Auckland Regional Council | MAY 2009

Strategic direction position paper

Auckland Regional Land Transport Strategy

OUR REGION, OUR FUTURE

Auckland Regional Council
TE RAUHĪTANGA TAIAO

Note

This position paper was prepared prior to the release of the Government Policy Statement on Land Transport Funding 2009/10 – 2018/19 on 19 May 2009. A feature of the 2009 Government Policy Statement is prioritisation of the objective "improving national economic growth and productivity". The draft Auckland Regional Land Transport Strategy currently under preparation will take account of the 2009 Government Policy Statement.

AUCKLAND REGIONAL LAND TRANSPORT STRATEGY - STRATEGIC DIRECTIONS AND STRATEGIC OPTIONS

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Purpose of this paper

This position paper presents the Regional Transport Committee (RTC) proposals for the goal, vision and objectives for the development of the Auckland region's transport system over the next 30 years and the strategic direction that the RLTS should follow. It outlines a range of strategic options for implementing that strategic direction.

The material in this position paper builds on the initial round of consultation conducted in late 2008, which sought responses to a Background Document setting out the transport challenges and choices faced by the region, and highlighted the need for the region's long-term transport strategy to respond to the challenges posed by global economic change, population pressures, demographic change, social disadvantage, the unsustainable consumption of natural resources and climate change.

The main themes to emerge from that feedback are summarised in **Appendix A**.

Introduction

The Auckland Regional Council's Regional Transport Committee (RTC) is preparing a new Regional Land Transport Strategy (RLTS). This RLTS will set the direction for the region's transport system for the next 30 years, and identify the actions needed to achieve an affordable, integrated, safe, responsive, and sustainable land transport system that can support the future growth of the region, and cope with the economic, social and environmental changes that we face.

The current RLTS, published in 2005, had a 10-year planning horizon. It called for a substantial increase in public transport spending, the completion of key elements of the strategic road network and placed new emphasis on alternatives to car travel. The next-generation strategy builds on the RLTS 2005. It must also incorporate recent legislative and policy changes, including relevant changes to the Auckland Regional Policy Statement (ARPS) which is being reviewed concurrently. Recent policy developments which need to be taken into account include the Government Policy Statement on transport (adopted in 2008[1]),the 2008 New Zealand Transport Strategy, the New Zealand Energy Strategy (2007), the New Zealand Energy Efficiency and Conservation Strategy (2007), the Auckland Sustainability Framework (2007) and the Auckland OnePlan Version 1 (2008).

An important emerging theme is the need for the transport system to support national economic growth and productivity. The global economic downturn is now having a visible impact in New Zealand, with falling house prices, tighter criteria around bank credit, a weak sharemarket and rising unemployment. This emphasises the need for transport policy and investment to play its part in supporting economic recovery in the short term, as well as supporting economic growth in the long term.

Another important, emerging theme in policy has been the need to increase the sustainability of the transport system over the period of the strategy. This includes the need for transport policy and investment to address volatile oil prices, to manage the effects of climate change and to reduce emissions.

The legislative basis for the RLTS is in the Land Transport Management Act 2003 (LTMA). Amendments from 2008 include new requirements for regional strategies. Under the legislation, the RTC is responsible for preparing the RLTS, for approval by the Auckland Regional Council. An important change is the introduction of a planning horizon of 30 years or more, rather than 10 years, and a requirement to review the strategy every six years rather than every three.

The RLTS must set out the "inter-regional and intra-regional transport outcomes relevant to the region, and the strategic options for achieving those outcomes". This paper sets out the RTC's views on these matters.

In preparing the RLTS, the RTC is required to take account of a number of matters, including:

- the land transport funding likely to be available for implementing the strategy
- the views of affected communities

1 This position paper was prepared prior to the release of the new GPS on 19 May 2009. The draft RLTS currently under preparation will take account of the GPS 2009.

- the views of land transport network providers
- the need to give early and full consideration to land transport options and alternatives
- the need to provide early and full opportunities for key stakeholders to contribute to the development of the RLTS.

The integration of transport with land use is a significant issue in the region, and the RLTS is therefore being prepared in tandem with the review of the Auckland Regional Policy Statement. The LTMA recognises the importance of these relationships by requiring the RLTS to include "a statement of any relevant regional economic or land-use considerations, and the likely funding of any land transport infrastructure associated with those considerations'. It also obliges the RTC to take account of the ARC's requirement under the Resource Management Act to "consider the strategic integration of transport infrastructure with land use through objectives, policies, and methods".

