

## Chapter 2 Background

This chapter overviews the documents under which this strategy has been prepared. These set out the legislative requirements, institutional framework, international obligations, national and regional strategies and finally the new funding and governance arrangements for the Auckland region.

### 2.1 LEGISLATIVE FRAMEWORK

This Regional Land Transport Strategy has been prepared to meet the requirements of the Land Transport Act 1998 and the Local Government (Auckland) Amendment Act 2004 (LGAAA).

#### Land Transport Act 1998

Section 175 (2) of the Land Transport Act 1998 requires every regional council to prepare a land transport strategy for its region.

In November 2003 the Act was significantly changed when the Land Transport Management Act 2003 was passed. The Act required regional land transport strategies to contribute to an integrated, safe, responsive and sustainable land transport system.

Section 175(2) LTA 1998 specifies how regional land transport strategies are to be prepared and the matters that must be taken into account, identified and avoided. It also requires inclusion of a travel demand management strategy (chapter 8). The legislative requirements are detailed in Appendix A.1.

#### Local Government (Auckland) Amendment Act 2004 (LGAAA)

This requires all councils in the Auckland region to integrate their land transport and land use planning and to ensure that these are consistent with the Auckland Regional Growth Strategy (further details are contained within Appendix A.2).

The Act introduced a number of specific requirements for the Auckland region including a new boundary<sup>1</sup> for the management of transport in Auckland (as illustrated in Map 2.1) and the need to complete the review of the Auckland RLTS by 31 December 2005.

The Act limits the scope of the Auckland RLTS. The RLTS must not refer to activities or their priority. Also, it must not include any matters other than those listed in section 175 (2) of the Land Transport Act. Activities are defined as "a land transport output or capital project, or both". Furthermore the Auckland RLTS must not include any regional passenger transport plan under section 175(2)(k) as this is the responsibility of the Auckland Regional Transport Authority.

