Executive Summary

Contents

Executive Summary

North Shore City Transport Strategy 2006

1.0
Purposes of the Transport Strategy

The transportation system is a critical feature of infrastructure for the modern, high density city that is attractive for its residents to live in, and which aspires to have a sustainable and growing economy. Like any of the other critical infrastructure components of a city - such as water supply, stormwater management, or sewerage system - transportation systems can be expensive to build, operate and maintain. There may be other costs too, such as the environmental impacts of pollution and noise. Achieving an optimum configuration of the components of the transportation system is an important objective in a resource constrained environment.

In the past, transport planning has been dominated by investment in road infrastructure for private transport. The increasing financial, social and environmental costs of relying heavily on private motor vehicles necessitates giving much greater attention than previously to providing for and promoting the use of alternative modes. North Shore City Council's prime commitment to development of the Northern Busway and complementary public transport improvements reflect this change. So too does the Council's leadership in promoting TDM initiatives.

Though there is now a greater emphasis on public transport and a new emphasis on managing transport demand, improvements still need to be made to the road network to deal with current shortcomings and to meet future demand.

The purpose of this strategy is to set out how the North Shore City Council intends to develop, manage and influence North Shore transport to achieve community objectives – including those for city growth and land use. The Strategy also describes how Council plans to meet its ongoing statutory and other obligations.

Finally, the success of the Transport Strategy relies on the willing cooperation and partnership of transport stakeholders. The Strategy describes how this can be achieved.

Executive Summary

2.0
Vision and Objectives

These have been derived from existing Council plans and strategies, from community consultation, and guided by the requirements of national and regional government.

Vision

To provide and support an integrated, safe, responsive, and sustainable transport system that meets the needs of the North Shore community, enhances city development and minimises adverse social and environmental impacts.

Objectives

- Assist economic development.
- Enhance safety, personal security and health.
- Improve access and mobility.
- Promote and support environmental sustainability.
- Assist the achievement of city growth objectives.

Expected Outcomes

A transport system that:

- Provides for access and the transport needs of people, businesses and communities;
- Efficiently connects the city's centres by public and private transport;
- Promotes efficient use of road space;
- Results in centres and transport corridors that are attractive and safe for all users - particularly pedestrians and cyclists;
- Allows for, and encourages, transport mode choice;
- Integrates with land use planning and supports city growth strategies; and
- Is safe and affordable for all modes of travel.

City residents who:

- Walk, cycle and use public transport in increasing numbers.
- Are more safety conscious and less likely to be injured or killed.
- Are more able to drive, walk and cycle safely.
- Are healthier and fitter.

Executive Summary

A city environment that:

- Is less affected by the air, water and noise impacts of transport activity;
- Is more pleasant and attractive to be in; and
- Results in the sustainable use of resources.

3.0 Key Strategies

Key strategies to achieve transport objectives and outcomes for the City are:

KS-1 *Enhance public transport attractiveness and availability*

KS-2 *Reduce demand for private vehicle travel through supporting the implementation of Travel Demand Management (TDM) measures*

KS-3 *Enhance facilities, opportunities and preferences for walking and cycling*

KS-4 *Selectively increase the capacity of the transport network*

KS-5 *Improve and maintain the efficiency of the transport network*

KS-6 *Provide and manage parking in a way that balances parking needs, ensures road safety and efficiency, preserves amenity and supports city growth and land use objectives*

KS-7 *Improve road safety and reduce the frequency and severity of accidents*

KS-8 *Identify and protect future transport options through strategic land use planning and land acquisition*

KS-9 *Work with Government agencies, regional bodies, other councils and transport operators to achieve North Shore transport objectives*

Executive Summary

KS-10 *Adopt and implement policies and actions that support city durability, promote sustainable resource use, and which reduce the adverse environmental, social and health effects of transport*

KS-11 *Provide management systems and resources to ensure that transport infrastructure is optimally maintained and that facilities are operated safely and effectively*

KS-12 *Integrate transport and land use to achieve transport, city growth and land use objectives*

4.0
Implementing the Transport Strategy

Key strategies adopted in the North Shore Transport Strategy will be implemented via construction and maintenance of capital works, targeted community and other programs, development and applications of policies, and the ongoing operations of Council.

