

Agenda 2023

Canterbury Regional Transport Committee

Date: Thursday, 24 August 2023
Time: 4.00 PM
Venue: Council Chamber
Environment Canterbury
200 Tuam Street, Christchurch



Canterbury Regional Transport Committee

Membership

Chair	Chair Peter Scott, Environment Canterbury
Deputy Chair	Councillor Grant Edge, Environment Canterbury
Ashburton District Council	Mayor Neil Brown
Christchurch City Council	Mayor Phil Mauger
Hurunui District Council	Mayor Marie Black
Kaikōura District Council	Mayor Craig Mackle
Mackenzie District Council	Mayor Anne Munro
Selwyn District Council	Mayor Sam Broughton
Timaru District Council	Mayor Nigel Bowen
Waimakariri District Council	Mayor Dan Gordon
Waimate District Council	Mayor Craig Rowley
Waka Kotahi NZTA	James Caygill

CANTERBURY REGIONAL TRANSPORT COMMITTEE

TERMS OF REFERENCE 2023

Version 1.3 Adopted by the Canterbury Regional Council on 22 March 2023

ESTABLISHMENT

The Canterbury Regional Transport Committee is established pursuant to the Land Transport Management Act 2003.

PURPOSE AND FUNCTIONS

Under section 106 of the Land Transport Management Act 2003, the functions of the Canterbury Regional Transport Committee are:

- to prepare for approval by the Regional Council a Regional Land Transport Plan or any variation to the Plan
- to provide the Regional Council with any advice and assistance it may request in relation to its transport responsibilities
- to adopt a policy that determines significance in respect of variations to the Regional Land Transport Plan and activities included in the Regional Land Transport Plan.

Under the Land Transport Rule Setting of Speed Limits 2022, the functions of the Canterbury Regional Transport Committee are:

- to develop a long-term 10-year vision for speed management in the region, consistent with government road safety strategy *or* an explanation of the whole-of-network approach to speed management
- to prepare a draft Regional Speed Management Plan, using information sourced from Canterbury Territorial Authorities, and consult on the plan
- to determine if there is any inconsistency in the speeds set by road controlling authorities and make recommendations back to the relevant road controlling authorities
- once the Regional Speed Management Plan has been finalised, provide this to the Director of Land Transport at Waka Kotahi NZ Transport Agency for certification.

In addition, the Canterbury Regional Transport Committee will also:

- develop a strategic work programme, having regard to direction provided by the Canterbury Mayoral Forum
- engage directly with Ministers and central government to influence national policy.

STATUTORY OBJECTIVES

Under the Land Transport Management Act 2003, the Canterbury Regional Transport Committee must:

- develop every six years a Regional Land Transport Plan, including any associated documents desired by the region or as directed by the requiring legislation, and recommend these to the Regional Council for approval
- undertake a review of the Regional Land Transport Plan every three years following the preparation of the Regional Land Transport Plan.

Under the Land Transport Rule Setting of Speed Limits 2022, the Canterbury Regional Transport Committee must:

- create a Regional Speed Management Plan
- undertake a review of the Regional Speed Management plan that align with Waka Kotahi NZ Transport Agency timeframes.

OTHER OBJECTIVES

The Canterbury Regional Transport Committee will also

- promote the Regional Land Transport Plan within the region and monitor the progress of its implementation
- report and make recommendations to the Regional Council, territorial authorities and other organisations, where appropriate, on the Canterbury Regional Transport Committee's legal responsibilities, objectives and delegated powers
- establish and support suitable working groups to help guide the development and implementation, and review of the Regional Land Transport Plan (including any associated documents)
- support the Chair of the Canterbury Regional Transport Committee to take part in the South Island Regional Transport Committee Chairs Group, in order to collaborate with other regions to achieve better outcomes across the South Island
- provide the Canterbury Regional Council with advice and assistance
- develop and implement a strategic work programme that aligns with direction provided by the Canterbury Mayoral Forum.

MEMBERSHIP

- Canterbury Regional Council:
Two Canterbury Regional Councillors
(who shall be the Chairperson and Deputy Chairperson of the Committee)
- Territorial Local Authorities:
One elected member from each City/District Council in the region¹
- Crown Entities:
One Waka Kotahi NZ Transport Agency representative
- Sector Representatives:
The Regional Transport Committee, at its discretion, can appoint or engage advisors on the terms it sees fit.

For avoidance of doubt, alternates cannot be appointed.

QUORUM

Seven members, of whom at least one shall be a Regional Councillor.

¹ For the purposes of Canterbury Regional Transport Committee the following organisations are represented: Ashburton District Council, Canterbury Regional Council (Environment Canterbury), Christchurch City Council, Hurunui District Council, Kaikōura District Council, Mackenzie District Council, Selwyn District Council, Waka Kotahi NZ Transport Agency, Timaru District Council, Waimakariri District Council and Waimate District Council.

MEETINGS

Ordinary meetings of the Committee shall take place on a quarterly basis but may take place more or less frequently if determined by the Committee as necessary to effectively deliver its functions.

VOTING

All members shall have full speaking rights; however, if advisors are appointed, they are not entitled to vote.

SUPPORT

The Canterbury Regional Transport Committee will be supported at a strategic level by the Chief Executives Forum and the Regional Transport Forum.

The Canterbury Regional Transport Committee will establish appropriate technical support groups, one of which will be the Transport Officers Group.

Environment Canterbury will provide secretariat services for meetings, including administrative support and policy advice.

Document history and version control

Version	Date adopted	Adopted by	Brief description
1.0	25 September 2008	Council	New Committee Terms of Reference
1.1	16 March 2017	Council	Updated Terms of Reference
1.2	18 June 2020	Council	Updated Terms of Reference
1.3	22 March 2023	Council	Updated Terms of Reference

Common Transport Acronyms

CEF	Chief Executives Forum
CPF	Canterbury Policy Forum
CREDS	Canterbury Regional Economic Development Strategy
FAR	Funding Assistance Rate
FED	Fuel Excise Duty
GPS	Government Policy Statement on Land Transport
IDMF	Investment Decision Making Framework
LTMA	Land Transport Management Act
NLTF	National Land Transport Fund
NLTP	National land Transport Programme
ONRC	One Network Road Classification
PGF	Provincial Growth Fund
REG	Road Efficiency Group
RFT	Regional Fuel Tax
RLTP	Regional Land Transport Plan
RPS	Regional Policy Statement
RPTP	Regional Public Transport Plan
RRSWG	Regional Road Safety Working Group
RTC	Regional Transport Committee
RUC	Road User Charges
SNP	Safe Network Programme
TEFAR	Targeted Enhanced Funding Assistance Rate
TSIG	Transport Special Interest Group
TOG	Transport Officers Group
TUDAQC	Transport, Urban Development and Air Quality Committee

Canterbury Regional Transport Committee

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1. Karakia/Mihi Timatanga - Opening

The meeting will be opened with a karakia, followed by a member of the Canterbury Regional Transport Committee with a mihi whakatau.

2. Apologies

At the time the agenda closed there were no apologies received.

3. Conflicts of Interest

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

4. Public Forum, Deputations, and Petitions

4.1. Public Forum

- 4.1.1. Andrew Colville will speak with regard to commuter trains, a new service, and zero emission trains.

4.2. Deputations and Petitions

- 4.2.1. There were no requests for deputations and petitions at the time the agenda was prepared.

5. Extraordinary and Urgent Business

The Chairperson will give notice of items requiring urgent attention not on the agenda as follows.

Matters Requiring Urgent Attention as Determined by Resolution of the Canterbury Regional Transport Committee:

A meeting may deal with an item of business that is not on the agenda where the meeting resolves to deal with that item and the Chairperson provides the following information during the public part of the meeting:

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

Items not on the agenda may be brought before the meeting through a report from either the chief executive or the Chairperson.

The item may be allowed onto the agenda by resolution of the Canterbury Regional Transport Committee.

Minor Matters relating to the General Business of the Canterbury Regional Transport Committee:

A meeting may discuss an item that is not on the agenda only if it is a minor matter relating to the general business of the meeting and Chairperson explains at the beginning of the public part of the meeting that the item will be discussed. The meeting may not make a resolution, decision or recommendation about the item, except to refer it to a subsequent meeting for further discussion.

6. Notices of Motion

At the time the agenda closed there were no notices of motion received.

