas of infrastructure constraint have been addressed by KiwiRail	✓✓	Work has been completed – target achieved	
Outcome 5.1 Improved regional road safety				
There are no road crash fatalities attributable to roading network deficiencies	There was one fatality attributable to road factors in 2013 (0 fatalities in 2010)	-		
Continuous reduction in the number of killed and seriously injured on the region's roads (372 killed and seriously injured in 2009; lowest was 316 in 2003)	In 2013, there was a total of 133 fatalities and serious injuries on the region's roads (195 in 2010)	✓		Targeted road safety improvements at accident black spots, an increase in the number of speed cameras and effective road safety campaigns contributed to a general decrease in fatalities and serious injuries on the region's roads over the past 10 years to 2013; despite the general trend being downwards, there was a degree of variability from one year to the next.
Outcome 3.1 Reduced greenhouse gas emissions				
Transport-generated CO_2 emissions will be maintained below year 2001 levels (1,072 kilotonnes in 2001; and 1,099 in 2009)	In 2013/14 land transport fuel combustion produced 1,064 kilotonnes of CO_2	✓✓	The aim is to not increase emissions despite population and economic growth	Transport-generated CO_2 emissions declined as vehicle efficiency improvements outpaced traffic growth from 2002 to 2014.
Outcome 3.2 Reduced private car mode share				
Private vehicles account for no more than 61% of region-wide journey to work trips (68% in 2006)	66% of journey to work trips in the region were by motor vehicle in 2013 census	?		Evidence suggests that the percentage of trips to Wellington City CBD in the AM peak made by private car declined over the period 1996 to 2013 due to increased vehicle operating costs and (to a lesser extent) public transport fares, growth being focussed on Wellington City CBD and the increasing popularity of walking and cycling.

Outcome 3.3 Reduced fuel consumption				
Petrol and diesel used for transport purposes per annum will remain below year 2001 levels	435 million litres of fuel were purchased in the region in 2013 (441 mega litres in 2001; 455 mega litres in 2010)	✓✓	The aim is to not increase emissions despite population and economic growth	Petrol and diesel use declined as vehicle efficiency improved whilst traffic volumes remained relatively flat.
Outcome 3.4 Increased private vehicle occupancy				
Vehicles entering the Wellington City CBD during the 2 hour AM peak contain on average at least 1.5 people per vehicle (1.39 people in 2010)	In 2013, the average vehicle occupancy of vehicles entering the Wellington City CBD was 1.39 persons	-		Greater Wellington Regional Council initiatives were designed to encourage lift sharing and carpooling.
Outcome 6.1 Improved land use and transport integration (in line with the WRS and local authority urban development strategies)				
All new subdivisions and developments include provision for walking, cycling and public transport, as appropriate	Councils provide some consideration of active modes and public transport in all district plan policies although no specific data are collected that could be used to measure progress towards this target and key outcome	?	No consistent documentation to develop a quantitative measure	
Outcome 6.2 Improved integration between transport modes				
The majority of public transport services are covered by integrated ticketing	No overall system of fares or ticketing integration is operational in the region	×		
Continued improvement in walking, cycle and park and ride facilities at and around public transport interchanges	In 2013 there were a total of 5,253 park and ride car parks and 294 cycle storage spaces available to commuters at railway stations across the region (4,750 car parks and 132 cycle spaces in 2009)	✓	Measure only relates to cycle and park and ride facilities around railway stations	The increasing popularity of the rail system as a result of new rolling stock and improved service reliability resulted in an increased demand for parking spaces; additional spaces were provided to cope with this demand; as part of the rolling programme of modernising stations on the network, additional cycle storage was provided to encourage people to make use of active modes when accessing the rail network.

Outcome 6.3 Sustainable economic development supported (in line with the WRS)				
Continued reduction in vehicle kilometres travelled per GDP	State highway vehicle kilometres travelled per GDP was 0.0610 in 2013 (0.0647 in 2009)	✓		The New Zealand economy is becoming a more service and high-value goods oriented economy, with many services and goods not delivered by road freight.