Current transport projects, programs and ongoing activities are being broadly undertaken in accordance with the 2004/05 City Plan. Since its approval, some variations have been approved by Council, principally as the scope, costs and timing of projects and programs have been confirmed.

The Transport Strategy describes external requirements and obligations, examines transport demand, identifies shortcomings, and outlines the current policies and actions that are intended to address them both now and in the future. It then comments on their anticipated effectiveness and identifies what further policies and actions are needed to achieve city transport objectives and expected outcomes. This includes the major conclusion that a significant increase is needed in capital expenditure if these objectives and expected outcomes are to be achieved.

Following adoption of the 2006-16 City Plan, a *Transport Implementation Plan* is expected to be adopted by Council. This will contain descriptions of the transport projects, programs and ongoing activities that will be implemented to meet Transport Strategy objectives and expected outcomes. This includes meeting sustainability objectives and supporting the achievement of city growth objectives. Policies will be implemented through such means as additions or changes to the District Plan, and development or changes to guidelines and standards.

Executive Summary

Key aspects to implementing the Strategy are:

- Meeting transport needs;
- Achieving sustainability;
- Fulfilling operational obligations and requirements; and
- Role of transport in city growth and land use.

5.0
Meeting Transport Needs

Transport Needs

The business community seeks to move goods to and from markets and between businesses at the least cost, in the most convenient way, and at the most suitable time. City residents also have similar cost, convenience and timing objectives when they travel to work, to shop, for recreation and for education. Individuals also want to have choices and access to modes of travel that best meet their needs or preferences – whether to travel by public transport or use a car, or walk, or cycle. They want these choices to be safe, affordable, attractive and convenient to use.

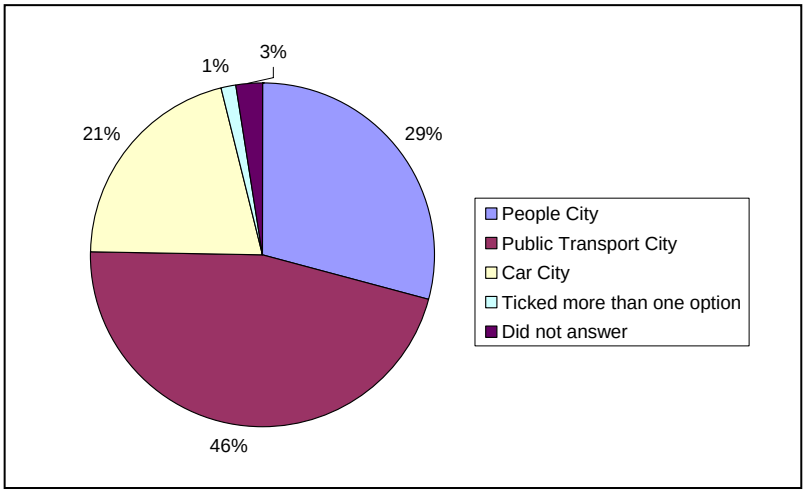
"Better Transport" Community Consultation 2003

In 2003, North Shore residents were asked their views on what transport future they wanted. This was used as a value guide by planners. Residents were asked to respond by selecting their preferences to several graduated value statements in a questionnaire. The results were grouped into three defining scenarios: *Public Transport City*, *People City* and *Car City*.