7. Minutes

7.1. Unconfirmed Minutes - Canterbury Regional Transport Committee - 1 June 2023

Canterbury Regional Transport Committee

Date of meeting	Thursday, 24 August 2023
Author	Oliver Neal, Committee Advisor
Endorsed by	Catherine McMillan, General Manager Governance

Purpose

1. The previously circulated minutes from the Canterbury Regional Transport Committee meeting held on 1 June 2023 are to be confirmed.

Recommendations

That the Canterbury Regional Transport Committee:

1. Confirms the minutes from the Canterbury Regional Transport Committee meeting held on 1 June 2023.

Attachments

1. Canterbury Regional Transport Unconfirmed Minutes 1 June 2023 [7.1.1 - 6 pages]

Minutes of the Canterbury Regional Transport Committee, held at Environment Canterbury, 200 Tuam Street, Christchurch on Thursday 1 June 2023 at 4.15pm.

Present

Committee Chair Peter Scott (Environment Canterbury), Mayor Marie Black* (Hurunui District Council), Mayor Nigel Bowen (Timaru District Council), Mayor Sam Broughton (Selwyn District Council), Mayor Neil Brown (Ashburton District Council), James Caygill (Waka Kotahi NZTA), Mayor Dan Gordon (Waimakariri District Council), Mayor Craig Mackle (Kaikōura DC), Mayor Phil Mauger (Christchurch City Council), Mayor Anne Munro (Mackenzie District Council), Mayor Craig Rowley (Waimate District Council).

*via audio/visual link.

1. Mihi/Karakia Timatanga - Opening

Chair Scott opened the meeting with a mihi whakatau, followed by a karakia.

2. Apologies

An apology for absence was received from Deputy Chair, Councillor Grant Edge (Environment Canterbury).

3. Conflicts of Interest

There were no conflicts of interest reported.

4. Public Forum, Deputations, and Petitions

There were no requests for public forum, deputations, and petitions.

5. Extraordinary and Urgent Business

There was a request for an urgent business verbal report from Mayor Broughton and other Mayors in regard to Waka Kotahi NZ Transport Agency relating to a State Highway review, footpaths, cycleways and passenger rail:

- (a) The reason this report was not on the agenda was that the information was not available at the time the agenda was prepared.
- (b) The reason why the discussion of the item cannot be delayed until a subsequent meeting was due to the need to initiate a conversation in time to feed into various plans and funding schemes and waiting for a further meeting would not meet the needs of the District Councils.

Resolved CRTC/2023/012

That the Canterbury Regional Transport Committee:

1. Resolve to accept the urgent business verbal report from Mayor Broughton and other Mayors in regard to Waka Kotahi NZ Transport Agency.

Chair Scott/Mayor Broughton

CARRIED

This report was taken after item 8.5.

6. Notices of Motion

There were no notices of motion.

7. Minutes

Refer page 10-29 of the agenda.

7.1. Unconfirmed Minutes - Canterbury Regional Transport Committee - 23 February 2023

Refer page 12-33 of the agenda.

Resolved CRTC/2023/013

Staff recommendation adopted without change.

That the Canterbury Regional Transport Committee:

1. Confirms the minutes from the Canterbury Regional Transport Committee meeting held on 23 February 2023.

Mayor Broughton/Mayor Bowen

CARRIED

8. Report Items

Refer page 30-62 of the agenda.

8.1. Canterbury Regional Transport Committee Resolutions Status Report - June 2023

Refer page 30-36 of the agenda.

Staff provided visibility on the status of resolutions made by the Committee.

Resolved CRTC/2023/014

Updated staff recommendation adopted without change.

That the Canterbury Regional Transport Committee:

1. Notes the status of previous resolutions provided in the Status of Canterbury Regional Transport Committee Resolutions report June 2023.

Mayor Brown/Mayor Rowley

CARRIED

8.2. Regional Speed Management Plan - Policies

Refer page 37-42 of the agenda.

Staff sought agreement from the Committee to the proposed 10-year policies for the draft Canterbury Regional Speed Management Plan, as required under the Land Transport Rule: Setting of Speed Limited 2022 (the Rule).

Resolved CRTC/2023/015

Staff recommendation adopted without change.

That the Canterbury Regional Transport Committee:

1. Agrees to the proposed 10-year policies for the draft Canterbury Regional Speed Management Plan.
2. Notes that the Waka Kotahi Director of Land Transport has announced default deadlines of 5 October 2023 for the publication of any consultation draft Speed Management Plan and 29 March 2024 for submitting final draft Speed Management Plans for certification.

Mayor Broughton/Mayor Bowen

CARRIED

8.3. Regional Land Transport Plan Review - Monitoring Framework, Significance Criteria and Significance Policy

Refer page 43-49 of the agenda.

Staff sought agreement from the Committee to proposed changes to the Regional Land Transport Plan monitoring framework indicators, criteria for regionally significant activities and significance policy.

Resolved CRTC/2023/016

Staff recommendation adopted without change.

That the Canterbury Regional Transport Committee:

1. Agrees to the proposed updates to the Regional Land Transport Plan monitoring framework indicators based on the following priorities from the updated strategic framework for the plan, agreed by the Committee on 23 February 2023:
 - 1.1 Create a well-maintained network.
 - 1.2 Implementing safer systems (Road 2 Zero).
 - 1.3 Support and develop freight systems connecting to air, rail, and sea.
 - 1.4 Support and develop connected public transport and active transport networks.
 - 1.5 Manage risk of exposure to extreme events.
2. Agrees to the proposed amendments to the Regional Land Transport Plan significance criteria to include a focus on the impact of the activity, not just its cost and sequencing.
3. Agrees to the proposed amendments to the Regional Land Transport Plan significance policy to remove the need to consult on a variation to undertake significant activities that are already in the plan as activities 'On the Horizon', as this inclusion indicates they are already sought by the Committee.
4. Notes that the proposed updates to the monitoring framework, significance criteria and significance policy will be consulted on as part of the draft 2024 Regional Land Transport Plan and will be subject to change based on submissions and decisions made in deliberations.
5. Agrees to the proposed amendments to the significance policy in the 2021 Regional Land Transport Plan effective immediately with the same wording.

Mayor Gordon/James Caygill

CARRIED

Mayor Broughton left the meeting at 4.46pm during discussion on item 8.4.

8.4. Appointment to the Regional Road Safety Working Group

Refer page 50-51 of the agenda.

Staff provided a report to revoke a previous resolution of the Committee and to resolve to appoint another member of the Committee to the Canterbury Regional, Road Safety Working Group.

Resolved CRTC/2023/017

Staff recommendation adopted without change.

That the Canterbury Regional Transport Committee:

1. Revoke resolution CRTC/2023/004 appointing Mayor Dan Gordon as chair of the Canterbury Regional Road Safety Working Group.
2. Resolve to appoint Mayor Marie Black as chair of the Canterbury Regional Road Safety Working Group for the 2023 triennium.

Mayor Bowen/Mayor Brown
CARRIED

Mayor Broughton returned to the meeting at 4.48pm during discussion on item 8.5.

8.5. Meeting Minutes - South Island Regional Transport Committee Chairs

Refer page 52-621 of the agenda.

Staff provided a report to present the Committee with the South Island Regional Transport Committee Chairs Group unconfirmed minutes from the 13 March 2023 meeting.

Resolved CRTC/2023/018

Staff recommendation adopted without change.

That the Canterbury Regional Transport Committee:

1. Receives the unconfirmed minutes of the 13 March 2023 meeting of the South Island Regional Transport Committee Chairs Group.

Mayor Bowen/Mayor Rowley
CARRIED

5. Extraordinary and Urgent Business (Cont'd)

Mayor Broughton introduced the urgent verbal report requesting a State Highway review by Waka Kotahi:

Points raised as part of the verbal report from Mayor Broughton and other Mayors:

- There was a request for support for the Canterbury Regional Transport Committee to ask Waka Kotahi New Zealand Transport Agency to undertake a review of State Highway designations on current roads and any new roads, and if there was, that a letter be written by the Committee.