Vision, objectives and outcomes

Vision:

A transport system which enhances the Auckland region, where:

- people and goods are able to move when necessary
- transport supports vibrant, well designed urban and rural centres, and innovative business and economic activity
- streets are places for people and communities
- the transport system respects the region's distinct volcanic and coastal identity
- getting around by all modes is integrated, safe and effective
- people have choices which enable them to participate in society, including those most disadvantaged
- the natural environment and human health are protected and enhanced
- transport resources are used efficiently and supported by sustainable, innovative design practices
- the transport system is resilient in the event of shocks and is adaptable to change.

Objectives:

- assist economic development
- assist safety and personal security
- improve access and mobility
- protect and promote public health
- ensure environmental sustainability
- integrate transport and land use supportive of Regional Growth Strategy and Regional Policy Statement policies
- achieve economic efficiency.

The first five of these objectives reflect national objectives which regional strategies must contribute to. The RLTS is also required to contribute to the LTMA's overall aim of "achieving an affordable, integrated, safe, responsive, and sustainable land transport system".

Proposed transport outcomes:

The RTC has identified a set of outcomes in response to the requirement that the RLTS must set out the "inter-regional and intra-regional transport outcomes relevant to the region". The proposed outcomes for each of the objectives are set out in Appendix B.

National policy framework

The New Zealand Transport Strategy (NZTS) issued in 2008 highlights a number of formidable challenges facing the transport sector, including the need to find affordable ways to improve New Zealand's economic growth and productivity and improve the health, safety, security and access of New Zealanders, while at the same time addressing climate change and other environmental impacts.

The NZTS vision for transport in 2040 is:

- People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system.

The vision is supported by five objectives for the transport system:

- assist economic development
- assist safety and personal security
- improve access and mobility
- protect and promote public health
- ensure environmental sustainability.

The NZTS includes a number of targets related to those five objectives. It also sets the strategic context for the development of the Government Policy Statement on Land Transport Funding[2] (GPS), a statutory document setting out central government's funding policy and priorities for land transport development on a three-yearly cycle. The RTC must take the GPS into account in preparing its RLTS. The first GPS was issued in August 2008, and includes targets for the national land transport system through to 2015.

Since the new government came to office in late 2008 a number of changes have been signalled. These include:

- releasing a draft GPS that moves away from the targets identified in the 2008 GPS
- allocating money to specific transport projects
- a move away from using a regional fuel tax to support a variety of regional public transport initiatives.

The NZTS targets issued in 2008 are set out in the table in Appendix C. Appendix C also highlights the current position in the Auckland region in relation to the NZTS targets and the current regional trends in relation to these targets.

2 This position paper was prepared prior to the release of the new GPS on 19 May 2009. The draft RLTS currently under preparation will take account of the GPS 2009.

Targets which will drive development of the Auckland transport strategy are outlined in the following table:

Objective	NZTS targets
Assisting economic development	For identified critical routes: • improve reliability of journey times • reduce average journey times.
Assisting safety and personal security	Reduce road deaths to no more than 200 per annum by 2040. Reduce serious injuries on roads to no more than 1,500 per annum by 2040.
Improving access and mobility	Increase use of public transport to seven per cent of all trips by 2040 (i.e., from 111 million boardings in 2006/7 to more than 525 million boardings in 2040).
	Increase walking, cycling and other active modes to 30 per cent of total trips in urban areas by 2040.
Protecting and promoting public health	Reduce the number of people exposed to health-endangering noise levels from transport.
	Reduce the number of people exposed to health-endangering concentrations of air pollution in locations where the impact of transport emissions is significant.
Ensuring environmental sustainability	Increase coastal shipping's share of inter-regional freight to 30 per cent of tonne-kilometres by 2040. Increase rail's share of freight to 25 per cent of tonne kilometres by 2040.
	Reduce the kilometres travelled by single occupancy vehicles, in major urban areas on weekdays, by ten per cent per capita by 2015 compared to 2007.

The targets above are for New Zealand as a whole. Specific targets for the Auckland region are currently being developed.

The NZTS acknowledges that a "business as usual" approach will not deliver the required results, and notes that successful delivery of the strategy will require change. The targets for 2040 will require much greater change than proposed in the RLTS 2005, albeit over a longer time period. An important role for the new Auckland RLTS will be to set out how those changes can occur in the Auckland region.

Auckland Transport Challenges

An important challenge for Auckland is adapting its transport system to cope with continued growth of population and travel demand, in order to enable sufficient accessibility and mobility to contribute to economic and social well-beings while being affordable and minimising adverse effects on the environment. The RLTS needs to take account of a wide range of influences, and to recognise a degree of uncertainty about future trends. A working report[3] has been prepared identifying the various challenges the region faces.