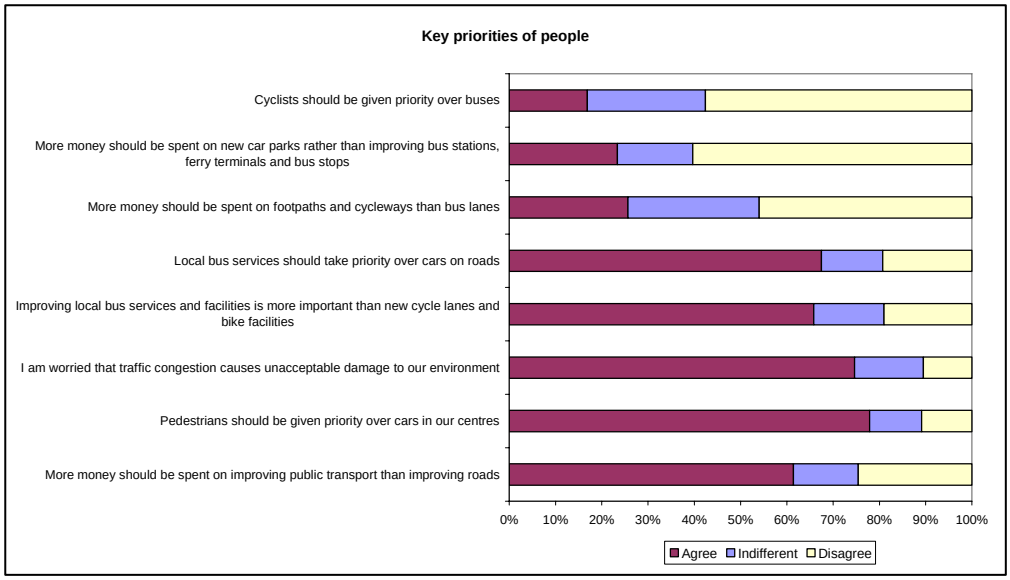
Of the 4178 residents who responded to survey questions, 46 percent (or almost half) favoured the *Public Transport City* scenario. The *People City* scenario was supported by about one third and the *Car City* scenario 21 percent.

Executive Summary

Response to Question "Which Transport Scenario Do You Prefer?"
Priority Preferences Expressed by Survey Respondents



Priority Preferences Expressed by Survey Respondents



2005 Community Consultation

The Local Government Act (2002) requires the Council to carry out a process to identify community outcomes by giving the community the opportunity to discuss what they think is important in terms of the present and future social, economic, environmental and cultural wellbeing of their community. These outcomes are identified through community consultation and are reviewed every six years.

Executive Summary

North Shore City Council began a review of the community outcomes - called 'Conversations with the Community'- at the beginning of 2005 . About 2,700 residents submitted their ideas.

Transport was raised as a major issue for the City. The community wanted:

- To be able to easily move around our city in a variety of different ways;
- Roads to be less congested and safer;
- Footpaths and cycleways that are accessible and safe for all users;
- To have up to date information about our public transport system so that we know where and how to use it;
- To have good public transport links that are near to where we live so that we have other options of travelling to work and school;
- To have more energy efficient ways of travelling so that our environment is cleaner; and
- To have a beautiful coastline that should be used to its potential including water transport such as ferry services.

These outcomes have been summarised in the 2006-16 draft City Plan as being a key community outcome where 'Our transport systems are safe, reliable, efficient and environmentally friendly'.

Current Shortcomings

North Shore transport infrastructure is well developed and adequately meets the needs of the community for much of the time. Similarly, most people living within the City's urban area have at least adequate access to public transport services. However, there are both city-wide and local transport shortcomings, the most obvious of which is peak period traffic congestion.

Traffic congestion is most persistent during peak traffic periods on the Northern Motorway (including the Harbour Bridge) and on local roads leading to and from motorway interchanges. It also occurs at other places where traffic demand exceeds available road capacity – such as on roads leading to and from the Takapuna commercial area.

Traffic congestion is a significant problem for the City because it raises costs for businesses and generally increases the time it takes to move around for everyone. Traffic congestion also has significant adverse effects on the community and on the environment.

Executive Summary

Other important current shortcomings in meeting transport needs include:

- Dissatisfaction with the bus network because frequency, reliability and coverage is inadequate or unreliable;
- Not enough bus shelters and need to upgrade existing bus terminals;
- Need for upgraded ferry terminals;
- Not enough safe road crossings;
- Inadequate safeguards for personal safety in some locations;
- Road accident rate higher than Government 2010 target;
- Traffic flows on the Northern Motorway and North Shore road network not adequately integrated;
- Need for better transport choices and facilities for the disabled; and
- Mismatches between appropriate supply and demand for parking.

What is Being Done to Overcome Shortcomings and Meet Transport Needs?

The North Shore City Council, ARC and Transit New Zealand are singly, and in some cases jointly, implementing projects and programs to address transport shortcomings.

