

Stocktake of Operational Strategy

Bay of Plenty Regional Land Transport Strategy Supporting Paper No.02

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Part 1: Introduction

1.1 Need for the review

The operative Bay of Plenty Regional Land Transport Strategy (RLTS) was adopted in June 2007. The Land Transport Management Act 2003 (LTMA) requires that the RLTS must be reviewed within three years of it becoming operative in order to align the RLTS with the purpose and objectives of the LTMA. A new RLTS must be in place immediately on the expiry of the existing strategy on June 2010 unless the Minister of Transport approves an extension of the existing RLTS by up to 18 months.

The current strategy was due to expire in June 2010, but an extension of 18 months has been granted by the Minister and the strategy will remain operative until October 2011 or until the review is completed and a new RLTS adopted.

The Regional Policy Statement for the Bay of Plenty is also currently being reviewed and this provides an opportunity to better align the two documents in terms of the integration of land use and transport planning.

1.2 Review phases

Date	Task/Milestone
28 Sept – 6 Nov 09	Stocktake of existing RLTS
28 Sept – 2 Dec 09	Run focus groups
28 Sept – 28 Jan 11	Run reference groups
28 Sept 09 – 1 Jun 10	Undertake transport planning studies
3 Dec 09 – 19 Feb 10	Identify key regional issues and trends
3 Dec 09 – 19 Feb 10	Develop vision/objectives/outcomes
3 Dec 09 – 19 Feb 10	Develop measurable targets
22 Feb – 11 Jun 10	Develop strategic options
22 Feb – 30 Jul 10	Develop demand management strategy
2 Jul – 16 Jul 10	Assess strategic options
5 Jul – 6 Aug 10	Develop long term financial forecast
5 Jul – 6 Aug 10	Develop RLTS significance policy
3 Sep 10	Seek RTC approval for draft provisions
3 Dec 10	Seek RTC approval for consultation draft
31 Jan 11 – 4 Mar 11	Consultation
28 Mar – 1 Apr 11	Hearings
3 – 4 May 11	Deliberations
10 Jun 11	RTC recommends final RLTS
24 Jun 11	RC approves final RLTS

The RLTS sets out a long term vision for the development of a sustainable transport system that supports economic development and growth in the region and contains strategic outcomes, with associated actions, to work towards achieving the vision for transport in the region.

Part 2: Legislative and policy background

2.1 Legislative changes since June 2007

The overarching legislation for transport planning and funding have undergone significant change in the past two years since the operative RLTS was adopted. The key changes include:

- Land Transport Management Amendment Act 2008
- New Zealand Transport Strategy update in 2008
- Introduction of the Government Policy Statement on Land Transport Funding in August 2008 and an amended version in May 2009
- First Regional Land Transport Programmes in 2009

The Minister of Transport has also announced a review of the Land Transport Management Act that will focus on simplifying and increasing the effectiveness of planning, funding and accountability under the LTMA (rather than a major rewrite of the legislation).

The review will also look at measures for reducing the barriers to using tolling, borrowing and public private partnerships to fund transport projects and will also repeal the regional fuel tax provisions in the LTMA.

In the western Bay of Plenty the SmartGrowth document has also undergone a review since the adoption of the RLTS. Regionally, Plan Change 2 to the Regional Policy Statement has recently been adopted and a full review of the RPS is currently underway and will provide the overview for land use planning in the region. The Tauranga District Plan and the Western Bay of Plenty District Plan are also being fully reviewed.

2.2 Land Transport Management Act

The Land Transport Management Act 2003 (LTMA) governs the way the New Zealand land transport system is developed, managed and funded. The purpose of the Act is to contribute to the aim of achieving an affordable, integrated, safe, responsive, and sustainable land transport system.

The Land Transport Management Amendment Act became law on 1 August 2008. These amendments have involved some significant changes including reserving fuel excise duty for land transport purposes, enabling regions to put in place a regional fuel tax scheme, providing for a six year Government policy statement on transport priorities, changing to a three year funding cycle, introducing three-yearly regional land transport programmes, increasing the term of an RLTS to 30 years, and merging Land Transport NZ and Transit NZ into a single Crown entity (the New Zealand Transport Agency).

Central aspects of the LTMA are the five criteria that permeate through the Act. These criteria are the Government's five transport objectives as set out in the NZTS:

- Assisting economic development
- Assisting safety and personal security
- Improving access and mobility
- Protecting and promoting public health
- Ensuring environmental sustainability

The 2008 amendments to the LTMA include changes to the preparation, requirements and processes for regional land transport strategies. The main changes are that:

- An RLTS must be prepared at least every six years, previously this was every three years
- The period of the strategy has changed from 10 years to 30 years
- The Regional Transport Committee is required to prepare the strategy on a regional council's behalf, whereas previously it was the regional council that was required to prepare the strategy
- 'Affordable' has been added to the aim so it is now a consideration
- The RLTS must now be consistent with any national land transport strategy, national policy statement, regional policy statement or regional plan – this is stronger than the previous requirement which was that an RLTS 'may not be inconsistent with' these documents.
- An RLTS must now take into account the Government Policy Statement and any relevant district plans
- There is a new requirement that the RLTS take account of a regional council's function under Section 30(1)(gb) of the Resource Management Act 1991 (RMA) to consider the strategic integration of transport infrastructure with land use
- Inter and intra regional transport outcomes must be included as part of the strategy
- An RLTS must now contain a statement of regional economic or land use considerations and the likely funding of any associated transport infrastructure
- The strategy needs to include an assessment of the role of education and enforcement in contributing to the land transport outcomes
- A requirement that the strategy contain measurable targets to be achieved for each outcome
- A policy on significance with regard to varying an RLTS must now be included in the strategy