Growth

Current projections estimate that the region's population will increase from 1.3 million to 2.3 million people by 2051. This could mean an additional 350,000 dwellings and 980,000 jobs, as if the Wellington region's population enters the Auckland region. It will be a significant challenge to allocate resources to meet the rising demands on the transport system in a sustainable manner. The region's land use and transport system will need to support increased walking, cycling and public transport use and to reduce the need to travel.

The cost of doing business

Capacity of the transport network has not kept pace with growth. Increasing congestion, delays along some of the region's main transport routes, and the costs of transport energy have a direct impact on the cost of doing business. Not only does it take longer to get around, but congestion restricts the ability to move goods and services around the region, to other regions, and to the port and airport. Widening roads to provide additional capacity is disruptive to communities, expensive and generally comes with serious environmental and amenity impacts. With the strategic motorway network close to completion the construction of new roads will reduce. For these reasons it is unrealistic to expect that road construction can keep pace with traffic growth.

Lack of choice

Auckland's growth particularly in the latter half of the 20th century has been designed to support use of the private motor vehicle. This has led to poor urban form, dormitory suburbs without employment opportunities and relatively low-density and decentralised land use development. This is also linked to widely dispersed land uses. The places people need to visit are often difficult to link with public transport and too far apart for easy walking and cycling. This land use pattern, together with high car ownership (and low costs of motoring), culminated in the dominance of motor vehicle travel and, until recently, a lack of investment in other transport modes. This has resulted in many parts of the region having relatively poor levels of public transport access and poor walking and cycling facilities. This situation also applies in the rural areas of the region when there are limited alternatives to car use. For many trips, there is little realistic choice other than motor vehicles. Buses, Auckland's main form of public transport, are not an attractive alternative when they have to share congested roads with general traffic.

3 This paper is available upon request – Regional Land Transport Strategy Working report Number 08 Trends and Issues (Transport Challenges)

The land use patterns of the region generate travel demands which are also challenging to service with public transport. Auckland public transport patronage levels are low by international standards. The recent investments in rail and busway infrastructure have resulted in an upturn in public transport patronage, but region-wide levels remain well below national targets.

Safety

The number of fatalities and crashes in the Auckland region has declined, from 105 deaths in 1998 to 61 deaths in 2007. However, cyclist and motorcyclist injuries have been increasing in recent years. While pedestrian deaths have remained constant at 21 per cent of all road deaths, children are over-represented in the region's pedestrian casualty statistics. Crashes on rural roads are generally more severe because of higher speeds and less engineering treatment. The level of injuries and fatalities in the region is still high, and there is some way to go to achieve national road safety targets. This is especially true for children, pedestrians and cyclists who are over-represented among casualties.

Fear of road crashes has also contributed to the steep decline in time spent walking and cycling, especially among children and older adults.

Environmental sustainability

The majority of transport-related activities are energy intensive and consume non-renewable resources (fuel, materials and land). They release greenhouse gases (eg CO_2 emissions) thus contributing to climate change. Current estimates indicate that CO_2 emissions will increase by 22 per cent by 2016.

The location, form, scale, construction and use of the transport system (and associated parking) can impact on air and water quality, noise and vibration, landscapes, ecosystems and natural habitats. They can sever local communities and cause the loss or fragmentation of natural and cultural heritage, amenity, public open space and landscape.

Public health

Motor vehicles generate a variety of harmful emissions that contribute to increased cardiovascular and respiratory illnesses. The increasing use of motor vehicles has meant fewer children and adults gain the health benefits that walking and cycling provide. In a wider sense, the ability to participate fully in society (including access to health facilities) is an important determinant of public health. Transport enables participation, and those without ready access to a car, or who are disadvantaged by limited alternatives and the price of travel in Auckland, have fewer opportunities.

The transport system can create barriers, by limiting the ability or desire to move through areas, which reduces accessibility to services. Local social networks and community "cohesion" can also suffer.

Economic context

The collapse of financial institutions in late 2008 and the consequences for the international economy are likely to have very significant impacts on New Zealand over several years. While the national economy is expected to recover well within the 30 year life of this strategy, the Auckland region will play a pivotal role in that recovery. The current economic situation emphasises the need for the RLTS to assist economic development, and the need to ensure that measures to increase productivity and business opportunities are implemented in the early years of the strategy.

Funding regime

There are limited transport funds both nationally and locally. State Highways are currently funded 100 per cent through centrally-distributed road-user funds, whereas most other transport activities are funded approximately 50 per cent through road-user funds and 50 per cent through local government property rates. Local government is constrained in its ability to increase its contribution by a reluctance to raise rates for households already facing economic pressures.

A shift in expenditure from state highways to local roads, public transport, walking, cycling or demand management would require a change in the funding regime.