A cornerstone for implementing Council's Transport Strategy is support for major enhancements to public transport. Attention is also being given to improving traffic flows in key congested transport corridors, often in conjunction with introducing bus and High Occupancy Vehicle (HOV) lanes.

Principal North Shore City Council transport infrastructure projects which are now underway or programmed are:

- Construction of Northern Busway bus stations;
- Upgrading of suburban bus stations and bus stops;
- Taharoto Road/ Wairau Road/ Shakespeare Road upgrading;
- Glenfield Road widening;
- Onewa Road (Lake Rd to Sylvan Rd) upgrading;
- Esmonde Road widening and Fred Thomas Drive extension;
- Lake Road widening; and
- Widening of Akoranga Drive.

Executive Summary

Main planned Transit New Zealand infrastructure projects are:

- Construction of Northern Busway;
- Upgrade of Esmonde Road interchange;
- Construction of an ancillary lane on SH1 between Northcote and Sunnynook Roads;
- SH1 ramp metering; and
- Relocation and upgrading of SH18 to motorway standard between Greenhithe and Albany Highway.

In addition to the above, the City's ferry terminals are also being upgraded with regional and Council funding.

Other shortcomings are being addressed through:

- Ongoing road safety programs;
- TDM measures and programs;
- Extension of the cycle networks;
- Improvements and additions to walkways and footpaths;
- Review of parking policies; and
- Ongoing traffic efficiency improvements.

Expected Effects

As a result of these projects and programs, the expected effects for meeting transport needs include:

- Better peak period traffic flows on Harbour Bridge and reduction in some congestion on the Northern Motorway;
- Increased share of total trips by public transport, by walking and by cycling;
- Reduced local traffic congestion and potentially localised decreased travel times for general traffic;
- Improvements in transport safety, and reduced number of accidents and accident casualties; and
- Improved transport efficiency and safety from better control of parking and greater compatibility between parking supply and demand.

Executive Summary

Currently Approved Projects and Programs Not Enough

North Shore City's population is expected to continue to grow at a high rate, generating corresponding increases in transport demand. The North Shore economy will also continue to expand. Planned roading improvements will contribute to reducing traffic congestion in some areas by providing additional capacity. Operation of the Northern Busway, together with improved bus services, the introduction of bus priority measures and ferry improvements will act to reduce the proportion of travel by private vehicle – so too will planned and ongoing TDM measures and enhancements to walking and cycling facilities.

Despite these planned initiatives, traffic growth is projected to continue, and in the longer term traffic congestion will become more widespread in time and in location.

In addition, currently planned projects and programs will only be partly effective in solving other existing shortcomings and in achieving a number of core city objectives.

In conjunction with the development of this Strategy, a comprehensive review has been undertaken to identify what projects and programs are needed to meet the city's transport needs. This review concluded that significant additional capital expenditure was required to meet city objectives and expected outcomes. This requirement is subject to public consultation as part of the 2006-16 City Plan process (see Part G of Transport Strategy).

The focus for the additional expenditure would be on:

- Extension of bus priority measures;
- Further safety improvements;
- Providing transport capacity for growth of key commercial and industrial centres;
- Improving traffic efficiency;
- Responding to changes in the operation of the State Highway network; and
- Acquisition of land to safeguard transport options.

Executive Summary

6.0 Sustainability

Nature of Transport Sustainability

Sustainability is a major principle in Government legislation, including that affecting transport. Government legislation and the Regional Land Transport Strategy (RLTS) require transport to be sustainable and to support land use sustainability.

Transport is one of the important components contributing to long-term viability and durability of the City – a central part to achieving city sustainability. Two other main aspects of transport sustainability expected to be achieved are:

- To minimise the use of finite resources (particularly oil); and
- To minimise adverse impacts on the environment (such as water pollution) and the community (such as noise, community severance and amenity).

Use of Non-Renewable Resources

Principle finite resources used by North Shore transport are fuel and land.

Traffic levels and fuel consumption are generally aligned. As the City has grown, so has fuel usage. Though its ability to influence traffic levels is limited, North Shore City Council supports a number of important measures to encourage the use of alternative transport. This includes the introduction of the Northern Busway and other public transport improvements, support for TDM measures, and adoption of land use configurations that reduce transport demand.