Key Points from the LTMA for the RLTS:

Six yearly reviews

30 year horizon for the strategy

Stronger links with the RMA

Inter and intra regional transport outcomes and measurable targets for achieving these

Land use and transport integration

2.3 New Zealand Transport Strategy (2008)

The New Zealand Transport Strategy (NZTS) was updated in 2008. The Strategy sets out the Government's overall vision for transport, five key objectives (those objectives have been carried through into the LTMA) and a number of targets in order to support the delivery of the objectives. The overall vision for transport in 2040 is that: *"People and freight in New Zealand will have access to an affordable, integrated, safe, responsive, and sustainable transport system."*

The vision is supported by five transport objectives:

- Ensuring environmental sustainability
- Assisting economic development
- Assisting safety and personal security
- Improving access and mobility
- Protecting and promoting public health

The 2008 update to the NZTS incorporated specific targets for each of the objectives.

2.4 Government Policy Statement on Transport Funding 2009

The Government Policy Statement on transport funding (GPS) is a requirement of the LTMA. The GPS covers the period 2009/10 to 2014/15 and indicatively out to 2019. The policy statement took effect on 1 July 2009. It details the government's desired outcomes and funding priorities for the land transport sector. The GPS is intended to guide the National Land Transport Programme.

A revised Government Policy Statement on Land Transport Funding was released on 19 May 2009. The GPS has been updated to reflect changes in the Government's approach to the funding of land transport. These changes include:

- Reflecting the Government's priority to increase economic productivity and growth
- Removing the NZTS targets

- Separation of rail infrastructure (this is proposed to be funded outside the National Land Transport Fund)
- Identifying the roads of national significance (this includes the Tauranga Eastern Link)
- Updating the funding ranges (funding for new and improved infrastructure for state highways is forecast to be increased, all other activity classes except for local roading will have less funding)
- Signalling the intention to increase fuel excise duty and road user charges rates to cover costs.

The specific impacts that the Government wishes to achieve through National Land Transport Fund expenditure are:

- **Economic Growth and Productivity:** Improvements in the provision of infrastructure and service that enhance transport efficiency and lower the cost of transportation.
- **Other Impacts:** Reductions in deaths and serious injuries as a result of road crashes, more transport choices, reductions in adverse environmental effects from land transport, contributions to positive health outcomes.

Planning and evaluation processes need to take account of the following factors:

- The government's priority to support national economic growth and productivity
- Considering networks from a national perspective
- Achieving value for money
- Encouraging integrated planning
- Making best use of existing networks and infrastructure
- Implementing and fostering a co-ordinated approach
- Considering the impact of volatile fuel prices

The New Zealand Transport Agency has developed an Investment and Revenue Strategy which reflects the short term implications of the GPS.

2.5 **Resource Management Act 1991**

The Resource Management Act 1991 was amended in September 2009 under the Resource Management (Simplifying and Streamlining Amendment Act 2009). The amendments aim to streamline processes for projects of national significance, improve plan development and plan change processes, improve resource consents, streamline decision making and improve national instruments. The amendments have also created the Environment Protection Authority (EPA) to deal with nationally significance projects.

There is a second phase to the RMA reforms which is currently being worked on. Phase 2 will look at developing the functions and structure of the EPA, addressing overlaps with other legislation, and addressing complex issues such as the management of water, aquaculture, urban design, and infrastructure.

The RMA amendments that have passed into law are not envisaged to have any effect on the Bay of Plenty RLTS, however the Phase 2 reforms may have implications given that it will address statutory integration, urban design and infrastructure.

2.6 **Local Government (Auckland Council) Bill**

There have been two pieces of legislation passed as a result of the Royal Commission on Auckland Governance. The first was the Local Government (Tamaki Makaurau Re-organisation) Act 2009 which establishes the Auckland Council, a new single unitary authority, the Auckland Governance Transition Agency and constrains decision-making of existing Auckland Councils.

The second is the Local Government (Auckland Council) Bill 2009 which passed into law on 17 September 2009. This provides the high-level framework for the structure of the Auckland Council, empowers the Local Government Commission to determine the boundaries of the wards of the Auckland Council and the local boards and provides for the integration of Auckland's water infrastructure.

There will also be a third piece of legislation which will set up the ongoing governance structure, functions, roles and powers of the Council and local boards, and the detailed legislative framework for governance arrangements. The relevance of the Auckland legislation to the Bay of Plenty RLTS is that there are potential implications of the Auckland governance arrangements and how it addresses planning for freight transport with the Waikato and Bay of Plenty as neighbouring regions.

2.7 **National Rail Strategy (2005)**

The National Rail Strategy sets out a number of strategic directions in order to achieve the overall transport objectives as set out in the NZTS. The strategy sets out the policy and objectives for rail over a ten year period from 2005 to 2015. Its focus is on increasing the amount of freight and passengers using rail. The strategy's priorities include:

- Improving safety
- Upgrading the network
- Improving rail's contribution to regional economic development
- Optimising the use of rail within the wider transport network, and
- Improving access to rail for users.

Since the Rail Strategy was launched in 2005, the policy and funding environment for rail has changed significantly. In 2008 the Government bought back rail and ferry operations from Toll NZ. A single rail business between ONTRACK (state owner of the rail infrastructure) and KiwiRail (state owner of rolling stock and locomotives) now operates under the New Zealand Railways Corporation. In 2009

the Government made changes to the funding arrangements for rail. Capital rail funding has now been removed from the National Land Transport Programme and funding is instead being established through transport appropriations.