- It was noted that an update to the criteria under which Waka Kotahi NZ Transport Agency assess whether something should be a state highway was a discussion between Waka Kotahi NZ Transport Agency and the Ministry of Transport.
- There was caution expressed against a review of the State Highway network, as there were a lot of rural Councils that had lower State Highway volume roads.
- Members would like to understand the consequences and have time to think on the issues and options first.
- Christchurch City Council will be voting on having a roving footpath crew at their Annual Plan meeting in a couple of weeks funded by the Christchurch City Council and Waka Kotahi. Christchurch City Council would prefer funding could be given directly to them.
- There was a request that cycleways in the Canterbury region be incorporated into the Waka Kotahi or other Canterbury cycle map in the future.
- There was a request for a report on future possibilities on passenger rail link through the south.
- It was commented that when cycleway plans cross or are near to rail lines, this causes an increase in funding requirements.

In response:

- Staff noted that they would write an issues and options paper with input from appropriate officers and will bring this back to the next Canterbury Regional Transport Committee meeting.

9. Next Meeting

The next meeting will be held on 24 August 2023 at 4.15pm.

10. Mihi/Karakia Whakamutunga - Closing

A karakia was provided by Chair Scott.

Meeting concluded at 5.23pm.

CONFIRMED 24 AUGUST 2023

Chair Peter Scott
Environment Canterbury

8. Report Items

8.1. Canterbury Regional Transport Committee Resolutions Status Report - August 2022

Canterbury Regional Transport Committee report

Date of meeting	Thursday, 24 August 2023
Author	Oliver Neal, Committee Advisor
Responsible Director	Katherine Trought, Director Strategy and Planning

Purpose

1. To provide visibility on the status of resolutions made by the Canterbury Regional Transport Committee.

Recommendations

That the Canterbury Regional Transport Committee:

1. **Notes the status of previous resolutions provided in the Status of Canterbury Regional Transport Committee Resolutions report August 2022.**

Status Reporting

2. The status of resolutions is reported at each ordinary Committee meeting. The report includes all resolutions from the previous meeting plus any incomplete actions from prior meetings. Comments and progress updates on incomplete actions are provided where applicable.

Cost, compliance, and communication

Financial implications

3. The report was compiled using existing staff resources, therefore there were no additional financial implications.

Risk assessment and legal compliance

4. This gives visibility to the Committee of matters outstanding to ensure appropriate actions have been taken as resolved.

Engagement, Significance and Māori Participation

5. Not applicable.

Consistency with council policy

6. Under Environment Canterbury Standing Orders 28.3 discussion of minutes is limited to their correctness. This report allows members to be updated on the status of resolutions and to monitor progress.

Climate Change Impacts

7. Not applicable.

Communication

8. Not applicable.

Next steps

9. An updated report will be provided to the 5 October 2023 meeting of the Canterbury Regional Transport Committee.

Attachments

1. Canterbury Regional Transport Committee Resolutions Status Report August Last Meeting [8.1.1 - 3 pages]

Canterbury Regional Transport Committee Resolution Status Report – Last Meeting (1 June 2023) - August 2023

Meeting Date	Item No.	Resolution No.	Resolution	Status
Canterbury Regional Transport Committee 2023-06-01	5 Extraordinary and Urgent Business	CRTC/2023/012	That the Canterbury Regional Transport Committee: 1. Resolve to accept the urgent business verbal report from Mayor Broughton and other Mayors in regard to Waka Kotahi NZ Transport Agency.	Complete
Canterbury Regional Transport Committee 2023-06-01	7.1 Unconfirmed Minutes - Canterbury Regional Transport Committee – 23 February 2023	CRTC/2023/013	That the Canterbury Regional Transport Committee: 1. Confirms the minutes from the Canterbury Regional Transport Committee meeting held on 23 February 2023.	Complete
Canterbury Regional Transport Committee 2023-06-01	8.1 Canterbury Regional Transport Committee Resolutions Status Report - June 2023	CRTC/2023/014	That the Canterbury Regional Transport Committee: 1. Notes the status of previous resolutions provided in the Status of Canterbury Regional Transport Committee Resolutions report June 2023.	Complete
Canterbury Regional Transport Committee 2023-06-01	8.2 Regional Speed Management Plan - Policies	CRTC/2023/015	That the Canterbury Regional Transport Committee: 1. Agrees to the proposed 10-year policies for the draft Canterbury Regional Speed Management Plan. 2. Notes that the Waka Kotahi Director of Land Transport has announced default deadlines of 5 October 2023 for the publication of any consultation draft Speed Management Plan and 29 March 2024 for submitting final draft Speed Management Plans for certification.	Complete

Canterbury Regional Transport Committee Resolution Status Report – Last Meeting (1 June 2023) - August 2023

Meeting Date	Item No.	Resolution No.	Resolution	Status
Canterbury Regional Transport Committee 2023-06-01	8.3 Regional Land Transport Plan Review – Monitoring Framework, Significance Criteria and Significance Policy	CRTC/2023/016	<p>That the Canterbury Regional Transport Committee:</p> <ol style="list-style-type: none"> 1. Agrees to the proposed updates to the Regional Land Transport Plan monitoring framework indicators based on the following priorities from the updated strategic framework for the plan, agreed by the Committee on 23 February 2023: <ol style="list-style-type: none"> 1.1 Create a well-maintained network. 1.2 Implementing safer systems (Road 2 Zero). 1.3 Support and develop freight systems connecting to air, rail, and sea. 1.4 Support and develop connected public transport and active transport networks. 1.5 Manage risk of exposure to extreme events. 2. Agrees to the proposed amendments to the Regional Land Transport Plan significance criteria to include a focus on the impact of the activity, not just its cost and sequencing. 3. Agrees to the proposed amendments to the Regional Land Transport Plan significance policy to remove the need to consult on a variation to undertake significant activities that are already in the plan as activities 'On the Horizon', as this inclusion indicates they are already sought by the Committee. 4. Notes that the proposed updates to the monitoring framework, significance criteria and significance policy will be consulted on as part of the draft 2024 Regional Land Transport Plan and will be subject to change based on submissions and decisions made in deliberations. 5. Agrees to the proposed amendments to the significance policy in the 2021 Regional Land Transport Plan effective immediately with the same wording. 	Complete
Canterbury Regional Transport Committee 2023-06-01	8.4 Appointment to the Regional Road Safety Working Group	CRTC/2023/017	<p>That the Canterbury Regional Transport Committee:</p> <ol style="list-style-type: none"> 1. Revoke resolution CRTC/2023/004 appointing Mayor Dan Gordon as chair of the Canterbury Regional Road Safety Working Group. 2. Resolve to appoint Mayor Marie Black as chair of the Canterbury Regional Road Safety Working Group for the 2023 triennium. 	Complete

Canterbury Regional Transport Committee Resolution Status Report – Last Meeting (1 June 2023) - August 2023

Meeting Date	Item No.	Resolution No.	Resolution	Status
Canterbury Regional Transport Committee 2023-06-01	8.5 Meeting Minutes – South Island Regional Transport Committee Chairs	CRTC/2023/018	That the Canterbury Regional Transport Committee: 1. Receives the unconfirmed minutes of the 13 March 2023 meeting of the South Island Regional Transport Committee Chairs Group.	Complete

8.2. Report from the Chair

Canterbury Regional Transport Committee report

Date of meeting	Thursday, 24 August 2023
Author	Chair Peter Scott

Purpose

1. The purpose of this report is to raise matters of current interest and/or emerging issues that are of relevance to the Canterbury Regional Transport Committee.

Recommendations

That the Canterbury Regional Transport Committee:

1. **Receives the report from the Chair.**

Key points

2. The Chair's report is an opportunity to provide visibility of matters of current interest and/or emerging issues that are of relevance to the Committee. This report covers:
 - Draft Government Policy Statement on land transport 2024 delay
 - Request for KiwiRail representation on the Committee
 - Sustainable Public Transport Framework reforms

Matters of current interest and emerging issues

Draft Government Policy Statement on land transport 2024 delay

3. The Government Policy Statement on land transport (GPS) sets out how money from the National Land Transport Fund is allocated towards achieving the Government's transport priorities. It's likely that the GPS will also provide direction for investment of other Crown funding, such as the Climate Emergency Response Fund.
4. The Ministry of Transport is developing the next GPS, which will set the Government's priorities for land transport for the period 2024/25 – 2033/34. The Ministry signalled it would begin consultation on the draft GPS in May 2023; however this has yet to occur.
5. The Chair of the Canterbury Regional Transport Committee, Peter Scott, and the Chair of the Canterbury Mayoral Forum, Timaru Mayor Nigel Bowen, wrote to the Minister of Transport in July 2023 requesting an update on the expected release of the draft GPS. The letter noted the impact of the delay on development of the Canterbury Regional Land Transport Plan 2024-34.