Adverse Effects of Transport

The adverse effects of transport, principally by and for motor vehicles is widespread throughout the City. Citywide, these effects are hard to quantify although local effects may be obvious and measurable.

Executive Summary

Council has a range of guidelines, standards, policies and practices aimed at reducing or mitigating the adverse effects of transport, such as:

- Adoption of a roading hierarchy in the District Plan which includes keeping high volumes of traffic from residential areas;
- Building Code standards for acoustic treatment and design to avoid excessive noise and vibration from roads and road traffic;
- District Plan provisions for new buildings include design measures that reduce noise effects where traffic noise is potentially high; and
- Catchment management plans which determine the type and level of intervention required to deal with water quality and runoff effects.

Further measures are being trialled or are planned. Among these are trialling of water treatment devices and investigation of water sensitive road designs.

The Council also supports changes to car and fuel specifications that reduce the adverse effects of vehicles.

7.0 Operational Obligations and Requirements

The two principal operational requirements and obligations of Council are to manage its transport assets and to enforce parking regulations and by-laws.

Management of Transport Assets

The Council operates an Asset Management Plan covering the City's roads, bridges, footpaths and other transport assets.

The management of existing transport assets focuses on providing a level of service acceptable to the users while at the same time preserving the assets to ensure long-term sustainability.

Asset management activities include operations, maintenance, renewal, and upgrading and improvement of the network.

The current operation, maintenance and renewal activities of the transport asset network cost around $20 million per year. The reseals and pavement rehabilitation costs account for about 35% of this total.

Council also has input into the operation of bus stations including "Park and Ride" facilities. Several new bus stations opened in 2005. North Shore City Council provides services to operate and maintain these facilities to ensure a high quality of amenity and security.

Enforcement

Through the Parksafe Officers Council is responsible for the safety of all stationary vehicles, ensuring vehicles are parked safely, are of sufficient standard to be on the road, and that commercial centres have sufficient customers through the turnover of vehicles in restricted time parking areas.

Council also has the authority to employ officers to enforce bus and special vehicle lanes to ensure that only those vehicles allowed in those lanes use them and all others are discouraged through fines.

Council officers work closely with the Police to ensure that both parties provide a cohesive and effective level of enforcement throughout the city, and all users of the road are aware of their obligations.

8.0
Role of Transport in City Growth and Land Use

Transport and land use interact with each other. The type and location of land use generates demand for transport services and infrastructure - and it has an impact on transport efficiency. At the same time, the availability and type of transport services and infrastructure influences the nature and location of land use and city growth.

Transport infrastructure is still being constructed and upgraded in the north of the City to cope with greenfields population growth. This will continue for at least another 10-15 years. Ongoing residential infill will add to transport demand in existing areas, and decisions will need to be made about the degree of further intensification in relation to potential infrastructure constraints.

Additional commercial and industrial growth will also contribute to additional transport demand. Two areas, Takapuna and Wairau, need investigation because of existing access constraints and to identify options to support future growth.

Executive Summary

9.0
City Plan Consultation
(Transport Strategy Implementation)

Funding Options for Capital Works

Consultation on the 2006-16 City Plan contains a proposal that seeks community views on different levels of funding to implement the capital works component of the Transport Strategy.

The options are:

Option 1: Status Quo

This is the current level of expenditure and is the basis for forecasting in the draft City Plan. It provides for $263 million ($315 million inflation adjusted) to be spent on current and new capital works over the 2006-16 period.

Option 2: Mid Range

This option increases the capital expenditure on transport from $263 million over ten years to $412 million ($469 million inflation adjusted) over the same period.