### 2.2 INSTITUTIONAL FRAMEWORK - ORGANISATIONS WITH TRANSPORT RESPONSIBILITIES

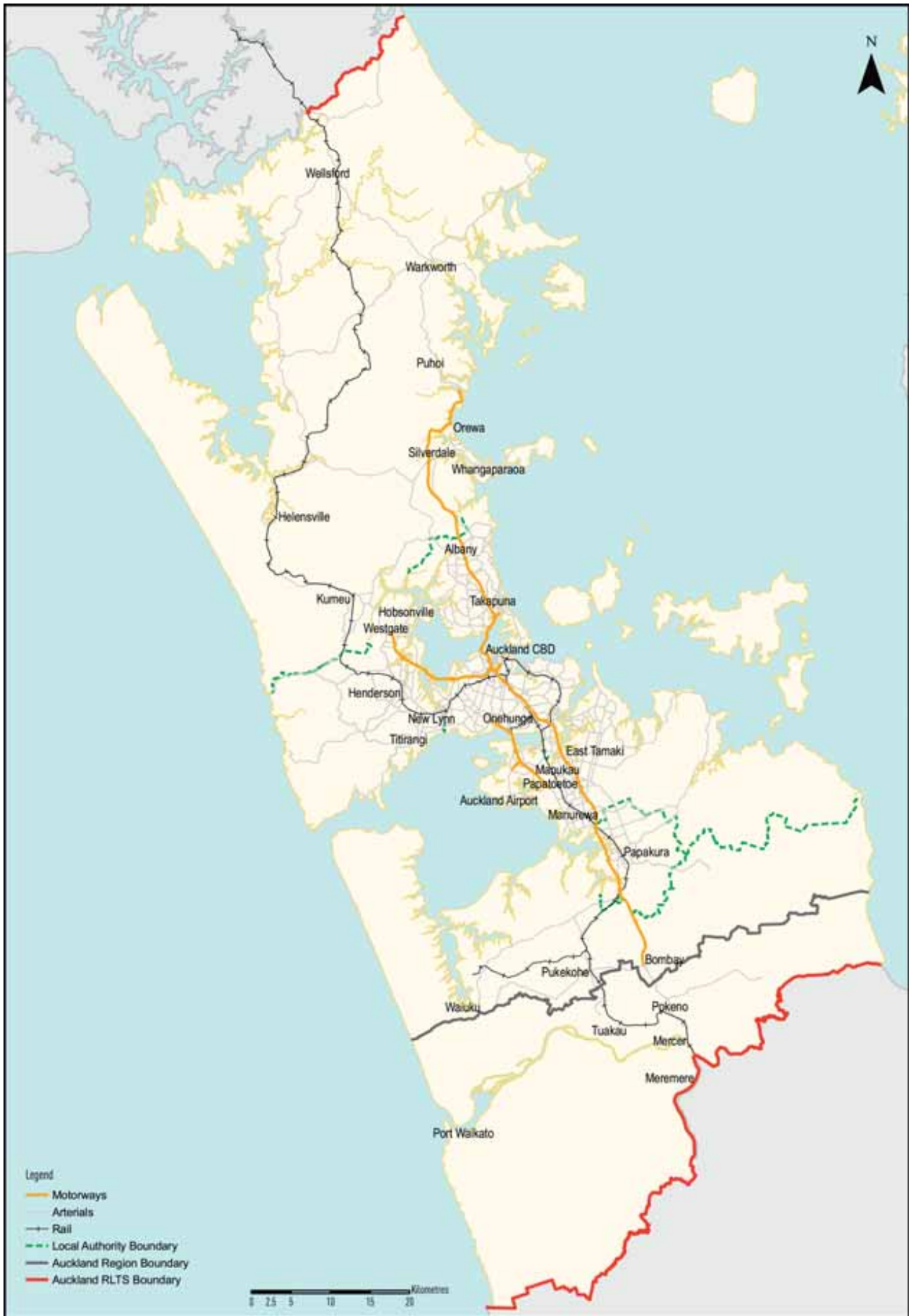
#### Central government

At a national level, the legal, institutional and policy framework for all modes of transport is under the jurisdiction of the Minister of Transport who relies on the Ministry of Transport for policy advice. Other organisations with transport responsibilities are:

- **Land Transport New Zealand (Land Transport NZ)** – the government agency responsible for allocating revenue from the National Land Transport Account for land transport activities and the promotion of safe land transport. This includes vehicle, driver and infrastructure safety.

<sup>1</sup> The act requires that the part of Franklin District within Environment Waikato be included within the Auckland region for the purposes of transport.





Map 2.1: The Auckland region for transport

- **Maritime Safety Authority (MSA) and Civil Aviation Authority (CAA)** – establishes standards and monitors adherence to those standards in the maritime and aviation sectors respectively.
- **Transit New Zealand (TNZ)** – manages the state highway network including design, construction, procurement and maintenance. Transit are also responsible for preparing a land transport plan.
- **OnTrack** – owns and is responsible for operation, maintenance and development of the rail network.
- **Transport Accident Investigation Commission (TAIC)** – investigates and reports on rail, marine and aviation incident.
- **NZ Police** – core business includes road safety and enforcement.
- **Territorial authorities (TA's)** – local councils who are responsible for planning transport investment and regular maintenance at a local level, for input into ARTA's land transport programme and for district plans that shape local development.

## 2.3 POLICY FRAMEWORK

During development of the Regional Land Transport Strategy, a number of international and national policy documents have been considered. They include:

- Environmentally Sustainable Transport (EST)
  - The Kyoto Protocol
  - New Zealand Transport Strategy (NZTS)
  - National Rail Strategy to 2015
  - Growth and innovation strategy
  - Sustainable Action for New Zealand – Programme for Action
  - National Energy Efficiency and Conservation Strategy (NEECS)
  - New Zealand Health Strategy
  - Reducing Inequalities in Health
  - New Zealand Tourism Strategy
  - New Zealand Disability Strategy
  - Vehicle Fleet Emissions Control Strategy
  - Getting there – on foot, by cycle
  - Road Safety to 2010.
- These documents are described in Appendix A.3.