Inter-regional connections

Currently the combined regions of Auckland, Waikato, the Bay of Plenty and Northland generate 51 per cent of New Zealand's Gross Domestic Product and are home to 51 per cent of New Zealand's population. By 2031 this is expected to grow to around 60 per cent. High-quality, direct and well-maintained inter-regional road and rail connections are essential to facilitating this growth in these strongly-linked regional economies so essential to the economic well-being of New Zealand.

Proposed strategic direction for the RLTS

The 2010 RLTS builds on past work. The trends and issues described in this document have developed over time and were generally considered in the previous Auckland Regional Land Transport Strategies of 1993, 1995, 1999, 2003 and 2005. Each of the previous publications involved extensive consultation.

While there have been changes since 2005 in both the legislative requirements of the RLTS and the issues facing Auckland, the RTC considers that the general thrust of the 2005 RLTS remains valid and that the 2010 RLTS should build on its main themes.

Since 2005 there has been growing emphasis on environmental sustainability, network resilience and managing the demand for travel. These factors, together with growing concerns driven by the developing economic crisis, reinforce the need to continue and strengthen the existing strategic direction.

Building on previous strategies, the RTC proposes that the strategic direction of the RLTS 2010 be built on the following themes:

Supporting and contributing to land use policy that supports a compact and contained urban form consisting of centres, corridors and rural settlements

Investment in transport infrastructure can support or frustrate the location of land uses. For example, new roads have encouraged development on the fringes of the urban area. The way in which land uses are arranged is the main driver of transport demand. The location of households, businesses, recreational, educational, cultural and health facilities determines the trips necessary to link activities, and strongly influence the mode of transport used.

Regional land use policy (as articulated in the Regional Policy Statement and Regional Growth Strategy), supports concentrated residential and business growth in denser, well-designed, mixed-use centres and corridors. Primarily these are located on the Rapid Transit and Quality Transit Network[4]. Managing growth in this way will lead to a reduction in the number and length of vehicle trips, and will enable a greater proportion of trips to be made by public transport, walking and cycling.

Continue major investment in rail, bus and ferry infrastructure and service improvements

Investment in public transport, both services and infrastructure, has not kept pace with the growth in travel demand. This means that for many people there is little or no choice but to use private vehicles. Those with limited or no access to cars are severely disadvantaged. It also means Auckland has only very recently started to develop high capacity reliable public transport on major routes where public transport has the ability to significantly contribute to reduction in congestion and provision of more environmentally sustainable transport.

4 These are defined in the glossary

A major investment programme is now underway to improve public transport, led by electrification of the rail system and completion of the Northern Busway and by the improvement of services on these routes. The region has placed a great deal of emphasis on the development of Rapid Transit and Quality Transit Networks. The Rapid Transit Network comprises the Northern Busway and rail corridors, where public transport operates on its own right of way. The Quality Transit Network is where buses are increasingly accorded priority use of road space (with bus lanes and special signal phasing).

Studies have also progressed supporting the need to future-proof links such as the CBD Rail loop to turn Britomart into a through station and rail to the Auckland International Airport. As well as contributing to a more robust, resilient and sustainable transport system, this will provide the transport framework which will enable and support land use changes as outlined above.

Implement behaviour change programmes

There are a significant number of trips currently made by car which could equally be made by other modes, such as public transport, walking, cycling, or ride-sharing. Behaviour change programmes reduce car use by understanding local needs, investing in local improvements (eg through neighbourhood accessibility plans, cycle ways and footpaths) and educating people about transport alternatives. School, university, business and community travel plans are successfully changing travel behaviour.

Improve the operation of existing roads, especially regional arterials

Over recent years major investment has been made in completing the urban motorway system. While some gaps remain, the construction programme is nearing completion. However, only limited investment has been made in the regional arterial road network.

The focus of roading investment now needs to shift to be making the most of the existing road network, both within the region and connecting to adjacent regions. This will include measures to improve the management of the corridors such as improved incident management, better motorist information, education, improved traffic signal co-ordination, better provision for walkers and cyclists, priority for buses and/or freight where appropriate, smoothing local bottlenecks and special treatment of arterial road corridors through town centres.

Construct limited additional road capacity

The above direction will change the nature of the Auckland transport system over time. The majority of trips are likely to continue to be made by motor vehicle for the period of this strategy however, and there needs to be continued investment in roading capacity. That investment will be limited and focussed on developing a resilient and integrated transport network, closing the remaining gaps in the network, improving economic productivity and supporting identified growth centres. Any additional roading capacity will need to clearly demonstrate a contribution towards achieving RLTS objectives and targets.

Reduce the impacts of transport on the natural environment and communities

Transport impacts on the environment and communities through: taking land and impacting on local ecologies, emissions including greenhouse gases, disruption to local communities and town centres. All these impacts should be avoided, remedied or mitigated where realistic, generally through good processes, good design and the separation of sensitive land uses from major transport routes.