Notes

1. Terminology changed from 'off-peak' for the 2010 RLTS documentation to 'inter-peak' in subsequent years. In most cases the terms are interchangeable.
2. RLTS 2020 targets and outcomes are taken from the original RLTS document, 'Wellington Regional Land Transport Strategy 2010-40', pp. 31-36.
3. Improved transport network resilience was a recent addition to RLTS outcomes but had no set targets during this period of review so was excluded from table 3.

4. Review of RLTS targets

The RLTS identifies the key outcomes sought for the region's land transport network, and the targets show the desired standards of performance that would represent success at achieving each outcome. At the December 2012 Regional Transport Committee meeting, an approach to transition from the RLTS into the new RLTP was agreed to. This approach included the proposal to check the evidence base and to do additional work to ensure that the strategy and plans in the RLTS and the RLTP follow a logical progression.

A review of the key outcomes in the RLTS was outside the scope of the approach, but it was considered appropriate to retain the 10-year focus for targets. Therefore the 2010-20 reference period for the RLTS targets that sit beneath each key outcome, were to be replaced by a 2015-25 reference period for the RLTP targets. Prior to resetting the targets, it was thought timely to review the region's existing targets to ensure that they remain relevant, measurable and, where appropriate, align with national measures and definitions. It is acknowledged as part of this review process that it may be necessary to amend the key outcomes to ensure consistency and improve clarity.

4.1 Setting the targets

There are two key considerations in setting a target – establishing what exactly to measure and what level is desirable.

For the first consideration, it is necessary to focus on quantifiable indicators that are appropriately linked to outcomes, and relate to aspects of an outcome that can be influenced by policy, and can be measured.

The second step is to set the appropriate level for the target. This involves determining the existing level of the chosen measure, what the desired outcome is, and determining challenging and realistic degrees of improvement to achieve that outcome. Stretch targets (more ambitious targets than then the stated targets) also need to be realistic and achievable, with related assumptions about the nature of improvements in performance.

There are five elements that should comprise a 'SMART' target, as follows:

- **S**pecific: the objective is clear
- **M**easurable: there is a way to determine whether the target is achieved
- **A**chievable: the targets must be set at levels that can be achieved
- **R**ealistic: performance improvements are in areas that can be influenced
- **T**ime-bound: a time-frame must be set in order to provide a deadline against which progress may be assessed

As with the RLTS, the set of targets in the RLTP will enable the region to monitor whether progress is in the general direction towards the outcome, and whether progress has been made to the extent desired.

4.2 Targets – issues and recommendations

The RLTS monitoring framework includes 21 outcomes, towards which progress is measured using 28 targets. Each of these targets has been reviewed. The review process involved answering the following questions (based on the SMART criteria) in relation to each target:

- Is the target related to the outcome?
- Can the target be measured?
- Is the target achievable?
- Does council policy work influence the target?

The results of this process for each target are shown in **Table 5**, along with any relevant comments or data issues.[8] The symbols shown in **Table 4** are used to illustrate how well each target fulfils each SMART criterion, and the colour codes relate to the recommended changes.

Table 4 Criteria symbols and recommendation colour code

Criteria symbol	Explanation	Colour codes	Explanation
✓	Satisfies the criteria		Retain in current form
✓*	Data or measurement issue		Change current target/outcome wording only
×	Does not satisfy criteria		Change – combine with another target/outcome
?	Uncertain, no or insufficient trend data available to assess whether it satisfies the criteria		Change focus of target/outcome
			Remove

The review process highlighted a number of targets that did not fulfil the desired SMART characteristics and/or had some data issues. In these instances recommendations were proposed in order to ensure that the region's transport targets were relevant and utilised the best available methodology and data sources. These recommended changes need to be considered as part of the process of developing the RLTP and are detailed in **Table 5**. The colour codes shown in **Table 4** are used in **Table 5** to illustrate the recommended changes.