Request for KiwiRail representation on the Committee

6. In April of this year, the Chair wrote to the Minister of Transport asking him to consider naming the Canterbury Regional Transport Committee under the Land Transport Management Act as a Committee requiring KiwiRail representation. While the Committee has developed a strong working relationship with KiwiRail over recent years, thanks in large part to the generosity of KiwiRail staff, this request sought to formalise this relationship and reflect the growing importance of rail in the region.
7. A response from the recently appointed Minister of Transport, Hon David Parker, was received in July 2023 outlining his decision not to name the Committee under the Act. The rationale for this decision is that there is not as clear a need for KiwiRail to be formally represented on the Committee like there is in other regions where there are metropolitan rail networks operating or significant rail volumes elevating the network performance to a matter of national significance.
8. In the absence of formalising this relationship, KiwiRail has informed the Chair they remain available to attend and contribute to Committee meetings as needed.

Sustainable Public Transport Framework reforms

9. In August last year, Cabinet agreed to replace the Public Transport Operating Model – the regulatory environment that governs how public transport is procured and delivered – with the Sustainable Public Transport Framework (SPTF).
10. The SPTF will result in the following key reforms:
 - Establish new objectives for the planning, procurement and delivery of public transport services, to be embedded in the Land Transport Management Act.
 - Enable in-house delivery of public transport services (public transport authorities will be able to operate public transport services, for example own buses, employ bus drivers and run services themselves).
 - Require services to be procured, contracted and delivered in such a way that ensures transparency around aspects of service delivery.
 - Enable different asset ownership arrangements, including public transport authorities owning assets directly.
 - Encourage greater collaboration between regional councils and territorial authorities in preparing Regional Public Transport Plans.
 - Changes to the framework for exempt services, including commercial and inter-regional public transport services.
 - Include on-demand public transport services (services like ‘MyWay’ in Timaru) in the framework.
11. There are elements within these reforms that the Committee will likely be interested in. This includes changes to the framework related to inter-regional public transport services and the on-demand model, which could have implications for councils outside the main urban centres where ‘traditional’ public transport services have been operating for some time.
12. The SPTF will be implemented through a combination of amendments to the Land Transport Management Act and development of operational policy, which is currently

being progressed. Much of the content of these reforms will ultimately be reflected in both the Regional Public Transport Plan and the Regional Land Transport Plan. Processes to review these plans are underway and provide the opportunity to consider how public transport is provided in the region to meet community aspirations.

Attachments

1. Attachment 1 - Letter to Hon Michael Wood regarding KiwiRail representation, 6 April 2023 [8.2.1 - 1 page]
2. Attachment 2 - Letter from Hon David Parker regarding KiwiRail representation, 7 July 2023 [8.2.2 - 1 page]
3. Attachment 3 - Letter to Hon David Parker regarding Government Policy Statement delay, 7 July 2023 [8.2.3 - 2 pages]

Peer reviewers	Jesse Burgess, Senior Strategy Manager Sam Bellamy, Team Leader Strategy and Planning
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06 April 2023

Hon Michael Wood
Minister of Transport
Parliament Buildings
Wellington 6011

Customer Services
P. 03 353 9007 or 0800 324 636
200 Tuam Street
PO Box 345
Christchurch 8140
www.ecan.govt.nz/contact

Dear Hon Michael Wood

Request for Kiwirail representation on the Canterbury Regional Transport Committee

I am writing to you in my capacity as Chair of the Canterbury Regional Transport Committee (“the Committee” or “RTC”), to ask you to consider naming the Canterbury RTC under the Land Transport Management Act 2003 (LTMA) s105A subsection (1)(c) as one requiring of Kiwirail representation, and to publish this in the *Gazette*.

The current Committee consists of the mayors of all nine local councils in the Canterbury region, myself and Councillor Grant Edge on behalf of the Regional Council, and a nominated representative from Waka Kotahi. While we are proud of the strong working relationship we’ve built with Kiwirail over recent years, thanks in large part to the generosity of Kiwirail staff, we see the importance of rail in our region only continuing to grow. We are accordingly looking to formalise our working relationship with Kiwirail.

Canterbury is New Zealand’s largest region by land area and its second most populous urban centre. Rail is an important part of our overall land transport system and our future. The South Island is approximately a third of the national rail freight task (net tonne kilometres), and nearly every scheduled rail service in the South Island runs through Ōtautahi Christchurch at some point on its journey.

Our current Regional Land Transport Plan (RLTP) seeks to double rail freight volumes by 2031 and at some point in the near future we will likely be considering the role of rail in facilitating passenger movement also. While the LTMA does not prevent Kiwirail appointing a representative to the Canterbury RTC, only a gazettal will ensure permanent, ongoing representation.

I hope that you will consider supporting this request, and I look forward to further engagement in strategic discussions around the role of rail in Canterbury and the wider South Island.

Yours sincerely



Peter Scott
Canterbury Regional Council Chair
Chair, Canterbury Regional Transport Committee

Hon David Parker BCom, LLB

Attorney-General
Minister for the Environment
Minister of Revenue
Minister of Transport
Associate Minister of Finance



Peter Scott
Chair
Canterbury Regional Council/Canterbury Regional Transport Committee
Councillor.Scott@ecan.govt.nz

Dear Peter Scott,

Thank you for your letter of 06 April 2023 that you sent to the Hon Michael Wood MP regarding your desire to see KiwiRail represented on the Canterbury Regional Transport Committee (RTC) pursuant to s 105A(1)(c) of the Land Transport Management Act 2003 (LTMA). I am replying to you as the issues you raise fall within my portfolio responsibilities as Minister of Transport.

I am pleased to hear that the Canterbury RTC has developed a strong working relationship with KiwiRail over recent years. I also acknowledge the work you and Council staff have done on the Regional Land Transport Plan.

The Hon Michael Wood MP took the decision that KiwiRail should be a member in Auckland and Wellington (where direct funding relationships exist between KiwiRail and the regional bodies with respect to the metropolitan network), and in Waikato and Bay of Plenty (where the substantial rail volumes on the Golden Triangle elevate its network performance to a matter of national significance).

After consulting KiwiRail and on the advice of the Ministry of Transport, I have decided not to name the Canterbury RTC under s 105A(1)(c) of the LTMA as there is not as clear a need for KiwiRail to be formally represented on your RTC. Please know that this does not reflect any lack of willingness on the part of KiwiRail to engage with the Canterbury RTC.

That said, KiwiRail has informed me that they remain available to attend RTC meetings as needed, and I understand KiwiRail Chief Executive Peter Reidy has provided you with appropriate contacts to this effect. I am confident that the current arrangements will suffice to advance the growth of rail in Canterbury.

Yours sincerely

Hon David Parker
Minister of Transport

CANTERBURY Mayoral Forum

*A strong regional economy with resilient, connected
communities and a better quality of life, for all.*

7 July 2023

Hon David Parker
Minister of Transport
Parliament Buildings
Wellington 6011

By email: d.parker@ministers.govt.nz

Tēnā koe Minister

Request for update on expected release date for the Government Policy Statement on Land Transport 2024

We are writing to you in our respective capacities as Chair of the Canterbury Regional Transport Committee and Chair of the Canterbury Mayoral Forum.

We have been eagerly awaiting the release of the new Government Policy Statement on Land Transport 2024 (GPS LT 2024) and were expecting this to be released in March. We understand there have been further delays to this being released, not helped by the recent shift in the Ministerial Portfolio for Transport. Respectfully, this delay is now having a significant impact on the development of our Canterbury Regional Land Transport Plan (RLTP).

The Land Transport Management Act requires that the Regional Transport Committee be satisfied that the RLTP is consistent with the Government Policy Statement on Land Transport before being passed to the Regional Council for approval. As part of our mid-term review of the RLTP, we would normally be working towards developing a draft that wouldn't change significantly in terms of its strategic direction. However, in this instance the indicative priorities from Central Government have indicated that the new GPS LT 2024 is likely to take a far greater climate change and sustainability focus. Therefore, we have been re-considering the strategic direction of our draft RLTP to align with the GPS LT 2024, and this has a subsequent effect on our approach to prioritisation of activities to be included in the draft RLTP.