Proposed strategic transport options

While the proposed strategic direction outlined on previous pages sets the context for the overall direction of the strategy, there are a number of strategic transport options for delivering the strategy. These are considered below.

In order to assess the contribution of the potential ways forward and allow the optimum combination of ways forward to be identified, the RTC has developed a number of "Strategic Options" which consist of different approaches to achieve the strategic direction. These Strategic Options have then been evaluated against the objectives of the RLTS to see how each performs. All options should support the economy by providing for the movement of commercial vehicles through reducing congestion, by removing commuter traffic or, provision of additional roading capacity.

It is important to note that the options described in this section have been developed for evaluation purposes only. The purpose of the options testing is to compare and contrast different ways in which the transport system may develop, and to test the results of the various options against the desired outcomes (including the NZTS targets). It is not necessary that one of these options is chosen as the basis for the draft RLTS. The RTC may determine that a combination of different elements from more than one option is best, or that a completely different option needs to be developed.

In developing the options, the following matters were taken into account:

- the LTMA requirement to consider regional growth, economic and land use considerations, and the land transport infrastructure associated with these considerations
- the need for options to cover a long term planning horizon of at least 30 years.
- the possible future changes in land use and urban form, which are being addressed as part of the RPS review process.

The RTC has also identified a number of elements that are common to all options, including:

- maintenance and renewals of existing infrastructure
- all current projects with committed funding
- integrated public transport ticketing and fares
- walking and cycling infrastructure improvements, including completion of the regional cycle network[5]
- a high level of travel demand management measures (particularly behaviour change measures)
- a high level of town centre amenity
- road safety improvements
- engine technology improvements
- inter-regional connections
- rural transport improvements, including servicing rural communities.

5 Defined in the Glossary

The options developed by the RTC are described below:

Strategic Option 1: Demand management

This option involves factors which "push" people away from motor vehicle use (such as road pricing and parking management) towards a reduction in vehicle trips, particularly through greater use of public transport, walking and cycling. The option includes additional public transport infrastructure and services, and walking and cycling facilities to meet diverted demand. No additional road improvements are proposed.

Strategic Option 2: Mixed investment

This option involves continuing the current strategy of improvement in all modes, with some shift away from road investment. It is the "business as usual" option. The main components include: completing the strategic road network (including the SH20 Waterview Connection); widespread arterial roading capacity increases for general traffic, freight and public transport; completing the current rail program with the addition of the CBD tunnel and increased service frequencies; completing the remainder of the proposed Rapid Transit Network using buses; higher service frequencies on the Quality Transit Network.

Strategic Option 3: Public transport-led change

Under this option, additional public transport service and infrastructure improvements, supported by walking and cycling improvements, would be used to work towards the NZTS mode share targets. In contrast to Option 1, this option focuses on very attractive public transport to "pull" people away from cars, rather than "push" factors. It includes: completing the strategic road network (except the Waterview Connection); a modest programme of arterial road improvements focused on public transport requirements; extensive improvements to the public transport network.

Strategic Option 4: Quantum shift

This option involves a combination of the push factors from Option (pricing measures) and the pull factors from Option 3 (extensive public transport), together with a greater focus on land use intensification around the RTN Network than was assumed in Options 1 to 3. It also assumes that a series of policy and regulatory changes will be introduced nationally to address issues such as vehicle standards, emission controls and road pricing.

Comparison of options

The following table summarises the key elements of the four strategic options, and highlights their differences.

	Option 1 Demand Management	Option 2 Mixed Investment	Option 3 PT-Led Change	Option 4 Quantum Shift
Land use	As provided for in RPS Plan Change 6	As provided for in RPS Plan Change 6	As provided for in RPS Plan Change 6	Significant increase in intensive centre development
Strategic road network	No additional road projects	Complete strategic network including Waterview	Progress completing the strategic network except Waterview	Progress completing the strategic network except Waterview
Arterial road network	No additional road projects, except around pricing boundary for priority users	Widespread capacity increases for general traffic, freight & PT	Modest improvements, focussed on PT requirements	Modest improvements, focussed on PT requirements.
Rapid transit network	Electric rail, CBD loop tunnel, remainder of RTN bus based	Electric rail, CBD loop tunnel, remainder of RTN bus based	Electric rail, CBD loop tunnel, early completion of remainder of RTN bus & rail	Electric rail, CBD loop tunnel, early completion of remainder of RTN bus & rail
Quality transit network	Service level improvements & QTN bus priorities to cater to displaced demand	Staged increases in QTN bus priority and service levels	Extensive increase in service levels and bus priorities	Extensive increase in service levels and bus priorities
Walk/cycle	High level of local improvements, completion of Regional Cycle Network	High level of local improvements, completion of Regional Cycle Network	High level of local improvements, completion of Regional Cycle Network	High level of local improvements, completion of Regional Cycle Network
Pricing	Area road pricing scheme and parking charges	No road pricing	No road pricing	Area road pricing scheme and parking charges
Regulations	Parking management	No new regulations	Parking management	Regulations to limit parking and use of vehicle; vehicle quality standards

What happens next?