New rail policy work is currently underway which will provide a clearer picture of the funding and planning framework at the national level.

2.8 Coastal Shipping Strategy (2005)

The Sea Change Strategy is designed to transform coastal shipping in New Zealand. At present about 15 percent of domestic freight is carried by coastal ships, including the Cook Strait ferries. Sea Change proposes to double this by 2040.

The Strategy contains an action plan which includes:

- Providing a visible focal point
- Improved access to funding
- Information gathering
- Workforce initiatives

The policy and funding environment for coastal shipping has changed since the Sea Change Strategy was adopted. Work is currently underway on a new framework for coastal shipping.

2.9 Getting There, on Foot, by Cycle (2005)

Getting there - on foot, by cycle is a high level walking and cycling strategy released by the Ministry of Transport. It contains a vision, goals, key principles and priorities for action. The goals are to have: community environments and transport systems that support walking and cycling; more people choosing to walk and cycle, more often; improve safety for pedestrians and cyclists. The strategy has four key focus areas, which are to:

- Strengthen the foundations for effective action for pedestrian activity and cycling
- Provide supportive environments for pedestrian activity and cycling
- Encourage people to choose to partake in pedestrian activity and cycle more as part of their transport mix
- Improve safety for pedestrians and cyclists

2.10 Road Safety Strategy to 2010 (2003)

The Government's safety goals are set out in *Road Safety to 2010*. The document sets out recommended and planned initiatives in the areas of the 'three Es' – Education, Engineering and Enforcement. The primary goal is to reduce the number of road deaths per year to no more than 300 and hospitalisations to no more than 4,500 by 2010.

The Ministry of Transport is currently working on a Road Safety Strategy out to 2020 called *Safer Journeys*. The Minister of Transport has recently released a discussion document which will be used to develop the final strategy. The proposed long-term road safety vision is: *A safe road system that is increasingly free of road deaths and serious injuries*. The document seeks views on proposed high priority areas for improving road safety. These areas are:

- Alcohol and drug impaired drivers
- Safer speeds
- Young drivers
- Motorcycling
- Roads and roadsides

2.11 **National State Highway Strategy (2007)**

The Strategy sets out how the state highway network will be managed and developed. The eight principles contained in the strategy are: safety; operating the network; asset management; managing demand; environment and communities; integrated planning; education; and continual improvement.

The Strategy also introduces the concept of state highway categories. The categories are national state highways, regional state highways, sub-regional state highways. A 30 year concept of the state highway network is also set out which shows proposed carriageway standards.

2.12 **Accessible Journey – Inquiry into Accessible Public Transport (2005)**

The Human Rights Commission conducted an inquiry into the accessibility of public transport in 2005. The key recommendations of the report were:

- Adoption of a common definition of disability
- Direct participation of disabled people in planning processes
- Industry-wide disability awareness and competency training
- Mandatory national accessibility design performance standards

The report recommends that all regional land transport strategies detail how the access and mobility of disabled people will be improved over the period of the Strategy, that disabled people are among the groups consulted, and that regional land transport strategies are required to address the needs of disabled passengers where no contracted public transport service and specified.

2.13 **Transport Indicator Monitoring Framework**

The Ministry of Transport produced the Transport Indicator Framework (TMIF) as a national, and in some instances regionalised, framework for monitoring the New Zealand transport system. The framework includes ten indicator 'sets'. Each indicator set includes groups of individual indicators.

2.14 **Regional Policy Statement (1999)**

The Regional Policy Statement (RPS), a policy document prepared under the RMA, provides a framework for the sustainably managing the region's natural and physical resources.

The Bay of Plenty RPS is currently being reviewed and through the review regionally significant infrastructure, including transport, is to be identified and protected. Promoting the use of renewable energy, while reducing the use of non-renewable energy sources and actively promoting energy conservation and efficiency, is one of the key issues identified.

Other areas of relevance to the RLTS are land use and water quality, air quality and urban form and growth management. One of the key issues identified for urban form and growth management is the integration of land use and transport planning.

2.15 **Regional Passenger Transport Plan (2006)**

The Regional Passenger Transport Plan (RPTP) addresses the passenger transport needs of the Bay of Plenty region and sets out policies and proposals that will address those needs. It covers land transport and ferries only.

The make-up of public transport in the Bay of Plenty is relatively simple in transport terms and the current RPTP reflects this simplicity. The mass of public transport is provided by Environment Bay of Plenty and there are no commercially operated local bus services. Almost all commercial transport services are either solely aimed at tourism or are intra/inter-regional coach services.

Council's new RPTP must be prepared at the same time or as soon as is reasonably practicable after the adoption of the Regional Land Transport Strategy, or by 31 December 2011. The RLTS will set objectives for transport in the region which will be intrinsically linked to the RPTP. It is proposed to develop a revised RPTP concurrently as the RLTS is updated.

2.16 **Regional Land Transport Programme (2009)**

The Regional Land Transport Programme (RLTP) is prepared on a three yearly cycle and provides the regional priority for transport activities in the region that are input into the National Land Transport Programme prioritisation process. The RLTP provides the timing and funding detail for project implementation for the next three years and a forecast for the next 10 years.

The RLTS will provide the strategic direction guiding the development of future RLTP's.

2.17 **Regional Walking and Cycling Strategy (2009)**

The strategy's vision is that: *walking and cycling are an integral part of daily life in the Bay of Plenty*. This vision is supported by about 20 policies and an implementation plan. The strategy also has a series of targets to be used as performance indicators.