Should the new GPS LT 2024 not be released before the Government elections in October, we will need to align our draft RLTP to the existing GPS LT 2021. This presents some challenges in terms of the emphasis that our draft RLTP may take, our public engagement approach and how the

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activities within it are funded. Alternatively, should a draft GPS LT 2024 be released before the elections, dependent on timing, this may also have implications in terms of the draft RLTP development and subsequent consultation process, which may need to be delayed in order to be consistent with a final GPS LT 2024.

You will understand that the longer the delay in release of the GPS LT 2024, the more challenging it is to develop a draft RLTP that aligns with Government's expectations.

We appreciate any direction you may be able to provide on this, particularly an indication as to whether this GPS LT 2024 is likely to be released prior to the elections and if it is not proposed to be released prior to the election what is the government's expectations in relation to the strategic direction in our RLTP.

Nāku iti noa, nā



Peter Scott
Chair Canterbury Regional Transport
Committee



Nigel Bowen
Chair Canterbury Mayoral Forum

8.3. Regional Speed Management Plan - Consultation Deadline

Canterbury Regional Transport Committee report

Date of meeting	Thursday, 24 August 2023
Author	Tiara Thorby, Strategy Advisor - Air Quality, Transport and Urban Development
Responsible Director	Katherine Trought, Director Strategy and Planning

Purpose

1. This report provides an update to the Canterbury Regional Transport Committee on the 5 October 2023 deadline for publication of the draft speed management consultation document, set by the Director of Land Transport at Waka Kotahi.
2. It seeks delegation for the Chair to send a letter to the Director of Land Transport advising the Canterbury Regional Speed Management Plan will not meet this deadline.

Recommendations

That the Canterbury Regional Transport Committee:

1. **Delegates to the Chair of the Regional Transport Committee the authority to send a letter to the Director of Land Transport at Waka Kotahi, advising that the Canterbury Regional Speed Management Plan will not meet the publication deadline.**

Key points

3. On 11 April 2023, the Director of Land Transport at Waka Kotahi set the deadline of 5 October 2023 for the publication of any consultation draft speed management plan.
4. The Land Transport Rule: Setting of Speed Limits 2022 (the Rule) sets the requirements for a Regional Speed Management Plan (RSMP) and the role of the Canterbury Regional Transport Committee (CRTC) in producing this plan.
5. Under clause 3.4(6) of the Rule, *'once a regional transport committee provides a consultation draft regional speed management plan to the relevant regional council, the regional council must facilitate public consultation'*.
6. However, under 3.4(8) of the Rule, if a road controlling authority (RCA) has a current Speed Management Plan (SMP) established under clause 3.5(5), a regional council/regional transport committee is only required to consult on information that is different from the current RCA SMP.
7. Essentially, this clause states that, if an RCA consults with the community on a SMP which includes the Canterbury regional speed management policies and, there are no meaningful changes to these regional policies as a result of the consultation process, there is no need for the CRTC to consult on content contained in a RSMP.

8. Canterbury Regional Council staff have sought legal advice and confirmation from Waka Kotahi Speed Management Programme project team that this application of the Rule is correct.
9. Staff do not anticipate any significant feedback being received during RCA consultation on the regional speed management policies that would require meaningful changes being made to them or the RSMP as a result of the RCA consultation processes.
10. For this reason, staff are not anticipating the need to consult on the RSMP once RCA consultation on individual SMP is undertaken.
11. Waka Kotahi has advised Canterbury Regional Council staff that a letter is to be sent to the Director of Land Transport prior to the 5 October 2023 deadline, informing the Director that a consultation draft speed management plan will not be published.
12. Canterbury Regional Council and Waka Kotahi staff are working closely with Canterbury RCAs to ensure they are well supported through this new speed management process.

Cost, compliance and communication

Financial implications

13. The work on the Canterbury RSMP is being undertaken within existing budgets for the Canterbury Regional Council. There are no financial implications related to the matters considered in this report.

Risk assessment and legal compliance

14. The main risk to the CRTC and the Canterbury Regional Council is of judicial review if the CRTC or Canterbury Regional Council are perceived to have had an input on the setting or changing of local speeds. This risk has been identified since the beginning of the project and has been mitigated by close collaboration with RCAs and clear messaging on responsibilities during the consultation phase of each SMP.
15. Canterbury Regional Council have engaged legal advice regarding the requirements to consult on an RSMP. The legal advice received confirms staff interpretation of the Rule, as laid out above. The CRTC is not required to consult on a draft RSMP if the RCAs have already consulted on information contained in the RSMP.
16. Staff will continue to engage in legal advice and close relationships with the Waka Kotahi Area Programme Manager, where appropriate.

Engagement, Significance and Māori Participation

17. Under clause 3.10 of the Rule, the Canterbury Regional Council is required to establish and maintain processes for Māori to contribute to the preparation of the RSMP.
18. Local RCAs are continuing with existing relationships with local Ngā Papatipu Rūnanga and including speed management in transport conversations.

19. Canterbury Regional Council staff are honouring these local relationships where influence is held, and work is ongoing to establish a process that honours Māori and Waitaha mana whenua.

Communication

20. Canterbury Regional Council staff are working closely with RCA staff as they prepare for local SMP consultation and communications. This will ensure messaging is consistent across the region.
21. Communications with each community is of the discretion of the local RCA; however, most are taking a consistent approach to informing its community of the roles and responsibilities for speed management, and the sphere of control the community has over physical speeds.

Next steps

22. Subject to the delegation being approved by the CRTC, a letter will be prepared and approved by the Chair and provided to the Director of Land Transport at Waka Kotahi.
23. Staff will continue to progress work to complete the Canterbury RSMP by the 29 March 2024 deadline.

Attachments

Nil

Legal review	
Peer reviewers	Tammy Philips, Senior Strategy Advisor Sam Bellamy, Team Leader Strategy and Planning

8.4. Canterbury Passenger Rail Investigations - Options to Progress

Canterbury Regional Transport Committee report

Date of meeting	Thursday, 24 August 2023
Author	Luke Carey, Senior Advisor – Air Quality, Transport, and Urban Development
Responsible Director	Katherine Trought, Director Strategy and Planning

Purpose

1. This report provides the Regional Transport Committee with staff advice on options to progress with investigating the development of passenger rail services in Canterbury.
2. This follows a decision made by the Committee in May 2022 to commence a process to further investigate passenger rail in Canterbury in 2023/24, with the scoping of the work to begin in 2022/23.

Recommendations

That the Canterbury Regional Transport Committee:

1. **Receives the advice from staff outlined in this report on options to progress development of passenger rail services in Canterbury.**
2. **Agrees to proceed with the staff recommended Option 2 as follows:**
 - 2.1 **Agrees to defer the decision to progress work to further investigate passenger rail in Canterbury until 2027 or whenever regional spatial planning commences in the region.**
 - 2.2 **Requests that the Canterbury Regional Council propose the development of an ‘intra-regional public transport programme business case’ for inclusion as an activity ‘on the horizon’ in the 2024-34 Canterbury Regional Land Transport Plan.**
 - 2.3 **Requests the Canterbury Regional Council include the development of an ‘intra-regional public transport programme business case’ as an activity in the 2024-34 Canterbury Regional Public Transport Plan.**
 - 2.4 **Requests the Canterbury Regional Council (as the Public Transport Authority) consider including ‘intra-regional public transport programme business case development’ as an activity in the later years of its 10-year budget.**

Key points

- In May 2022, the Canterbury Regional Transport Committee agreed to investigate passenger rail in Canterbury, with the scoping of this work to begin in

the 2022/23 financial year. Staff have begun scoping this work and having early discussions with partners and stakeholders.