The Regional Transport Committee is in the process of evaluating the strategic options. The evaluation is expected to highlight the areas where each of the options perform well and where they do not perform well.

The committee will then decide if one of the strategic options performs well enough to form the basis of the committee's preferred option or - if one or two new options are developed - utilising the best features from each of the existing options.

When the committee develops the preferred option it will also consider any prerequisites for certain projects. For example, if road pricing forms part of the preferred option, the committee will need to consider what conditions will need to be met before road pricing could be introduced (such as the need for sufficient alternatives and resolution of the equity issues.

It is proposed that the final preferred option (along with all other options considered) will be consulted on at the end of 2009 within the draft Regional Land Transport Strategy.

Glossary

Quality Transit Network (QTN). Provides fast, high-frequency, high-quality passenger transport services between main centres. The QTN provides for cross-town travel, and travel to Auckland's CBD from areas not on the Rapid Transit Network. The QTN is based on major bus corridors with extensive bus priority measures, modern bus shelters, information and branded services, and includes some ferry services.

Rapid Transit Network (RTN). Involves a passenger transport system with a high-frequency, high-quality services operating on "transport spines" unaffected by road traffic congestion. Auckland's RTN is based primarily on the current and proposed rail network in the west, isthmus and south, and Busways such as the Northern Busway.

Regional Arterial Network. Identified within the Regional Arterial Road Plan prepared by the Auckland Regional Transport Authority (ARTA). Regional arterials link the districts and urban areas within the region and connect these to strategic roads and regionally-significant facilities.

Regional Cycle Network. Identified within the Auckland Sustainable Transport Plan prepared by ARTA. It includes existing or proposed routes that carry, or could carry, significant numbers of cyclists. They may be off-road or on-road, and should be designed for cyclists.

Strategic Roads. Identified within the Regional Arterial Road Plan prepared by ARTA. Strategic arterials link the region to other regions or connect strategic facilities such as the port and airport. These are generally the region's State Highways.

Appendix A - Consultation themes

Main themes from initial consultation

Whole RLTS

RLTS 2010 should include clear guidance to support the achievement of the RLTS objectives and the modal shift targets.

Activities of high regional significance should:

- be defined by clear principles, procedures and criteria
- provide certainty beyond the 10 years of other plans such as plans made under the Resource Management Act 1991 and the previous RLTS
- include completing the intra and inter-regional strategic roading and public transport network improvements, projects to support electrification, public transport priority measures, strategic route identification, and walking and cycling projects.

Consider economic considerations including:

- how global trends and the international credit crisis could be considered further within the development of the RLTS and the influence of these on the future transport network (including fuel price and travel demand management)
- consideration of securing and sustaining Auckland's efficient global connectedness with the rest of the worldconfirmation that evaluation of economic objectives is more robust for draft RLTS 2009 compared to that undertaken for the RLTS 2005
- consideration of approaches to relieving congestion that support economic development
- take into account the economic agenda of government
- good connectivity to support the needs of businesses
- consideration of public transport to support tourists.

Ensure that any technical work, and strategic or policy options, that deal with inter-regional transport issues provide opportunities for feedback by adjacent regional councils

Check that Auckland Sustainability Framework matters are included within the RLTS checklist.

NZTA targets should be considered and a critique needs to be undertaken of their appropriateness in the Auckland context.

Consider how to balance the provision for people movement with the distribution of freight and goods on waterways, rail and roading networks.

Road pricing needs to be considered including any central government direction, adequate public transport provision, impacts on the rest of the transport network and how money should be allocated. This is a matter that should be considered within the next 30 years.

Vision

Ensure that the targets within the strategy include:

- some shorter time periods
- percentage of all trips as well as in absolute terms.

The Strategy

Travel Demand Management (TDM) strategy includes consideration of:

- cost-effectiveness and achieving maximum benefits
- TDM associated with the movement of freight
- the role of education and enforcement.

Ensure land use and urban design polices:

- link development and future development with investment in transport infrastructure
- encourage government departments and agencies to be located near rapid transit stations and stops
- protect transport corridors from inappropriate development
- address how transport effects urban form
- address how urban form supports public transport and TDM
- the function or predominant use of the road is protected from inappropriate land use
- define the level of transport provision
- the amenity and cohesion of communities – town centres and streets need to be designed as places for people
- provide accessibility for all and speeds provide safe environments
- recognise the need for living and working in close proximity and to be served by an integrated transport network.