The strategy includes all types of walking and cycling, such as trips to and from school and work, family recreation, sports training and sports events. For the purposes of the strategy, "walking" covers a range of activities rather than just travel by foot.

The contents of the strategy will ultimately form an integral part of the reviewed RLTS.

2.18 **Bay of Plenty Rail Strategy (2007)**

The rail strategy supports a number of outcomes in the operative RLTS, and SmartGrowth for the western Bay of Plenty. The key issues identified in the document are improving network quality and capacity; increasing freight on rail; exploring the use of passenger rail and funding rail infrastructure improvements. A key purpose of the Rail Strategy is to provide supporting documentation for the development of future RLTS'.

The Rail Strategy also contains a number of actions. The contents of the strategy will ultimately form an integral part of the reviewed RLTS.

2.19 **Bay of Connections – Bay of Plenty Regional Economic Growth Strategy (2008)**

The regional economic growth strategy was developed to build on the collective regional strengths and address the critical cross regional issues and opportunities for sustainable economic growth. Prior to this there were separate sub-regional economic development strategies for the western Bay of Plenty, Rotorua and eastern Bay of Plenty.

The vision for the strategy is *The Bay of Plenty – the most dynamic and progressive region - where we work together to achieve economic prosperity, a sustainable environment and improved well-being for all people*.

A Bay of Plenty Aquaculture Strategy has also been developed "World Class Aquaculture" as this was one of the key areas of focus for the region's economic growth identified in Bay of Connections.

2.20 **SmartGrowth (2007)**

The adoption in 2004 and revision in 2007 of the SmartGrowth Strategy and Implementation Plan by the three partner Councils (Environment Bay of Plenty, Tauranga City and Western Bay of Plenty) and Tangata Whenua continues to be a significant strategic approach for the western Bay of Plenty sub-region.

The Strategy strengthens the sub-regional response to growth management. The outlook to 2051 provides a context for considering decisions of the present, and how they may affect the welfare of future generations. Management of urban and rural growth and development in a sustainable manner is a fundamental challenge facing the western Bay of Plenty sub-region.

The Strategy sets out the vision:

"In 50 years' time ... the western Bay of Plenty is a place where people can contribute to and enjoy a quality of life that meets their needs and aspirations. It provides lifestyle choices from surf to mountain-tops, which support and reflect the natural attributes of the area. There is a strong community feeling accompanied by spirit and pride."

2.21 **Integrated Transport Strategy for Tauranga (2006)**

The Integrated Transport Strategy for Tauranga sits alongside the Tauranga City Council's Ten Year Plan 2006 -2016 and provides a coordinated approach to transport planning in the city for the next decade.

The strategy identifies actions that can achieve improvements for all forms of transport and ensures there is funding in future budgets to enable the work to take place. The vision for the strategy is *Tauranga is a place that is easy and safe to move around*. The vision is supported by a number of principles to guide the development of the transport system and policies and actions to move towards achieving the vision.

2.22 **Tauranga Urban Design Strategy (2006)**

The Tauranga City Council Urban Design Strategy is a short term (three year) plan intended to enable Tauranga City Council, other public agencies and private interests to promote and start to achieve high quality urban design in Tauranga. The vision of the strategy sets out the aspirations for the city. This is supported by a series of principles, objectives and aims that give a greater understanding and acknowledgement of what it takes to achieve the vision – *A coastal city of neighbourhoods nestled into the landscape in which people embrace their rich heritage and culture through contemporary design*.

2.23 **Rotorua Transport Strategy (2006)**

The strategy provides direction and a framework for transportation planning that is consistent with national and regional transport objectives, including those set out in the New Zealand Transport Strategy (NZTS), Land Transport Management Act (LTMA) and Regional Land Transport Strategy (RLTS).

The purpose of the RDC Transport Strategy is to guide the:

- Provision infrastructure that supports a range of travel and transport options; and
- Management of travel demand by integrating land use and transport planning and policies.

2.24 **Rotorua Transport Demand Management Strategy (2008)**

The strategy is about providing people with options for travel that reduce reliance on the inefficient use of motor vehicles and the need to construct more roads. There are five key areas of focus:

- Passenger Transport
- Policy
- Parking
- Travel Behaviour Change, and
- Walking and Cycling

Each of these areas has specific actions that seek to enhance the growth and development of Rotorua.

2.25 **National Energy Efficiency and Conservation Strategy (2007)**

The National Energy Efficiency and Conservation Strategy (“NEECS”) builds on the 2001 strategy and was developed alongside the New Zealand Energy Strategy. Actions which are relevant to transport include:

- Efficient freight movement:
 - Investigate development and integration of rail with other transport networks
 - Develop and implement a shipping strategy
 - Further investigate opportunities for equity in freight costs across road, rail and shipping
 - Progressively incorporate the social and environmental costs associated with providing transport services into the transport system
- Introducing renewable transport fuels:
 - Investigate renewable electricity options for transport
- Living and working – better mobility, lifestyles and communities:
 - Promote quality town and city design to reduce transport needs and environmental impact
 - Invest in public transport
 - Encourage walking and cycling with good design and infrastructure
 - Invest in travel behaviour change programmes and other initiatives
- Working in partnership with local government on the actions above.

The Strategy is currently under review and a draft was expected by the end of 2009.

2.26 National Energy Strategy (2007)

The National Energy Strategy to 2050 has a vision to have *a reliable and resilient system delivering New Zealand sustainable, low emissions energy services*. The strategy provides detail on the proposed actions that the Government could take to support its vision, both now and over time. Action areas that relate to transport include:

- Managing demand for travel
- Shifting to more efficient and/or lower impact means of transport
- Improving the fuel efficiency of the vehicle fleet
- Developing and adopting future fuels
- Ensuring the security of short-term oil supplies and a diverse supply of transport fuels

The Minister of Energy and Resources announced in February 2009 that the National Energy Strategy is under review and will be updated.