## Regional and Local Government

At the regional and local level a number of organisations have transport responsibilities including:

- **Auckland Regional Council (ARC)** – responsible for physical and environmental planning and funded from rates and its subsidiary organisations **Auckland Regional Holdings (ARH)** and the **Auckland Regional Transport Authority (ARTA)**.
- **The Auckland Regional Transport Authority (ARTA)** – responsible for planning, funding and developing the Auckland regional land transport system. ARTA must give effect to the RLTS as a whole and to prepare the Auckland Land Transport Programme,
- **Auckland Regional Holdings (ARH)** – responsible for managing assets and investments on behalf of the ARC, primarily those transferred from Infrastructure Auckland (now disestablished).



## 2.4 REGIONAL FRAMEWORK

A number of regional strategies and policy documents have been considered in the development of this strategy. They include:

- Regional Growth Strategy
- Auckland Regional Policy Statement (the RLTS must not be inconsistent with this).
- Regional Passenger Transport Plan (RPTP)
- Auckland Regional Economic Development Strategy (AREDS)
- Auckland Region Road Safety Plan 2004-2010

Auckland Regional Growth Strategy – articulates a vision to maximise the benefits and opportunities that growth will bring to the region, while protecting fundamental environmental and society values. Its purpose is to ensure that growth is accommodated in a way that meets the best interests of the inhabitants of the Auckland region. Its vision for what Auckland could look like with a population of two million includes “a region that is easy to get around”.

The growth strategy concept is for a more compact city with 70 per cent of new growth occurring within the existing metropolitan area. The strategy concentrates this growth in more intensive mixed-use centres along northern, western and southern passenger transit corridors and main arterial routes.

Initial implementation of the strategy is being undertaken by the development of ‘sector agreements’ with three regional sectors – northern and western, central and southern. The agreements identify growth capacities and detail the sequence and timing of urban development in each sector. Current implementation of the growth strategy is being undertaken through changes to the Auckland Regional Policy Statement (discussed below) and changes to the region’s district plans.

Auckland Regional Policy Statement (ARPS) 1999 and 2004 Proposed Change No 6 to Chapters 2 (Strategic Direction) and 4 (Transport) of the regional policy statement – the Regional Policy Statement provides the overarching planning framework for the sustainable and integrated management of the region’s natural and physical resources. It sets out the major direction of transport policy along with broad resource management issues, objectives and policies for the region. The land transport strategy may not be inconsistent with any policy statement.

The directions outlined in the Regional Policy Statement include managing the effects of transport on the environment and developing a transport network which provides accessibility. The policy statement acknowledges that the region’s transport system needs to be developed in a more sustainable manner by increasing the use of energy and space efficient modes of transport, and increasing the occupancy of vehicles. The development of such a system would contribute to minimising adverse environmental effects, meeting accessibility needs and improving health and safety.

The LGAAA requires changes to the Regional Policy Statement and the region’s district plans to provide for integrated transport and land use, to give effect to Auckland Regional Growth Strategy. Changes proposed to Chapter 2 of the Regional Policy Statement (Regional Overview and Strategic Direction) contain objectives and policies that seek to improve the land use and transport interrelationship. The main changes proposed to Chapter 4 (Transport) are to:

- Show the positive impact particular transport investments can have on shaping urban form
- Highlight the effects the predominant use of the private vehicle mode can have on public health through reduced walking and cycling
- Reinforce the link between the transport system and urban form
- Recognise the benefits of walking and cycling as separate modes



- Include public health policies alongside safety policies
- Include current thinking, legislative and strategy reference and organisational structures.

The changes to these documents were notified on 31 March 2005.

**Regional Passenger Transport Plan (RPTP)** – developed under Section 47 of the Transport Services Licensing Act 1989, describes how the passenger transport strategies within the RLTS will be implemented. The Auckland Regional Transport Authority (ARTA) is responsible for the preparation of the plan and will review the current plan during the 2005 – 2006 financial year

The passenger transport plan provides an overview of the way in which the Auckland passenger transport system will be developed as an integrated regional network. This is especially important to meet expectations of improved service provision as the region invests more to improve passenger transport infrastructure. The plan specifies the passenger transport services required in the region and provides an overview of the policies and guidelines for planning passenger transport. It also sets out the passenger transport projects and services that will use them and the essential ancillary measures such as information, marketing and provision of bus stops and shelters.