[8] Kelly,T. (2013) for the GWRC. *Wellington Regional Land Transport Strategy – Annual Monitoring Report review,p5-36.*

Table 5 Review of RLTS targets

Target	Criteria				Other comments	Recommendations
	Related to outcome	Measureable	Achievable	Possible to influence		
A high quality, reliable public transport network						
Outcome 1.1 Increased peak period public transport mode share						Combine with off-peak (to be referred to as inter-peak) outcome to make one outcome
Public transport accounts for at least 23 million peak period trips per annum	✓*	✓	×	✓	Target relates to the number of public transport trips, not the share of travel Inconsistencies in reporting of peak and off-peak periods	Redevelop target based on combined peak/inter-peak use Change to boardings per capita to take into account population change (NZTA data)
Public transport accounts for at least 21% of all region-wide journey to work trips	✓*	✓	?	✓	Target only relates to one trip purpose Based on census data which may be affected by short-term factors (e.g. weather, service disruptions on census day)	Use data source that can cover all trips (Household Travel Survey)
Outcome 1.2 Increased off-peak public transport use and community connectedness						Combine with peak period to form one outcome
Public transport accounts for at least 23 million off-peak period trips per annum	✓	✓	×	✓	Inconsistencies in reporting of peak and off-peak periods Target does not measure community connectedness	Combine with peak target
Outcome 1.3 Improved public transport accessibility for all, including the transport disadvantaged						Simplify wording and include 'transport disadvantaged' as by definition they are included in 'all'

90% of public transport services are guaranteed to be wheelchair accessible	✓	✓*	✓	✓	Affected by infrastructure at rail stations, bus stops, etc. Target only relates to those having a physical disability and requiring wheelchair access Available data actually relate to vehicles (% of fleet rather than actual services) Does not differentiate between progress made by transport mode	Change definition to % of fleet and not 'guaranteed' Broaden definition as being wheelchair accessible also makes it more accessible for people with prams, the elderly, etc.
75% of people in the region live or work within 400m (5 minutes walk) and 90% within 800m of a public transport stop with service throughout the day	✓	×	✓	✓	It has not been possible to recreate the work locations aspect, so data just relate to living distances. For public transport to be attractive it needs to be conveniently located to both trip ends. No definition of transport 'service throughout the day' Target in its current form only relates to accessibility for one trip purpose NZTA uses a measure of 500m from a stop	Change to align with reporting to NZTA (live within 500m of public transport stop) Adjust to become a measure of land use and transport integration
Outcome 1.4 Reduced public transport journey times compared to travel by private car						Combine with reliability outcome
Continual reduction of peak period public transport journey times relative to a similar journey undertaken by a private car for key selected corridors	✓	✓*	✓*	✓	Scope limited to two routes and not representative of the total number of trips that occur in the region. When comparing to private car journey times it is not known if it is road conditions, public transport conditions or both have changed	Move this target to sit under new reliability and journey times outcome – then change target to just measure public transport journey times. Key routes will need to be determined
Outcome 1.5 Increased public transport reliability						Combine with journey times outcome
Continual improvement to bus and train services running to time	✓	✓*	✓*	✓	Data are currently self-reported by bus/rail companies and therefore may not be reliable or consistently reported. Decision to be made is whether one regional figure is preferable to breakdowns for different corridors/areas.	Quantify the target and make use of RTPI, align with NZTA definitions for service performance
A safe and attractive walking and cycling network						
Outcome 2.1 Increased mode share for pedestrians and cyclists						No change
Increase active mode use to at least 30% of all trips in urban areas	✓	✓	✓	✓	Only looks at trips in the region in urban areas (a population centre >30,000 people)	No change