- Since this decision by the Committee, there have been several developments that influence the work on passenger rail in the region. This includes the completion of the Indicative Business Case for Mass Rapid Transit in Greater Christchurch in May 2023.
- The Indicative Business Case concluded that enhancing the direct bus service offering between Rolleston and Rangiora with Christchurch Central City will attract more patronage and can be delivered at a lower cost than a commuter rail service.
- However, patronage on direct bus services to/from Selwyn and Waimakariri may eventually grow to a point where it becomes more cost-effective to shift some of these trips to a higher-capacity mode. Heavy rail is potentially well-placed to be this mode in the long-term, particularly at peak travel times.
- Staff recommend development of an intra-regional public transport programme business case be put forward as an activity 'on the horizon' in the 2024-34 Canterbury Regional Land Transport Plan. This would further investigate the potential role of rail in improving access and supporting planned growth beyond Rolleston and Rangiora, as far as Amberley and Timaru.
- Staff also recommend the Committee defers a decision to progress further work on passenger rail in the Canterbury region until 2027 or whenever regional spatial planning commences.
- We can continue to monitor patronage uptake on direct bus services to/from Selwyn and Waimakariri to right-time progressing passenger rail and update the Committee on any changes in inter-district travel patterns from the 2023 census, once available.

Background

3. In February 2022, the Canterbury Regional Transport Committee (CRTC) received a notice of motion from one of its members to trial a 'start up' passenger rail service in the Canterbury region. The original notice of motion was subsequently amended to request an update from staff on progress toward passenger rail in Canterbury.
4. In May 2022, Canterbury Regional Council staff provided a substantive report to the Committee on progress toward passenger rail in Canterbury. It outlined three broad service types that the Committee could consider further investigating:
 - Long distance inter-regional
 - Long distance commuter, and
 - Short distance commuter.
5. The report provided an overview of their key service characteristics, some case studies from other parts of New Zealand, and a recommended process to progress a service proposal.
6. At that point in time, the Committee agreed to further investigate passenger rail in Canterbury in the 2023/24 financial year, with the scoping of the work to begin in the 2022/23 financial year. Staff began scoping the work and having early stakeholder

discussions in February 2023, including engaging with key staff within KiwiRail and Waka Kotahi.

Recent developments that influence passenger rail

7. Since the report to the CRTC in May 2022, there have been several key developments that influence the work, namely:
- The Spatial Planning Bill has been introduced to Parliament and has been through Select Committee, and specific requirements for regional spatial planning are now clearer².
 - The 2023 Census has taken place, which will soon provide updated data for travel to work and education. This data will be key to understanding inter-district commuting patterns and the viability of introducing public transport options to service these trips.
 - The Ministry of Transport has committed to developing a national public transport strategy by 2025, and considering improvements to, and new opportunities for, inter-regional public transport services³ (signalled in the Emissions Reduction Plan).
 - A parliamentary inquiry into inter-regional passenger rail has been established and referred to the Transport and Infrastructure Select Committee. The CRTC provided submitted on this inquiry in October 2022.
 - The Select Committee reported on its findings on 4 July 2023, recommending the government identify a transport sector agency to provide system leadership and guidance on inter-regional public transport. One proposed role of this agency would be to engage and coordinate between regional councils, Waka Kotahi and Treasury on the development of inter-regional public transport proposals.⁴
 - Work on the Indicative Business Case for Mass Rapid Transit (MRT) in Greater Christchurch has concluded. This has greatly furthered our understanding of the potential role and value of heavy passenger rail within Greater Christchurch.
 - A new requirement for tier 1 urban areas to develop vehicle kilometres travelled (VKT) reduction plans to assist government in meeting its climate change targets.

Mass Rapid Transit findings: Rolleston to Rangiora

8. The Indicative Business Case (IBC) for MRT in Greater Christchurch considered three different mode and route options for MRT between Rolleston and Rangiora and the Christchurch Central City:
- Dedicated urban street-running MRT (either light rail or buses)
 - A more limited-stop bus rapid transit along the current motorway alignment, and

² See the NZ Parliament website for further information on the [Spatial Planning Bill](#) (last updated June 2023).

³ Mahere Hohenga kia Whakakorea te Waro ā-Kawenga 2022-25 (the Decarbonising Transport Action Plan), page 52 for the National Public Transport Strategy and page 57 for inter-regional public transport (initiative 1.2b.6). The full plan is available [here](#) (last accessed 28/03/23).

⁴ Further information about the inquiry is available [here](#).

- A heavy rail passenger service.
9. Only one option came out of the process with a benefit cost ratio higher than one, meaning the monetised benefits exceeded the expected costs. This was the street-running MRT with enhanced direct bus services to Rolleston, Rangiora and Lincoln.
 10. The business case also assessed the option of street-running MRT plus a complementary 'start up' heavy rail service to Rolleston and Rangiora, with users transferring onto high-frequency MRT services at Riccarton for onward travel into the Central City. This option came out second-best for value for money and was the best performing against the investment objectives. But it also came at a significantly higher cost than the preferred option and the overall costs exceeded the expected benefits, meaning it had a benefit cost ratio less than one.
 11. Significant infrastructure investments would be required to enable a 'start up' 30-minute service frequency. Namely additional passing loops, an additional 8.5km of double tracking between Hornby and Rolleston, several new or upgraded stations, and signalling upgrades, particularly north of Belfast. Beyond a 30-minute frequency, even more expensive upgrades begin to be triggered, such as grade separation of level crossings.
 12. In terms of patronage, the complementary 'start up' heavy rail service option is estimated to add an additional 4,700 daily boardings to the public transport network. By comparison, enhancing direct bus services from Rolleston, Rangiora and Lincoln to the Central City (the MRT preferred option) is estimated to attract more users (an additional 7,300 daily boardings by 2051), avoids the need to transfer at Riccarton for onward travel to the Central City, and can be delivered at a lower cost.
 13. In summary, the value of heavy passenger rail is in its capacity to move large numbers of people. The findings from the MRT IBC indicate that heavy passenger rail between Rolleston and Rangiora could have a role in Greater Christchurch's future, but that future is not right now. Delivering direct bus service enhancements to Rangiora and Rolleston is going to be more cost effective in the short to medium term.
 14. In the long term, patronage on the direct bus services may eventually grow to a point where it begins to be more cost-effective to shift these trips to a higher-capacity mode. The IBC identifies heavy rail as well-placed to be this higher-capacity mode, particularly at peak travel times. It also finds that the investment required in commuter rail between Rolleston and Rangiora is complementary with any broader investment in rail for the rest of the Canterbury region.
 15. But given the high cost of commuter rail relative to its near-term expected benefits, enhancing the existing direct bus service offering and continuing to progress street-running MRT should be prioritised ahead of a commuter rail service. The Canterbury Regional Council can monitor growth on these direct bus services to right-time progressing any plans for passenger rail.

Advice on any further work on passenger rail

16. What the MRT business case does not tell us is what is the potential role of heavy passenger rail (and public transport more broadly) beyond Rolleston and Rangiora?

Beyond Greater Christchurch? What is its potential to support planned growth and longer-term outcomes for the wider Canterbury region?

17. Staff have begun to scope what the process to answer these questions might look like. Our early advice is that:
 - It should ultimately follow a business case process
 - It should inform (and be informed by) regional spatial planning
 - The proposed role and function of any passenger rail service is a key question that would require agreement early on, and
 - The business case process should be mode-agnostic and rail may not emerge as the highest-scoring option.
18. Decision-making over the provision of new or additional public transport services sits with the Canterbury Regional Council as the Public Transport Authority (PTA). While the CRTC can direct staff to further develop the strategic case and/or other early work, it would ultimately require Canterbury Regional Council funding and support to progress.
19. While there are several options for progressing and sequencing the work, the process would broadly follow Treasury's Better Business Case process, and would ideally include consideration of intergenerational wellbeing. This process is loosely summarised below:
 - **Strategic case:** What is the problem we are trying to solve? What are the benefits we're seeking from our investment?
 - **Indicative business case:** Development of investment options, options assessment and shortlisting of options. This is the basis for telling the investment story to secure funding support and progress a potential preferred option to a detailed business case.
 - **Detailed business case:** Comprehensive, detailed planning and analysis of the preferred option(s), with a view toward procurement and delivery, and ensuring it is affordable and feasible to construct and deliver.
 - **Procurement and delivery.**
20. The advice presented to the CRTC in May 2022 recommended blending this business case process with a rail utilisation strategy (RUS) and/or a market study (see Figure 1). This advice was specifically tailored to a rail-based service proposition.