2.27 Other studies

There are a number of studies, such as the National Freight Demands Study and the Waikato Inter-regional Transport Study that will also provide valuable input into the RLTS review.

Key Points from the Policy and Strategic Frameworks:

National direction provided by the NZTS, updated GPS and modal strategies.

RLTS must be consistent with the RPS and regional plans.

Regional direction is provided on various modes (e.g. rail, walking and cycling).

RLTS must take into account the GPS, the National Energy Efficiency and Conservation Strategy and any relevant district plans.

Good picture of land use and economic development considerations from sub-regional and local strategies. Land use will be an important feature of the RLTS and to a certain extent influences RLTS outcomes.

Part 3: Current Regional Land Transport Strategy

The current vision, principles and outcomes in the current RLTS are:

3.1 Vision

An integrated, safe, sustainable land transport system that meets the current and developing needs of the people of a vibrant and growing region.

3.2 Key principles and strategic outcomes

The key principles and strategic outcomes in the current RLTS are:

Key principles	Strategic outcomes
1. Integration	1.1 Land use and transportation planning are closely linked
	1.2 The land transport system provides opportunities and integrated linkages for all modes
	1.3 Demand management is considered in planning, design and transport investment decisions
	1.4 Existing and future transport corridors are defined and protected
	1.5 Integrated transport packages for funding are developed
2. Safety and personal security	2.1 Continual improvement of the safety and personal security performance of all modes will result in a land transport system that is safe to use
	2.2 Safety and personal security is improved through engineering, enforcement and education
	2.3 The community is encouraged to play a greater role in transport safety
	2.4 A safety culture is established throughout organisations involved in public transport
3. Responsiveness	3.1 Transport planning processes are effective, engage those affected by transport decisions, and recognise diverse (including both urban and rural) needs within the region

Key principles	Strategic outcomes
	<p>3.2 Public participation in land transport management is encouraged</p> <p>3.3 The transport implications of growth are anticipated, recognised and sustainably managed</p> <p>3.4 A sustainable funding strategy is developed to meet the region's transportation needs which concentrates on a number of different funding tools</p> <p>3.5 Strategic alignment between the RLTS and both regional and local Long Term Council Community Plans is achieved</p>
4. Sustainability	<p>4.1 The development and operation of the land transport system recognises the value of the environment and avoids, remedies and mitigates its adverse effects</p> <p>4.2 Real efforts are made to manage travel and transport demand, optimise existing networks and improve alternative modes</p> <p>4.3 People are made aware of the transport options available and the consequences of using each mode</p> <p>4.4 The land transport system is consistent with live, work and play principles</p>
5. Economic development	<p>5.1 The land transport system supports the continued growth and economic development of the region, and provides for the efficient, affordable movement of people and goods</p> <p>5.2 Inter and intra-regional links are encouraged in order to improve access and connect settlements</p> <p>5.3 The life of all transport projects is extended through demand management initiatives</p>
6. Energy efficiency	<p>6.1 Development and operation of the land transport system recognises and provides for opportunities to improve energy efficiency and fuel efficiency and make more use of modes that use renewable resources</p> <p>6.2 Innovative and alternative methods are used to promote a shift to more energy efficient modes</p> <p>6.3 The region participates in the</p>

Key principles	Strategic outcomes
	development of National energy efficiency policies and these policies are actively implemented in the region
7. Access and mobility	7.1 The people in the region, including the transport disadvantaged, enjoy ready access to health, education, employment and leisure activities
	7.2 Access is improved by providing linkages within and between settlements
	7.3 Route security is well managed, particularly in vulnerable areas
8. Public Health	8.1 The land transport system provides opportunities for modes that contribute to the improved public health and seeks to reduce the negative health effects of transport-related emissions
	8.2 Land use patterns and urban design promote safety and public health
	8.3 Health facilities are accessible for all communities

The vision and these Principles and Key Outcomes need to be reviewed to ensure that they align with the LTMA amendments, changes to the Government Policy Statement on Land Transport Funding and any changes in local policy resulting from the recent district plan reviews in Western Bay of Plenty District Council and Tauranga City Council.

Under the strategic outcomes sit the policy principles of the RLTS. The policy principles are more detailed and have a narrower focus than the strategic outcomes and have been set to guide the actions of implementing agencies in each area.

3.3 Strategic options

During the development of the current RLTS, there were three options considered to meet the objectives of the LTMA.

Option 1 – “Mainly Roothing Focus” (this typically includes completing existing roading programmes and accommodating growth through additional roading).

Option 2 – “Managing Traffic Demand” (this typically includes implementing travel demand management tools, enhancing public transport services, providing roading for remaining growth).

Option 3 – “Optimise Existing Networks” (this typically includes implementing travel demand management tools and catering for growth predominantly through public transport).

Preferred option was Option 2, with the following modifications to include:

- The components of Option 3 for Rotorua which provide enhanced access and mobility
- The components of Option 1 for Rotorua and Eastern Bay modified to be comparable with travel demand management philosophy of Option 2
- Particularly in Tauranga, including stretch targets for passenger transport and pedestrian and cycling mode shares, consistent with the objectives of Option 3
- Further examination of the potential contribution of rail

This strategic option formed the base for the detailed actions and investment plans set out in subsequent sections.