Active modes account for at least 16% of region-wide journey to work trips	✓*	✓	✓	✓	The target relates to one trip purpose only (whereas another target already looks across all trips) Based on census data which may be affected by short-term factors (e.g. weather, service disruptions) on census day.	Remove this target as this measure is captured within target above
Outcome 2.2 Improved level of service for pedestrians and cyclists						No change
70% of people report a 'good' or 'neither good nor bad' level of service for the strategic cycle network	✓	✓	×	✓	Need to ensure 'level of service' is properly defined Target unlikely to be achieved looking at historic changes to the level of service ratings (declining over the review period)	No change
95% of people report a 'good' or 'neither good nor bad' level of service for the strategic pedestrian network	✓	✓	✓	✓	Need to ensure 'level of service' is clearly defined	No change
Outcome 2.3 Increased safety for pedestrians and cyclists						No change
A reduction in the number of pedestrian casualties to no more than 125	✓	✓*	✓	✓	Only relates to injuries on the road network Minor injuries especially may be affected by fluctuations in the degree of under-reporting to police	Combine cyclist and pedestrian into one target and focus on fatal and serious injuries Consider 5-year moving average
A reduction in the number of cyclist casualties to no more than 110	✓	✓*	✓	✓	Only relates to injuries on the road network Minor injuries especially may be affected by fluctuations in the degree of under-reporting to police There has been an increase in uptake of cycling so crash rate per km travelled may be a better measure	Change focus to crash rate per km travelled to take into account changes in active mode use
A reliable and effective strategic road network						
Outcome 4.1 Reduced severe road congestion						No change
Average congestion on selected roads will remain below year 2003 levels despite traffic growth	✓	✓	✓	✓	Individual year data are subject to significant variation (due to incidents such as crashes, breakdowns and road works) Only presents data for a selection of the regions roads Is it preferable to measure peak loading issues rather than all day averages?	Change target to reflect peak periods
Outcome 4.2 Maintained vehicle travel times between communities and regional destinations						Combine with reliability outcome to make one outcome

Average vehicle journey 'speeds' shown in travel time surveys for selected key routes will remain at or above year 2003 levels	✗	✓	✓	✓	Target relates to speed whereas outcome relates to travel time Speed on the same selected roads will be related to congestion levels so there is some duplication with congestion outcome and target. Should peak times only be measured, or include inter-peak? Is the 'between communities and regional destinations' wording relevant when just using a selection of region's roads?	Use travel time variability instead. It is related to congestion, but is also related to effect of other incidents and can be improved by operational measures. It is also an established method to monitor the reliability of travel times
Outcome 4.3 Improved reliability of the strategic roading network						Combine with travel times outcome to make one outcome
Continual reduction in total incident hours	✗	✓	✓	✗	Related to outcome but also affected by a number of external factors outside the control of transport policy that could affect data trends Will be affected by any changes to 'threshold' at which police attendance is required or as police processes (use of technology) change Most likely to be crashes-so some duplication with crash statistics Unknown if police attendance time is related to severity of incident	Combine with previous outcome and monitor using travel time variability as a measure of reliability
An effective network for the movement of freight						
Outcome 7.1 Improved regional freight efficiency						No change
Improved road journey times for freight traffic between key destinations	✓	✓*	✓	✓	Assumes freight within the region is moved by road The variability in travel time is probably more important for freight movement than other road users. Uses same data source as that for road network performance but only presents data for parts of the network (core freight triangle between CentrePort, Seaview and Porirua) Journey time trends will also be affected by any changes to speed limits along routes, or any roading improvements	No change
Outcome 7.2 Improved inter-regional freight efficiency						Change focus to freight movement and combine with economic outcome

Infrastructure constraints to rail freight movements are removed	✓*	✓*	✓	✓	Target implies that all inter-regional freight moves by rail Data are qualitative and apply to three bottlenecks on rail network – however, the data do not measure if improvements to the network actually improved freight efficiency	This target has been achieved. Develop a target that measures inter-regional freight movement
A safer system for all users of our regional road network						
Outcome 5.1 Improved regional road safety						No change
There are no road crash fatalities attributable to road network deficiencies	✓	×	✓	✓	No data source that can attribute whether a crash is attributable to road network deficiencies. The use of road factors from CAS is not a good measure of road network deficiency and is partially a subjective judgement from the attending police officer	Combine these two targets into one focusing on reducing fatal and serious injuries
Continuous reduction in the number of killed and seriously injured on the region's roads	✓	✓	✓	✓	Level of under-reporting of serious injuries unknown – but could be expected to be low and relatively consistent year on year	Combine these two targets into one focusing on reducing fatal and serious injuries
An efficient and optimised transport system that minimises the impact on the environment						
Outcome 3.1 Reduced greenhouse gas emissions						No change
Transport-generated CO_2 emissions will be maintained below year 2001 levels	✓	✓*	✓	✓	Based on fuel sales data, this method of measuring can be inaccurate because fuel may not be consumed in the region of purchase (not thought to be significant)	No change
Outcome 3.2 Reduced private car mode share						No change
Private vehicles account for no more than 61% of region-wide journey to work trips	✓*	✓	✓	✓	The target relates to one trip purpose only Based on census data which may be affected by short-term factors (e.g. weather, service disruptions) on census day.	Use different data source to cover all trips (Household Travel Survey)
Outcome 3.3 Reduced fuel consumption						Remove, same data as CO_2 emissions
Petrol and diesel used for transport purposes per annum will remain below year 2001 levels	✓	✓*	✓	✓	Duplicates data for CO_2 emissions This is based on sales data which may be inaccurate because fuel may not be consumed in the region of purchase (not thought to be significant) Also not known what fuel is used for (although transport is likely to be the dominant use)	Duplicates data for CO_2 emissions so remove
Outcome 3.4 Increased private vehicle occupancy						No change