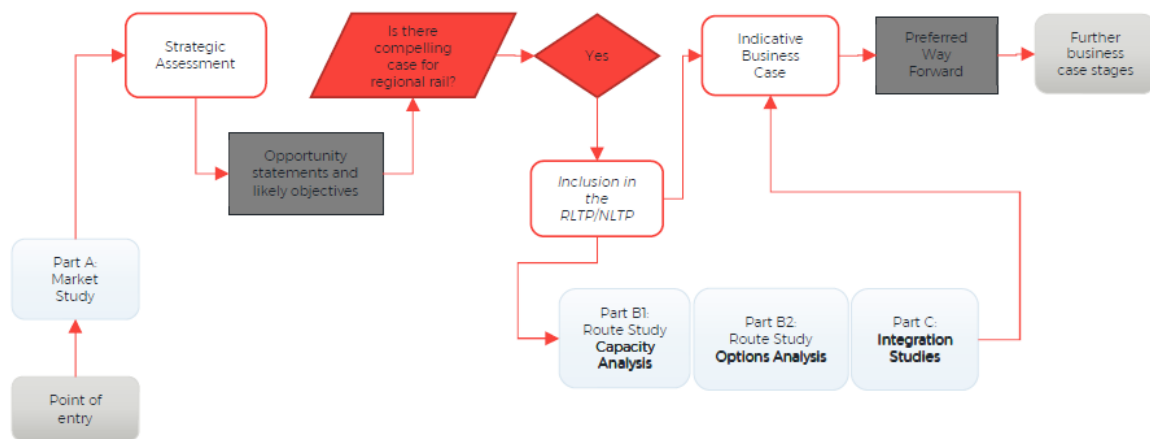


Figure 1 – Rail utilisation strategy process blended with Waka Kotahi's business case process (WSP).

21. Development of a programme business case would need to be identified as an activity in the 2024-27 Canterbury Regional Land Transport Plan (RLTP) and the Canterbury Regional Public Transport Plan (RPTP), and funding for the business case identified in the Canterbury Regional Council's 10-year budget.
22. Under the current regulatory and funding settings, staff consider that the geographic scope of further investigations should be initially limited to the Canterbury region only, with a focus on the corridor between Amberley and Timaru, for the following reasons:
 - Inter-regional services are currently specifically exempt from attracting public transport subsidy under the Land Transport Management Act.
 - The governance and funding arrangements required for an inter-regional service proposition are complex (this is a key finding of the recent parliamentary inquiry).
 - There is lesser operational and financial risk in keeping it within the responsibilities of the Canterbury Regional Council.
 - There are larger population centres (see Figure 2) and lesser average travel distances between Amberley and Timaru.⁵
 - There is a lower quality of rail network infrastructure, and therefore reduced travel time competitiveness, south of Oamaru and north of Belfast.⁶
 - There are potentially competing service offerings in the existing KiwiRail scenic services to the north and west of the Greater Christchurch sub-region.

⁵ The efficacy and financial sustainability of all forms of public transport generally increases with population density.

⁶ The rail network on these sections is currently controlled by a manual authority-based track warrant system, as opposed to centralised traffic control, and maximum operating speeds are restricted to between 50-80km/hr, making it less competitive with private vehicle travel times along these sections.

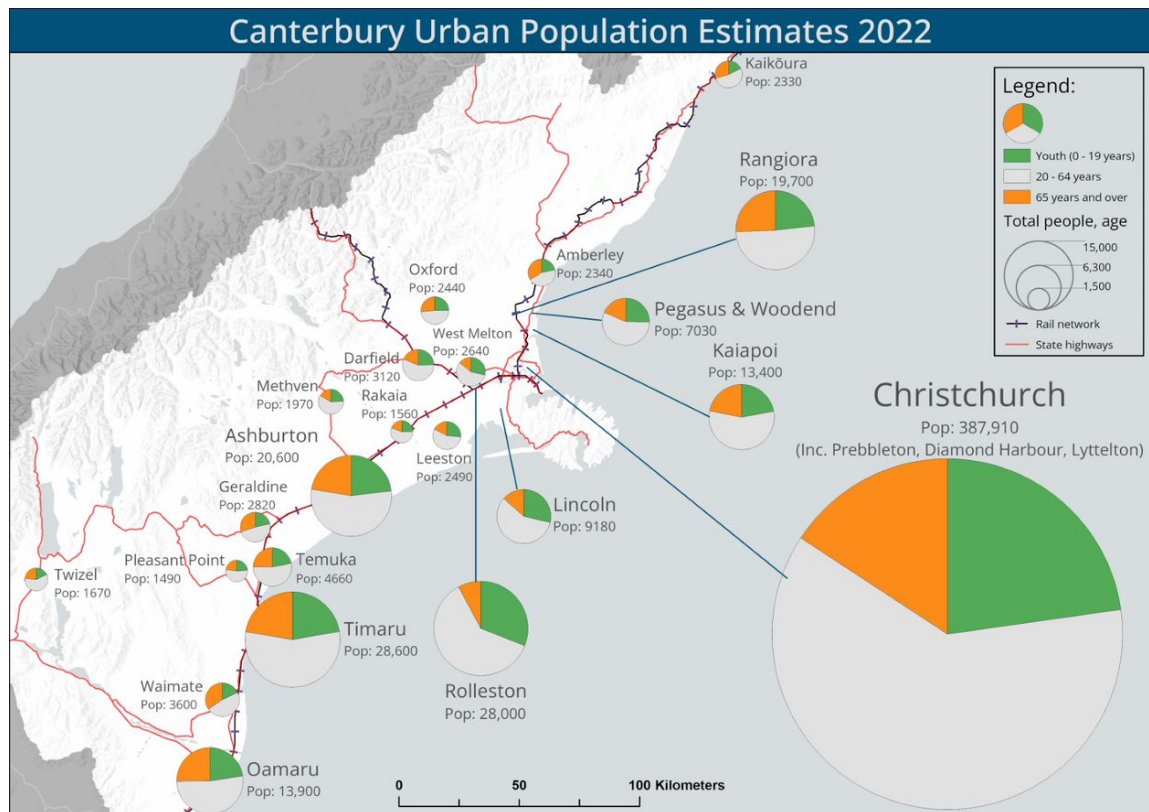


Figure 2 – 2022 urban area populations (2022 Stats NZ estimates). The size of each pie is relative to town/city population. The number of elderly and youth are shown in orange and green respectively. The urban population of Selwyn District is more youthful than other parts of the Canterbury region, and the urban population of Rolleston is almost equivalent to that of Timaru.

Options to progress passenger rail investigations

23. Staff have identified four options for the Committee's consideration. These are:
- **Option 1** – Do not progress further investigations.
 - **Option 2** – Identify the development of a business case as an activity 'on the horizon' in the 2024-34 RLTP, with a decision to progress this work deferred until 2027 (preferred option).
 - **Option 3** – As per Option 2, but commission a market study and/or rail utilisation study as an early deliverable.
 - **Option 4** – Request the Canterbury Regional Council to commence development of a programme business case within the 2024-27 period.

Option 1 – Do not progress further investigations

24. Option 1 would immediately discontinue progressing any further work on passenger rail in Canterbury, with no intent to pick it up in the near-term future. Staff and financial resources could be focused on progressing other more immediate transport priorities for the Canterbury region.
25. Being less progressed in terms of understanding the potential role of passenger rail in Canterbury could come with opportunity costs, including being able to inform regional spatial planning and being ready to engage with shifts in government direction.

Option 2 – Identify the development of a business case as an activity ‘on the horizon’ in the 2024-34 RLTP, with a decision to progress this work deferred until 2027 (preferred option)

26. Option 2 would defer a decision on progressing a programme business case until 2027 or whenever regional spatial planning commences in Canterbury. It is proposed that the development of an intra-regional public transport programme business case be included as an activity ‘on the horizon’ in the 2024-34 RLTP. This identifies it as an activity in the RLTP, but not as a funded activity within the 10-year planned investment programme. This option would also request the Canterbury Regional Council identify the activity in the Canterbury Regional Public Transport Plan, and consider including it in their 10-year budget.
27. Canterbury Regional Council and partner staff could engage (when appropriate) in high-level, point-of-entry discussions on business case development with relevant parties, including Waka Kotahi, Papatipu Rūnanga and KiwiRail.
28. Deferring a decision on progressing a business case could enable good alignment with the future requirement to undertake regional spatial planning, ensure this work reflects any key shifts in government direction, and allow staff and financial resources to focus on other more immediate transport priorities for the Canterbury region in the near term.
29. This is the staff recommended option.