Any review of the strategic options will need to include consideration of:

- Submissions on strategic issues received through RLTP process
 - the need to more closely link the economic benefits of transport projects to economic growth
 - the need to better recognise the beneficial effects on community well-being of improving connectivity and accessibility
 - the effects of peak oil on the transport planning assumptions (the GPS also explicitly states that the effects of volatile fuel prices need to be taken into account)
 - the contribution of transport to Greenhouse gas emissions
 - encouraging increased use of public transport, walking and cycling
 - investigating an alternative long term route between Auckland and Tauranga
 - investigation, identification, protection and establishment of transport corridors that could accommodate public transport
 - add the Kaituna Link into future planned routes for the region
 - identify economic benefits to potential growth of Maori assets
 - consider rail requirements and key road projects within a single transportation framework
 - importance of the Off Highway Route (OHR) needs to be recognised in planning documents
- Issues identified by the RTC
- Issues identified in preliminary consultation with stakeholders (focus and reference groups)
- Issues identified in the RLTP:
 - traffic growth and congestion

- the incidence and severity of road crashes
 - low public transport, walking and cycling mode share in urban areas
 - route security, particularly in the eastern Bay of Plenty
 - the effects of heavy traffic on the region's communities
 - lack of access and mobility options for rural areas and the transport disadvantaged
- Integration between modes – ensuring that proposed projects take into account all transport modes at the time of assessment
 - Transport choice – providing for a choice of transport modes in planning
 - Affordability/value for money – ensuring that transport solutions are at a scale that is affordable, given the funding sources identified
 - Links to land use planning – ensure that transport planning takes into account the outcomes of the RPS, SmartGrowth, district plans and other land use planning documents
 - Economic productivity – planning supports the economic growth and productivity of the region
 - Strategic context – ensuring that projects address issues that are significant from a regional and national perspective

Part 4: Regional Land Transport Strategy gap analysis

4.1 Major changes to LTMA

The current Bay of Plenty RLTS was last reviewed and updated in mid-2007, with the LTMA amendments taking effect in 2008. The changes to the Act (see Appendix 1) were therefore not included in the previous review. The current RLTS does, however, provide a solid basis for the review, building on past work and adding new research where required.

The main policy gaps in terms of the amended Act are:

- Alignment with the new requirements of the LTMA 2008, GPS 2009 and, where appropriate, with the NZTS 2008.
- The LTMA now requires a 30 (rather than 10) year outlook of relevant regional economic and/or land use considerations and their implications for transport.
- Stronger links are required with the Resource Management Act 1991 through the Regional Policy Statement and the local territorial district plans.
- Links with land use planning need to be recognised and/or strengthened. SmartGrowth principles need to be recognised in the RLTS.
- The RLTS must now take into consideration the strategic integration of transport infrastructure with land use.
- Inter and intra-regional transport outcomes relevant to the region must be included in the strategy.
- The assessment of the role of education and enforcement in contributing to the land transport outcomes.
- The inclusion of measurable targets to be achieved to meet the outcomes of the RLTS.
- The inclusion of a significance policy in relation to variations to the strategy.

4.1.1 Alignment with GPS

The Act now requires that the RLTS takes into account the relevant GPS [LTMA 75(b)(i)].

There are a number of issues highlighted in the GPS that need to be taken into account including:

- Supporting national economic growth and productivity, which includes the national roading priorities set out in the Roads of National Significance (RONS)
- Taking into account the Tauranga Eastern Link as a Road of National Significance (RoNS)
- Considering networks from a national perspective

- Making best use of existing networks and infrastructure
- More focus on value for money and the economic efficiency of individual projects
- Implementing and fostering a co-ordinated approach
- Encouraging integrated planning
- Considering the impact of volatile fuel prices

4.1.2 Recognition of the LTMA aim and objectives

The RLTS must now 'contribute to' rather than 'take into account' the five objectives of the LTMA [LTMA 75(a)(ii)]. The five objectives being:

- Assisting economic development
- Assisting safety and personal security
- Improving access and mobility
- Protecting and promoting public health
- Ensuring environmental sustainability

The change strengthens the requirement of the RLTS to comply with the LTMA objectives.

The RLTS contributes to the aim of achieving an affordable, integrated, safe, responsive and sustainable land transport system [LTMA 75 (a)(i)]. The addition of affordable to the aim may require more emphasis on the economics of the proposed strategic options being considered. This is in line with the requirements of the GPS released in May 2009 that outlines the government's priority for land transport to support national economic growth and productivity.

4.1.3 Thirty year planning period

The extension of the planning period to be covered by the RLTS from 10 years to 30 years provides a challenge in terms of planning for that period of time, particularly in terms of relevant projects and funding accuracy.

To enable planning for this period of time the planning period of 30 years could be split into short, medium and long term planning, e.g. Years 1 to 3, 4 to 6 and 7 to 30. This would allow for a variation in the detail of statements with the first period containing more detail than the second period and the third period being a forecast based on available data.

¹ Guide on Transport Planning and Funding in New Zealand 2008

4.1.4 Economic considerations

There is a regional economic strategy that will need to be taken into account in the preparation of the RLTS:

Bay of Connections, Bay of Plenty Regional Economic Growth Strategy

World Class Aquaculture, Bay of Plenty Aquaculture Strategy

Toi-EDA (Eastern BoP), Rotorua District Council/Bright Economy Advisory Board (Rotorua) and Priority One (Tauranga and western Bay of Plenty) are the organisations that provide guidance on economic development in the sub-regions.

4.1.5 Integration with land use planning

The Act now requires the RLTS to take into account any relevant district plans [LTMA 75(b)(ii)] and the integration of transport infrastructure with land use LTMA 76(g).