Ensure safety and security policies support education for the behaviour on public transport, specifically general courtesies (providing seats for the elderly, people with disabilities, etc).

Policies in relation to rural transport should recognise that a "one size for all approach" will not meet the needs of rural Auckland including access to public transport and roads.

- consideration of accessibility of the metropolitan population vs the geographic spread of accessibility, including the trade off between:
  - depth and breath of services, and
  - peak versus off-peak services.

Consider inclusion of policies in relation to freight, including:

- over-dimension and over-size freight routes
- how to balance the provision for people movement with the distribution of freight and goods on waterways, rail and roading networks
- the future capacity of rail freight and the integration between road and rail
- facilities and alternative approaches to support coastal shipping
- approaches to balance needs of goods deliveries and public transport in town centres
- encouraging and promoting increased slipway capacity
- freight to and from the Gulf Islands.

Consider inclusion of policies in relation to the environment and health, such as:

- the greening or vegetation of transport corridors where appropriate and possible, and to enhance and improve amenity
- initiatives to support environmentally friendly transport options, including walking, cycling, coastal shipping and rail
- identifying the health benefits of modal shift to rail and coastal shipping
- improving access to heath care services by public transport
- balancing air quality issues with regional growth strategy objectives
- further consideration of sensitive development in close proximity to the road network, especially heavy vehicles and how to mitigate effects.

Implementation

Investment in transport should:

- have consideration of value for money rather than cost minimisation
- be targeted to remove bottlenecks constraining productivity
- combine funding and planning to deliver value for money
- support road based activities for rural areas
- achieve a step change in modal shift with measures such as a commitment to public transport requirements for growth centres
- be prioritised
- consider how to address the role of private investment in infrastructure
- consider alternative forms of funding to support delivery of the region's transport system
- recognise the role, need, and place of partnerships and collaboration
- support the role of strong leadership to address environmental externalities from transport.

RLTS Appendix

Clause 3 and 4 assessment should include:

- National Code of Practice for Utilities Access to Road and Rail corridors
- Te Puni Kokiri's Maori Potential Framework and 2007 - 2010 statement of intent

Appendix B - Outcomes

Outcomes that assist economic development

- Transport and land uses are integrated to improve accessibility.
- Improved linkages domestically (between business areas, regional centres, and inter-regional travel) and internationally (ports, airports) that enable efficient movement of goods and services, and intermodal transfers.
- World-class transport infrastructure that establishes Auckland as a globally competitive city/region that helps create strong, intensive and distinctive centres within the region.
- A transport system that shifts to introduce more innovative, sustainable designs, business practices and lifestyles that use fewer resources and assists in strengthening the clean green New Zealand image.
- Effective, efficient and integrated transport links to main business, recreation and education locations in the region to allow all people in the region to participate fully in the economy.
- Affordable and equitable access to travel choices for employees.
- A transport system that helps to promote business and tourism.
- A transport system resilient enough to deal with foreseen and unforeseen events.

Outcomes that assist safety and personal security

- An established road safety culture, with transport rules obeyed, for all transport users.
- A safe and secure environment for all users of the transport system.
- Public transport that is safe to use at all times, on the vehicle or in the surrounds of the stop or terminal.
- A land transport environment designed, operated and maintained to prevent injury and enhance perceptions of safety.
- A rail environment engineered to reduce the conflict between rail and other transport modes.

Outcomes that improve access and mobility

- A high level of accessibility, including travel choice, to all main destinations including employment areas, retail centres, tertiary institutions, major health facilities and other community facilities.
- A high level of integration between all transport modes within the transport system
- Aucklanders and visitors are able to access all significant destinations within the urban area by public transport.
- Pedestrians and cyclists are able to access destinations easily and safely.
- A transport system which provides people with disabilities and those who are transport disadvantaged with the ability to participate more fully in society.
- A transport system which provides affordable and reliable access and mobility.
- A robust transport system able to adapt to changing environmental conditions and social demands.

Outcomes that protect and promote public health

- A transport system which contributes to equitable access to goods and services including education, employment, healthy food and safe places to meet and recreate.
- A transport system which provides safe opportunities to incorporate physical activity as part of daily life.
- The cumulative travel made by the region delivers the greatest amount of health benefit.
- Streets designed for communities – designed to support adjacent activities and become lively public spaces and places for people.
- A transport system that minimises community severance and maximises social cohesion.
- A transport system that prioritises affordable access to goods and services for low income communities.
- Improved community participation in transport decision making processes.