Option 3 – As per Option 2, but commission a market study and/or rail utilisation study as an early deliverable

30. Option 3 would defer a decision on progressing a programme business case until 2027 or whenever regional spatial planning commences in Canterbury as per Option 2, but continue planning for the work and commission a market study and/or rail utilisation study as an early deliverable. It is important to note that Waka Kotahi funding support for these early deliverables is not guaranteed and they may only be able to be progressed at councils’ own cost.
31. This option would also look to include the programme business case development as an activity ‘on the horizon’ in the 2024-34 RLTP.
32. In addition to the advantages outlined for Option 2, this option could also contribute to the evidence base that supports freight and passenger rail discussions in Canterbury. The funding required for these early deliverables is currently unbudgeted.

Market study

A market study would test the potential levels of patronage and financial viability of a range of public transport service options along the focus area of Timaru to Amberley. It could utilise scenarios to identify potential triggers for investment (i.e. reaching certain population thresholds or if consumer petrol prices reach a certain threshold relative to average household income).

This study would explore road and rail-based public transport service propositions from a market attractiveness perspective. It could inform discussions on the timing and sequencing of this work, and could usefully inform regional spatial planning, particularly planning for future residential and commercial growth across the region.

Rail utilisation study

A rail utilisation study would seek to improve our understanding of the current state of the rail network in Canterbury and its capacity to accommodate increased rail movements, for both passenger and freight. We would work closely with KiwiRail and look to utilise their business knowledge in progressing the study.

This study would potentially have broader benefits. It would align with the CRTC's 2021-31 RLTP target to double rail freight movements to, from and within Canterbury by 2031. It would assist the Committee to advocate more effectively for funding for rail through the Government Policy Statement on Land Transport and the Rail Network Investment Programme, and could inform future rail investment, including any passenger rail service proposition.

Option 4 – Request the Canterbury Regional Council to commence development of a programme business case within the 2024-27 period

33. Option 4 would see the CRTC request the Canterbury Regional Council fund the development of the programme business case within the 2024-27 period of their 2024-34 10-year budget. If agreed by the Canterbury Regional Council, this would effectively direct staff to immediately commence point-of-entry discussions and development of the strategic case, which determines if it should progress into a programme business case. It essentially commences development of a business case now, as opposed to deferring the work to sequence and progress it alongside regional spatial planning.
34. There are several reasons why this option is not recommended by staff at this point in time, namely:
- The current focus of Canterbury Regional Council staff is on near-term opportunities in Greater Christchurch, namely delivering the public transport futures programme and progressing plans for mass rapid transit in Greater Christchurch, where the public transport proposition, supporting funding structures and central government interest is greater.
 - Progressing it now would put it ahead of regional spatial planning, which carries greater risk of being misaligned with sought land-use and emission reduction outcomes.
 - Staff have not had any substantive point of entry or funding discussions with Waka Kotahi, and external technical expertise and resource would likely be required to support business case development.

Cost, compliance and communication

Financial and resourcing implications

35. **Options 1 and 2** would have minimal impact on staffing and resourcing, and would continue to focus the resources of the Canterbury Regional Council on committed nearer-term priorities, such as the Public Transport Futures programme and progressing plans for MRT in Greater Christchurch. It would allow the rail work to be sequenced in with regional spatial planning discussions and to respond to future developments in central government direction.

36. **Option 3** would require external resourcing for any market study or rail utilisation study as the available internal resource is limited. The estimated cost of a rail utilisation study is around \$100,000 (excl. GST). Staff expect a market study would likely fall within a similar cost range.
37. **Option 4** would have resourcing implications that are not currently provided for.

Wider funding context

38. The wider funding context is material to any decision-making to further progress intra-regional public transport in Canterbury. Depending on the preferred mode chosen, the capital and ongoing investment required to support such a service proposition is potentially a significant and region-shaping investment. There is no single obvious funding pathway, and it would likely require the buy-in of many parties across both central and local government.
39. This merits serious consideration of alternative funding and financing approaches as part of the scoping and development process. Our initial advice on long-term, nation-building investments of this nature can be summarised as:
- Investigate using the Infrastructure Funding and Financing Act 2020 to explore the use of a special purpose vehicle as a debt-funding mechanism.
 - Explore targeted funding tools (such as a targeted rate funding).
 - Explore value capture tools (not currently enabled by legislation but supported in principle by the current government for investments of this nature).
 - Begin to put aside some funding now (i.e. begin committing ring-fenced rates funding).
 - Await reform of the transport funding system (subject to the outcomes of the Future of the Transport Revenue System Review).
40. All of these are material options for the CRTC to consider exploring further. Central government is unlikely to fund such a venture without a local share funding commitment from partner councils or a demonstrated willingness from local government to invest for the long-term.

Risk assessment and legal compliance

41. There is some reputational risk to the Canterbury Regional Council and partner councils in progressing this work too early and/or without support from Waka Kotahi. KiwiRail has a commercial interest in any rail-based service proposition as a potential operator of contracted services, and in the track access fees, stabling/maintenance and other costs that would be payable to KiwiRail in using the rail network.

Engagement, Significance and Māori Participation

42. Staff have not had any engagement with Te Rūnanga o Ngāi Tahu or Papatipu Rūnanga, and there is no mana whenua representation on CRTC. If the Committee wishes to progress with Options 2, 3 or 4, then staff would seek to engage with Papatipu Rūnanga through Te Paiherenga prior to taking a decision paper to the Canterbury Regional Council. The project will also be included in the 'Tuia Stocktake',

to alert ngā Rūnanga to the work, and gauge their interest in being involved going forward.

43. There has been some engagement with transport staff in partner councils who sit on the Canterbury Transport Officers Group (TOG), a working group that exists to provide advice to the CRTC. We have also engaged with key staff within Waka Kotahi and KiwiRail. KiwiRail does not have any views on this advice. The development of any new public transport service proposal would need to be led by the Canterbury Regional Council, drawing on the resource and expertise of Waka Kotahi and KiwiRail.
44. There is high public interest in passenger rail in the Canterbury region. Approximately half of the public feedback received on the Draft 2021-31 Canterbury RLTP mentioned greater use of rail for both passenger and freight movement.

Consistency with council policy

45. This decision is in response to a notice of motion. It does not require or imply a departure from agreed and/or notified Council policy.

Climate Change Impacts

46. Land transport is a major contributor to Canterbury's greenhouse gas emissions profile, accounting for 16 percent of the region's emissions in 2018. Reducing transport emissions is critical to mitigating the worst potential impacts of climate change. The CRTC has set a target of a 30 percent reduction in greenhouse gas emissions from land transport in the region by 2030 through the 2021-31 Canterbury RLTP.
47. Climate change is a key driver for exploring the role other travel options, such as intra-regional public transport, could have in a low-emissions transport system. Integrated land use and transport planning and decision making, such as through spatial planning, is a critically important part of reducing overall transport emissions and improving resilience to the likely impacts of climate change.
48. While extending public transport services into areas not currently served by public transport has the potential to support mode shift of some trips from private vehicles to a lower-emissions mode, thereby reducing emissions, the provision of greater transport choice and levels of accessibility between urban areas across Canterbury also has the potential to induce further travel demand that does not currently exist. To realise emissions benefits, we need to carefully plan for, and manage accompanying growth and changes in travel demand.

Communication

49. Canterbury Regional Council staff intend to issue a media release on the CRTC decision, once known. This would be reviewed and approved by the Chair of the Committee prior to release.

Next steps

50. With the direction of the CRTC, staff will proceed to engage with mana whenua and take a decision paper to the Canterbury Regional Council ahead of, or as part of,

Council's 2024-34 10-year budget development. If required, staff will proceed to commission any early deliverables as directed by the Committee, and seek Waka Kotahi co-funding support for this early work.

Attachments

Nil

Legal review	
Peer reviewers	Sam Bellamy, Team Leader Strategy and Planning Tammy Phillips, Senior Strategy Advisor

9. Next Meeting

The next meeting of the Canterbury Regional Transport Committee is scheduled to be held on Thursday 5 October 2023. Any changes to this time will be publicly advertised and updated on the Environment Canterbury website.

10. Karakia/Mihi Whakamutunga - Closing

The meeting will conclude with a karakia by a member of the Canterbury Regional Transport Committee.