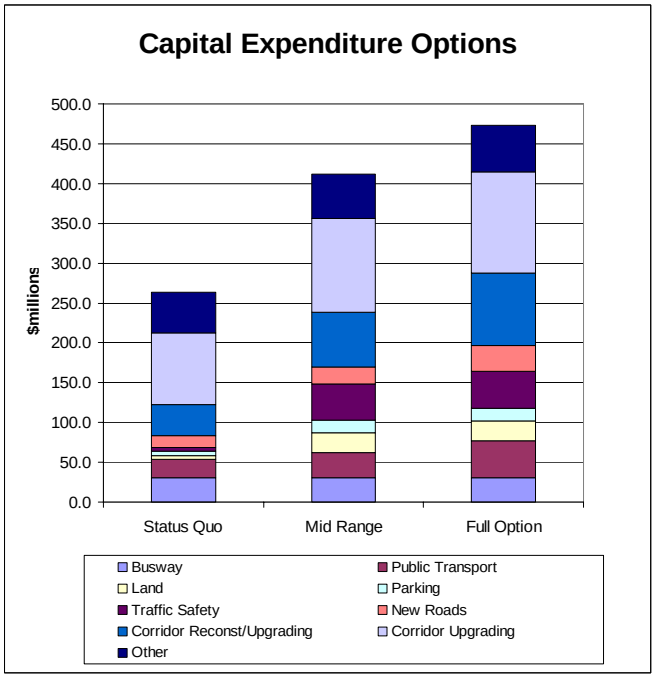
Option 3: Full

The full option increases capital expenditure on transport to $472 million ($546 million inflation adjusted) over the same period.

Executive Summary

Option Content and Expected Outcomes

The graph below shows the composition of the projects/programs that make up each funding option.



Principal features of each option are:

Option 1: Status Quo

The bulk of expenditure in this option is for the completion of existing transport projects – including a substantial portion for completion of Northern Busway bus stations – and for ongoing programs (such as minor safety works). Only $54 million or 20 percent is available for starting entirely new projects, most of which becomes available after 2010 when current projects tail off.

Option 2: Mid Range

This option builds on Option 1: Status Quo by concentrating on completing the network of bus priority measures, and supporting economic development within the City, key safety/efficiency projects and new road construction.

Option 3: Full

Under this option, and further to Option 2 : Mid Range, additional investment is expected to allow for the introduction of network ferry services to Browns Bay and Takapuna; add a further Busway bus station; provide for necessary road upgrading and bus priority measures to support new developments in the north of the city, and complete further upgrading to substandard sections of the arterial road network or to accommodate traffic growth. Funding is also made available to secure future transport options.

Implications of Options

Implementing the capital works, Option 3 : Full option, will substantially contribute to delivering Council's transport vision and objectives. Option 1 : Status Quo achieves much less, whilst Option 2 : Mid Range goes further than Option 1 : Status Quo, in meeting expected outcomes.

In summary:

- Implementing Option 1 : Status Quo will result in the completion of existing and currently approved projects delivering a greatly enhanced public transport network and selected road, safety, cycle and walking improvements. However, this option does not go far enough in achieving transport objectives. The shortfall will result in economic growth being stifled in key areas of the City. It will leave the City at risk of not reducing accidents to the level agreed by the region, and there will be little impact on reducing adverse transport effects. Finally, the potential of public transport will not be fully realised and improvements to walking and cycling infrastructure will be limited.

- Implementing Option 2 : Mid Range goes further towards achieving the City's transport objectives. It provides funding for selected improvements in access (for example, within Takapuna, Albany centre, and Long Bay). It also provides funding to safeguard future transport options and to accelerate road safety improvements. Additional funding is further available for bus priority measures and for new parking buildings in Takapuna. Despite this additional projects and expenditure, access to a number of key economic centres will not be enough to more widely support growth or alleviate traffic congestion. Funding would not be available for new East Coast ferry wharves.

Executive Summary

- In Option 3 : Full option, and further to Option 1 : Status Quo and Option 2 : Mid Range, additional investment is expected to allow for the introduction of network ferry services to Browns Bay and Takapuna; add a further Busway bus station; provide for necessary road upgrading and bus priority measures to support new developments in the north of the City, and complete further upgrading to substandard sections of the arterial road network or to accommodate traffic growth.

In conclusion, Option 3 : Full option, represents a feasible capital works program that will deliver the greatest level of benefits. In particular, it seeks to improve key deficiencies in the current transport system (some of which are long standing) and to provide for future city growth. It will also provide an accelerated basis for improving safety and efficiency and reducing adverse effects. Lower levels of capital funding result in lower levels of service with consequent adverse effects on North Shore residents and on the business sector.