**Auckland Regional Economic Development Strategy (AREDS)** – an inter-council strategy which sets out a vision for the Auckland region as an internationally competitive, inclusive and dynamic economy; a great place to live and conduct business; and a place buzzing with innovation where skilled people work in dynamic enterprises. Core programmes under the strategy relate to:

- Promoting the Auckland region
- Encouraging innovation and excellence
- Developing overseas markets
- Supporting exports.

An additional four programmes relate to capacity building and providing exceptional people, cultures, environment and infrastructure:

- Providing a high quality living environment
- Building an entrepreneurial culture
- Producing a skilled and responsive labour force
- Delivering a high quality and responsive government.

The ARC has formally accepted the responsibility for leading the Auckland Regional Economic Development Strategy from 1 July 2005.

**Auckland Region Road Safety Plan 2004–2010** – provides the strategic direction for road safety in Auckland and articulates at a regional level the government's Road Safety to 2010 strategy (October 2003) and the National New Zealand Road Policing Strategy 2001–2006. It identifies key priority areas and lists actions and responsibilities for each key priority area. They include:

- Visible safety management and enhanced engineering
- Well targeted drink drive enforcement, integrated driver rehabilitation and visible host responsibility
- Visible speed enforcement and growing community acceptance of speed limits
- Improved pedestrian safety
- Improved intersection safety
- Initiatives tailored to the needs of at-risk road users.



## 2.5 TRANSPORT GOVERNANCE AND FUNDING CHANGES

At the end of 2003, the Government announced an Auckland transport package. Before this the institutional and governance arrangements for planning, funding and implementing Auckland region's land transport initiatives were complex, particularly for passenger transport. Functions were divided between a large number of public sector agencies with different objectives and accountabilities. For example, decisions about rail transport were split between 15 public sector agencies.

The government assigned the principal responsibility for setting strategy and integrating the planning, funding and development of the region's land transport system to the ARC. Two new authorities were established to assist the council to discharge that responsibility. They were Auckland Regional Holdings (ARH), established to manage the assets previously managed by Infrastructure Auckland (now disestablished) and Auckland Regional Transport Authority (ARTA), which inherited some of the functions of another independent entity, ARTNL.

The aim of the restructuring was to strengthen the regional approach to transport in the Auckland region, and to reduce the fragmentation. It brought two separate sources of funding together at the ARC – regional rates and Infrastructure Auckland's investments. It also integrated within ARTA the decisions about passenger transport capital expenditure (formerly made by ARTNL) and decisions about expenditure on services (formerly made by the ARC).

The Government also reduced the number of funding flows by making ARTA the primary conduit for Land Transport NZ funding into the Auckland region.

In addition, the Government decided to provide extra funding to Auckland for transport following a joint review of the funding gap described in the Auckland Regional Land Transport Strategy 2003. The extra funding is contingent on local authorities accepting the new governance arrangements and planning reviews.

### Funding Changes

Land Transport New Zealand (Land Transport NZ) – established in 2004 to promote a safe and sustainable land transport system and to allocate resources from the National Land Transport Account. It works closely with road controlling authorities, regional councils and approved organisations to evaluate and approve funding for planning, maintaining, managing and developing the land transport system. This includes road construction and maintenance as well as funding assistance for passenger transport services, travel demand strategies, education and safety initiatives. Through its land transport programme, Land Transport NZ works with the NZ Police to plan, fund and deliver road policing resources.

Land Transport NZ allocates funds to:

- Transit New Zealand to fully fund the planning, maintenance, management and development of the state highway network
- ARTA for the provision of passenger transport services, including rail and travel behaviour change initiatives
- Local authorities and approved organisations for the planning, maintenance, management and development of the local land transport system, including walking and cycling networks, safety activities and programmes
- Other community organisations for the promotion of land transport safety and education.

Auckland Regional Holding (ARH) – established in 2004, ARH owns and manages regional assets – income from which will be used primarily by the ARC to fund transport and water quality projects. It has more than \$1b worth of assets, including 80 per cent of the shares in the Ports of Auckland Ltd, the America's Cup Village Ltd and other investments formerly held by Infrastructure Auckland.

ARH may also hold passenger transport assets and make these available to assist ARTA to achieve its purpose.