Outcomes that integrate transport and land use

- A transport system which supports vibrant, strong and distinctive town centres (as places to live and work) and supports growth within the higher density growth centres and corridors that are identified in the Regional Growth Strategy.
- Walking and cycling opportunities which improve the cohesion of, and movement within, higher density centres that are identified for growth.
- A rapid transit system which provides better linkages to and between those higher density centres that are identified.
- A transport system and land use policies which together manage urban growth pressures in areas where urban growth is not planned.
- A transport system that supports the concentration of business and economic activities in key locations and provides for efficient movement of freight.
- Good urban design is applied so streets support adjacent activities and become lively public spaces, places for people and business.
- A high level of collaboration between the various agencies to improve integration between land use and transport planning and decision-making.

Outcomes that achieve economic efficiency

- The cumulative transport investment decisions that the region makes will deliver the greatest cumulative amount of benefit.
- All agencies responsible for transport investments will work collaboratively together, plan more efficiently, co-ordinate and synergise their efforts and decision making to optimise outcomes and deliver maximum benefit to the region, while avoiding unnecessary costs.

Outcomes that ensure environmental sustainability

- Protection of sites and areas of natural and cultural heritage value from the installation and operation of transport infrastructure.
- Reduced consumption of non renewable energy and resources by the transport system to reduce the region's ecological footprint.
- Reduced carbon dioxide and other greenhouse gas emissions from the transport system to build a carbon neutral future.
- Improved water quality from stormwater discharges originating from the transport system.
- Increased use of native re-vegetation along transport corridors to create wildlife and biodiversity corridors.

Appendix C - Targets

The NZTS and GPS targets are set out in the table below, together with a summary of the current situation in the Auckland region in relation to those targets, and the expected future projections (where available) if current trends and policy setting continue.

Objective	NZTS targets	Current situation and estimates
Ensuring environmental sustainability	Halve per capita greenhouse gas emissions from domestic transport by 2040 (relative to 2007 per capita emissions).	Estimated 6 per cent reduction in CO_2 per capita by 2016.
	Increase coastal shipping's share of inter-regional freight to 30 per cent of tonne-kilometres by 2040 Increase rail's share of freight to 25 per cent of tonne kilometres by 2040.	Estimated national share of freight by 2031 – roads 92 per cent, coastal shipping 6 per cent and rail 2 per cent.
	Become one of the first countries in the world to widely use electric vehicles.	
	Reduce the kilometres travelled by single occupancy vehicles, in major urban areas on weekdays, by ten per cent per capita by 2015 compared to 2007.	No available data on SOV kilometres 2006 census average of 1.07 people per vehicle.
	Reduce the rated CO2 emissions per kilometre of combined average new and used vehicles entering the light vehicle fleet to 170 grams CO2 per kilometre by 2015, with a corresponding reduction in average fuel used per kilometre.	
	Increase the area of Crown transport land covered with indigenous vegetation.	
Assisting economic development	For identified critical routes: • improve reliability of journey times • reduce average journey times.	Critical routes have yet to be determined.

Assisting safety and personal security	Reduce road deaths to no more than 200 per annum by 2040 Reduce serious injuries on roads to no more than 1,500 per annum by 2040.	Overall decline in road related deaths and casualties in the region over the past 10 years – 105 road deaths 1998 and 61 road deaths in 2007.
Improving access and mobility	Increase use of public transport to seven per cent of all trips by 2040 (ie from 111 million boardings in 2006/7 to more than 525 million boardings in 2040).	Current public transport mode share is 5%. Estimated peak period public transport mode share by 2016 of 11 per cent (not sufficient to meet the targets).
	Increase walking, cycling and other active modes to 30 per cent of total trips in urban areas by 2040.	Currently 14 per cent of trips in the region are walked and 0.7 per cent by cycle Journey to work mode share 2006 – walking 4.5 per cent and cycling 1 per cent.
Protecting and promoting public health	Reduce the number of people exposed to health endangering noise levels from transport.	No available data, although research in New Zealand has concluded that health in New Zealand is being endangered by transport noise.
	Reduce the number of people exposed to health endangering concentrations of air pollution in locations where the impact of transport emissions is significant.	Air pollution from motor vehicles in the region causes around 250 people (over the age of 30) to die prematurely.

The targets above are for New Zealand as a whole. Specific targets for the Auckland region have not yet been released.

The table highlights the difficulty of achieving the NZTS and GPS targets unless there are some significant shifts in transport policy. The NZTS acknowledges a "business as usual" approach will not deliver the required results, and notes that successful delivery of the strategy will require change. An important role for the new Auckland RLTS will be to set out how those changes can occur in the Auckland region.

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