Regional Policy Statement

The Regional Policy Statement for the Bay of Plenty is currently under review and the linkages between land use planning and transport are being strengthened in the document. Similarly, the RLTS needs to ensure consistency with the RPS and ensure integration and consistency with other land use planning documents. For example, SmartGrowth is the growth strategy for the western Bay of Plenty, but the concepts of high quality urban design and the Live-Work-Play principles are being adopted regionally to ensure good urban form is achieved throughout the region.

District Plans

The Western Bay of Plenty District Council and Tauranga City Council are currently undertaking major reviews of their district plans. The relevant outcomes of this will need to be taken into account during the preparation of the RLTS.

4.2 RLTS structure

The structure of the current RLTS provides a sound basis for the review.

Chapter	Comment
1. Introduction	Update
2. Current transport situation in the Bay of Plenty	Update
3. Key issues facing the region	Update and include inter-regional and global issues
4. Vision for the Bay of Plenty region	The vision needs to be updated to reflect the change to the Act that the RLTS contributes to the aim of achieving an affordable, integrated, safe, responsive, and sustainable land transport system.
Regional outcomes	Currently included in Chapter 4. There are currently eight outcome areas in the RLTS and this could be simplified to six outcome areas to reflect the five objectives of the NZTS plus the addition of Integration and land use to capture the emphasis placed on this outcome in the RMA and the GPS. The current outcome areas of energy efficiency and

Chapter	Comment
	<p>responsiveness can be captured within the other six outcomes.</p> <p>The regional outcomes and strategic options will drive the strategic direction of the RLTS and therefore these statements should simply and accurately reflect what is trying to be achieved in each of the outcome areas. One outcome statement for each of the six outcome areas, rather than the current multiple statements, would simplify the document and provide for more direct and clear linkages.</p>
5. Developing the strategy	Update, including strategic options considered
6. Demand management strategy	LTMA 2008 no longer requires targets or timetables. Separate chapter not necessary and updated content could be subsumed into other areas of the document.
7. Implementing the strategy: policies and actions	The current strategy contains a large number of actions and these will need to be reviewed and updated to reflect the outcomes. There is scope to simplify this chapter by incorporating many of the actions into a revised set of policies.
8. Implementing the strategy: investment in transport infrastructure and services	To enable planning for this period of time the planning period of 30 years could be split into short, medium and long term planning, e.g. Years 1 to 3, 4 to 6 and 7 to 30 ² . This would allow for the a variation in the detail of statements with the first period containing more detail than the second period and the third period being a forecast based on available data.
9. Funding	The detail of transport funding for the region is now covered by the Regional Land Transport Programme. The strategy should give high level direction on funding in line with the outcomes sought. Chapters 8 and 9 could be combined into a more concise chapter on funding and investment.
10. Implementation and monitoring	<p>Performance indicators are currently included in each of the strategic outcomes in the Strategy. The current indicators provide a means to monitor the implementation of the strategy and its effectiveness. The performance indicators currently being measured need to be reviewed to determine their effectiveness, ensure that they are easy and affordable to collect and whether they can be used for other monitoring requirements, such as Annual Plan monitoring and the Environment Bay of Plenty Perception Survey. Potentially, the monitoring could be simplified, although there is still the need to provide some continuity in monitoring to ensure that trends are captured and they will need to reflect the targets currently in the NZTS.</p> <p>Monitoring should be separated out from the strategic outcomes in the document although the targets obviously need to relate back to the individual outcomes in the strategy.</p>

² Guide on Transport Planning and Funding in New Zealand 2008

Regional Land Transport Strategies – comparative analysis of statutory requirements

	Added
	Removed

Land Transport Management Act 2003 (RLTS 2007)		Land Transport Management Amendment Act 2008 (RLTS 2011)		Comment
The RLTS contributes to the overall aim of achieving an integrated, safe, responsive, and sustainable land transport system	LTA 175 (2)a	The RLTS contributes to the aim of achieving an affordable, integrated, safe, responsive, and sustainable land transport system	LTMA 75(a)(i)	Affordable added to aim
The RLTS has taken into account the five LTMA objectives (economic development, safety and personal security, access and mobility, public health and environmental sustainability)	LTA 175 (2)b	The RLTS contributes to: <ul style="list-style-type: none"> - Assisting economic development - Assisting safety and personal security - Improving access and mobility - Protecting and promoting public health - Ensuring environmental sustainability 	LTMA 75 (a)(ii)	Requirement strengthened 'contributes to' replaces 'takes into account'
The RLTS has taken into account any National Land Transport Strategy (NLTS), and is not inconsistent with the NLTS	LTA 175 (2)c LTA 175 (4)	The RLTS is consistent with any NLTS	LTMA 75 (a)(iii)(A)	Slightly stronger wording, but no substantive change. Currently irrelevant because there is no NLTS
The RLTS has taken into account the National Energy Efficiency and Conservation Strategy (NEECS)	LTA 175 (2)c	The RLTS takes into account any national energy efficiency and conservation strategy	LTMA 75 (b)(ii)	No change
The RLTS has taken account of the land transport funding likely to be available within the region during the period covered by the RLTS	LTA 175 (2)d	The RLTS takes into account the land transport funding likely to be available within the region for implementing the strategy during the period covered by the strategy	LTMA 76(b)	Requirement more specific, but no substantive change
The RLTS has taken account of any Ministerial guidelines that have been issued	LTA 175 (2)q	The RLTS must take into account any guidelines issued by the Minister for regional land transport strategies	LTMA 76(a)	No change, no guidelines issued
The RLTS is not inconsistent with the Bay of Plenty Regional Policy Statement and any relevant regional plans prepared under the Resource Management Act	LTA 175 (3)	The RLTS is consistent with any relevant national policy statement or any relevant regional policy statement or regional plan that is in force	LTMA 75 (a)(iii)(B)	Slightly stronger wording, but no substantive change
The RLTS avoids, to the extent reasonable in the circumstances, adverse effects on the environment	LTA 175 (2)e	The RLTS avoids, to the extent reasonable in the circumstances, adverse effects on the environment	LTMA 75(a)(iv)	No change