Vehicles entering the Wellington City CBD during the 2 hour AM peak contain on average at least 1.5 people per vehicle	✓	✓*	✓	✓	Only relates to movements into the Wellington City CBD at one specific time of day Data do not provide a regional picture and only cover AM peak	No change
An integrated and resilient transport network						
Outcome 6.1 Improved land use and transport integration (in line with the WRS and local authority urban development strategies)						Simplify wording
All new subdivisions and developments include provision for walking, cycling and public transport, as appropriate	✓	×	✓*	×	All local authorities report taking this into account but no consistent documentation and can only report this qualitatively and little change year on year	Remove as cannot be measured Replace with population proximity to public transport target that is currently in outcome 1.3
Outcome 6.2 Improved integration between transport modes						No change
The majority of public transport services are covered by integrated ticketing	✓	×	?	✓	No indicator currently available. Progress currently reported in a qualitative manner	No change – reporting will remain qualitative
Continued improvement in walking, cycle and park and ride facilities at and around public transport interchanges	✓	✓	✓	✓	Car parking and cycle storage is an important aspect of modal integration No data to measure changes to walking facilities. Data only relate to train stations, better to relate to all public transport stops (but data not available). It is demand for more spaces that is of interest rather than the number of spaces	Remove as current indicator is function of funding allocation The demand for more spaces is the key indicator of interest but this cannot be measured
Outcome 6.3 Sustainable economic development supported (in line with the WRS)						Combine with outcome within freight section
Continued reduction in vehicle kilometres travelled per GDP	×	✓	×	×	There are many reasons why vehicle kilometres travelled and GDP figures could change which are unrelated to sustainable economic development	Remove but new target in freight section needs to be related to economic progress

If all of the recommended changes in Table 5 were accepted it would result in a monitoring framework that is made up of 16 outcomes, by which progress is measured using 20 targets. Working paper 5 outlines the final recommended RLTP outcomes and targets that were produced as a result of the review process.

5. Examples of RLTP targets out to 2025

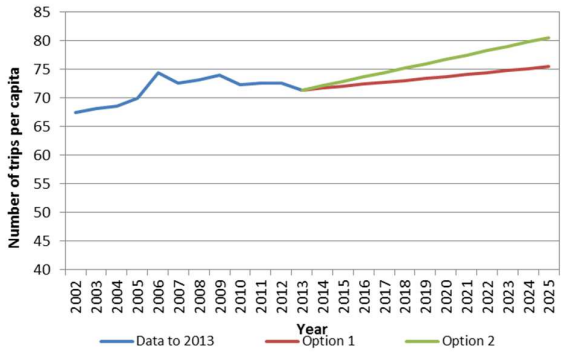
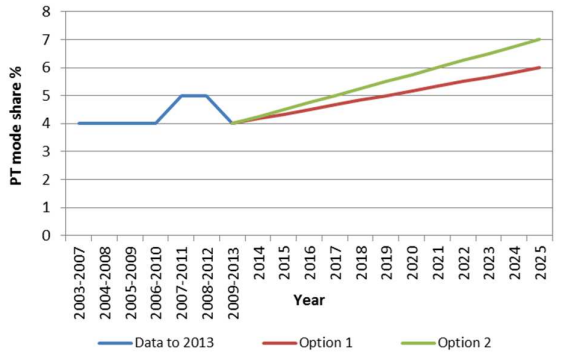
As part of the transition process from the RLTS and Regional Land Transport Programme set of transport strategies and plans into the integrated RLTP it is necessary to reset targets out to 2025. The process of setting an appropriate level for the target involves assessing the associated indicators at the start of the review period; relating them to the strategic objectives and associated outcomes sought; and determining challenging and realistic degrees of improvement needed to reach those targets.

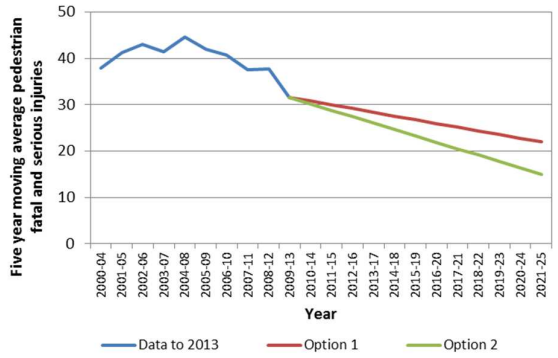
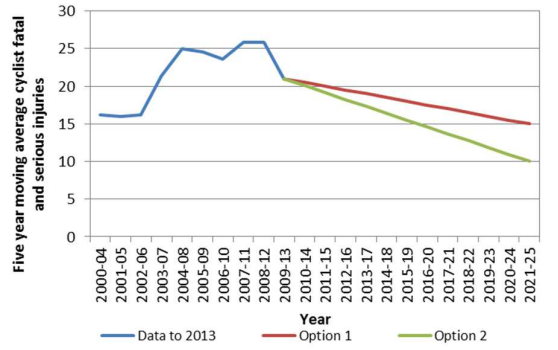
This section provides some examples of the proposed RLTP targets for 2025. It is proposed that for each RLTP target two options ('challenging' and 'stretch') out to 2025 are developed. Both options will be a challenge for the region, with the 'stretch' option being much more ambitious, given projected trends.

Table 6 provides examples of proposed challenging and stretch targets. The approach to developing the two sets of targets takes into account recent trends, estimated impacts from known projects and policies, and incorporates stakeholder feedback and aspirations for the region. In the table, note that the symbol '??' represents an unknown.

Two options for each RLTP target were presented to the Regional Transport Committee in March 2014 this was to provide a basis for discussion by the committee to determine the magnitude of change the region seeks to achieve by 2025.

Table 6 Examples of options for targets out to 2025

Target	Data	Option 1 (challenging)		Option 2 (stretch)	
		Rationale	2025 target	Rationale	2025 target
A high quality, reliable public transport network					
Increased public transport use					
Increase total public transport boardings per capita to ??		**Continued growth in public transport use:** 1% per annum growth in trips and medium projection population growth	**75.5m**	**Continued growth in public transport use:** 1% per annum growth in trips and no increase in population	**80.5m**
Increase public transport use to at least ??% of all trips in urban areas		Steady growth in public transport mode share	**6%**	Significant growth in public transport mode share	**7%**

Target	Data	Option 1 (challenging)		Option 2 (stretch)	
		Rationale	2025 target	Rationale	2025 target
Increased safety for pedestrians and cyclists					
The five-year moving average for fatal and serious injuries is no more than ?? for pedestrians and ?? for cyclists		**Reduce pedestrian casualties:** Based on achieving 0 pedestrian fatalities and 25% reduction in serious injuries	**22**	**Reduce pedestrian casualties:** Based on achieving 0 pedestrian fatalities and 50% reduction in serious injuries	**15**
		**Reduce cyclist casualties:** Based on achieving 0 cyclist fatalities and 25% reduction in serious injuries	**15**	**Reduce cyclist casualties:** Based on achieving 0 cyclist fatalities and 50% reduction in serious injuries	**10**