Land Transport Management Act 2003 (RLTS 2007)		Land Transport Management Amendment Act 2008 (RLTS 2011)		Comment
		The RLTS takes into account the relevant GPS	LTMA 75(b)(i)	New requirement added.
		The RLTS takes into account any relevant district plans	LTMA 75(b)(iii)	New requirement added.
The RLTS has taken into account the views of affected communities	LTA 175 (2)f	The RLTS has taken into account the views of affected communities	LTMA 76(c)	No change.
The RLTS has given early and full consideration to land transport options and alternatives in a way that contributes to avoiding adverse effects, and taking account of the views of affected communities	LTA 175 (2)h	The RLTS has given early and full consideration to land transport options and alternatives in a way that contributes to avoiding adverse effects, and taking account of the views of affected communities	LTMA 76(e)	No change
The views of network providers (including Transit, territorial authorities, Ontrack, and Toll Rail) have been taken into account	LTA 175 (2)g	The RLTS takes into account the views of land transport network providers in the region	LTMA 76 (d)	No change
Each of the people and organisations listed in section 179 (1) of the LTA have been given early and full opportunities to contribute to the development of the RLTS: <ul style="list-style-type: none"> - Transit New Zealand - Land Transport New Zealand - Commissioner of Police - Territorial authorities in the region - Adjoining regional councils and territorial authorities - Historic Places Trust of New Zealand - Land transport users and providers - The public in the region - The district health boards in the region - Affected approved public organisations - Affected communities - Maori of the region - Accident Compensation Corporation 	LTA 175 (2)i	Each of the people and organisations listed in section 78 (1) of the LTMA have been given early and full opportunities to contribute to the development of the RLTS: <ul style="list-style-type: none"> - Adjoining regional councils and territorial authorities - Approved organisations in the region - Ministry of Transport (CE) - NZTA - Commissioner of Police - New Zealand Historic Places Trust - New Zealand Railways Corporation - Representative groups of land transport users and providers (including representative groups of coastal shipping users and providers) - Ministry of Health - Accident Compensation Corporation - the district health boards in the region - Affected communities - Maori of the region - The public in the region 	LTMA 76 (f)	Some additions to list, but no major change to requirements
		The RLTS takes into account Environment Bay of Plenty's	LTMA 76(g)	New requirement added

Land Transport Management Act 2003 (RLTS 2007)		Land Transport Management Amendment Act 2008 (RLTS 2011)		Comment
		function to consider the strategic integration of transport infrastructure with land use through objectives, policies, and methods (RMA)		
The RLTS is current for at least three years in advance but not more than ten years	LTA 176 (1)a	The RLTS is prepared every six years and covers a period of at least 30 years	LTMA 74(1)(a)	Increased time period
The RLTS includes a statement about the roles of each mode, including freight traffic, passenger transport, cycling, and pedestrian traffic	LTA 175 (2)j	The RLTS contains an assessment of the appropriate role for each land transport mode in the region	LTMA 77(f)	Slight change in requirement, but not necessarily substantive
		The RLTS contains an assessment of the role of education and enforcement in contributing to the land transport outcomes	LTMA 77(g)	New requirement added
The RLTS specifically includes the Bay of Plenty Regional Passenger Transport Plan (RPTP)	LTA 175 (2)k			
The RLTS identifies outcomes and strategic options	LTA 175 (2)l	The RLTS contains inter-regional and intra-regional transport outcomes relevant to the region; and the strategic options for achieving those outcomes	LTMA 77 (a) & (b)	More specific requirement, likely to require substantive change
		The RLTS contains an assessment of how the RLTS complies with Sections 75 and 76	LTMA 77(c)	New requirement added
		The RLTS contains a statement of any relevant regional economic or land-use considerations, and the likely funding of any land transport infrastructure associated with those considerations.	LTMA 77(d)	New requirement added
The RLTS includes a demand management strategy, with targets and timetables appropriate to the region.	LTA 175 (2)o	The RLTS contains a demand management strategy	LTMA 77(e)	Substantive change – no longer requires targets or timetables
Strategic options requiring cooperation with other regions have been identified in the RLTS.	LTA 175 (2)m	The RLTS contains a statement that identifies any strategic option for which co-operation is required with other regions	LTMA 77(i)	No substantive change
Persons or organisations responsible for further development of RLTS options and actions have been identified in the RLTS.	LTA 175 (2)n	The RLTS contains a statement that identifies persons or organisations who should be involved in the further development of strategic options	LTMA 77(j)	No substantive change
		The RLTS contains measurable targets to be achieved to meet the outcomes of the regional	LTMA 77(k)	New requirement added

Land Transport Management Act 2003 (RLTS 2007)		Land Transport Management Amendment Act 2008 (RLTS 2011)		Comment
		land transport strategy		
		The RLTS contains a statement provided by an independent auditor of how the process followed by the regional transport committee complied with the requirements of this Act	LTMA 77(k)	Audit requirement the same, but statement now needs to be included in RLTS
		The RLTS contains a summary of the policy relating to significance adopted by the regional transport committee	LTMA 77(l)	New requirement added