

Regional Land Transport Strategy for Northland 2006—2016



Caring for Northland
and its environment



Regional Land Transport Strategy for Northland 2006 - 2016

ISBN 0-909006-10-5

Northland Regional Council

Private Bag 9021
Whangarei 0140
Telephone 09-438 4639

www.nrc.govt.nz

Regional Offices: Dargaville
Opua
Kaitaia

Cover Photos:
Northland Regional Council

Chairman's Foreword

Transport is a crucial component of modern living and affects all our lives on a daily basis.

This **Regional Land Transport Strategy for Northland 2006 – 2016** (RLTS) sets out the regional priorities for a wide variety of mainly land-based transport outcomes and actions for the next three years.

This is the fifth update of Northland's RLTS since it was first released in 1993. In preparing it, special attention has been given to ensuring its outcomes and actions closely align to the five objectives of the New Zealand Transport Strategy. These are to:

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

Two additional objectives considered important to Northland have also been added::

- integrating land use & transport planning;
- ensuring an affordable and financially sustainable transport network.

A comprehensive consultation process was undertaken in order to clarify existing transport issues related to these objectives. The proposed responses to these issues form the backbone of this document.

While ongoing maintenance and upgrading needs of the roading network are covered, this document also includes a major new focus; greater provision of passenger transport services along with provision for walking and cycling.

This recent review has also looked seriously at funding arrangements for transport initiatives in Northland including how required funds will be sourced. As a result, the outcomes and actions within the RLTS have been based very much on financial reality. However, funding increased development of Northland's transport network remains a critical element for the future.

I commend this document to the communities of Northland and all those directly involved in meeting the challenges of our regions growing transport needs. More than ever, the rapidly developing region requires us all to set clear goals and work together to achieve these – and that is the underlying purpose and broad benefit of this Strategy.

Bill Rossiter,
Chairman
Northland Regional Council Regional Land Transport Committee.

Table of Contents

1	Executive Summary	1
1.1	Purpose.....	1
1.2	Vision.....	1
1.3	Objectives.....	1
1.4	Key Issues.....	1
1.5	Key Transport Issues.....	2
1.6	Preferred Option.....	3
2	Introduction	5
2.1	Purpose of the Regional Land Transport Strategy.....	5
2.2	Vision.....	5
2.3	Objectives.....	6
2.4	Structure and process of the Regional Land Transport Strategy (RLTS).....	7
2.5	Process of Preparation.....	8
2.6	Key Transport Organisations - Roles and Responsibilities.....	9
2.7	Key Stakeholder Consultation.....	11
2.8	Iwi Consultation.....	11
2.9	Summary.....	11
3	National and Regional Context	13
3.1	New Zealand Transport Strategy.....	13
3.2	Land Transport Act 1998 and Land Transport Management Act 2003 (LTMA).....	13
3.3	Land Transport Act & Consultation Requirements.....	14
3.4	Travel Demand Management (TDM).....	15
3.5	The Resource Management Act 1991.....	16
3.6	National Energy Efficiency and Conservation Strategy 2001.....	16
3.7	Other International & National Policies/Strategies.....	17
3.8	Consideration & Inclusion of Regional Strategies.....	18
4	The Northland Region and Transport Patterns	21
4.1	Geography.....	21
4.2	Land Use and Regional Growth.....	21
4.3	Northland's Current Land Transport Network.....	23
4.4	Cycling and Walking.....	26
4.5	Coastal Shipping.....	26
4.6	Airports.....	27
4.7	Northland's Traffic Volumes.....	29
4.8	Modal Share.....	30
4.9	Motor Vehicle Ownership.....	31
4.10	Public Transport Patronage.....	32
4.11	Total Mobility Scheme.....	32
4.12	Road Safety Trends.....	33
4.13	Summary of Regional Transport Determinants.....	34
5	Current Land Transport Issues for Northland	35
5.1	Introduction.....	35
5.2	Key Stakeholder Consultation Process.....	35
5.3	Key Issues Identification.....	36

6	Strategic Options and Funding	43
6.1	Introduction.....	43
6.2	Land Transport Outcomes	43
6.3	Developing the Options	46
6.4	Funding of the Land Transport System	49
6.5	Funding of Option 6.....	52
6.6	Summary.....	55
7	The Future Role of Transport Modes.....	57
7.1	Introduction.....	57
7.2	Private Vehicles & the Roding Network.....	57
7.3	Rail and its Role in Freight Transport	57
7.4	Passenger Transport.....	58
7.5	Cycling and Walking.....	58
7.6	Summary.....	58
8	Implementation Outcomes and Actions	59
8.1	Introduction.....	59
8.2	Roding	59
8.3	Passenger Transport.....	62
8.4	Travel Demand Management (TDM)	64
8.5	Walking and Cycling.....	65
8.6	Road Safety.....	67
8.7	Environment	69
8.8	Integrated Land-Use & Transport Planning	71
9	Monitoring.....	73
	Appendices.....	77
	Appendix A: Land Transport Act 1998.....	77
	Appendix B: Stakeholders Attending Consultation Workshops	79
	Appendix C: Other International and National Policy Documents	81
	Appendix D : Iwi Consultation	83

List of Figures

Figure 2-1 : Linkages between the vision, objectives and outcomes, actions and monitoring indicators.....	6
Figure 2-2 : Process diagram for Regional Land Transport Strategy Review	8
Figure 2-3 : Relationship of Land Transport NZ with government and other transport organisations	10
Figure 2-4 : RLTS summary of key issues	12
Figure 3-1 : Linkages with the RLTS and Land Transport NZ	14
Figure 3-2: Key regional strategies & linkages with Northland	18
Figure 4-1 : Map of Northland.....	21
Figure 4-2 : Major transport routes & transport facilities in Northland.	28
Figure 4-3 : Traffic volume growth at key sites in the Northland Region	29
Figure 4-4 : Northland Region – number of cars per household – 2001	31
Figure 4-5 : Public transport trends for Whangarei city bus service.....	32
Figure 4-6 : Northland Region - serious and minor crash numbers.....	33
Figure 4-7: Northland Region - fatal and serious casualties.....	34
Figure 6-1 : Northland’s funding flow diagram	49
Figure 6-2 : Funding split for the Preferred Option (Option 6 – Advanced Rooding, Travel Demand Management & Passenger Transport)	54

List of Tables

Table 2-1: Structure of the Northland RLTS.....	7
Table 3-1: Examples of travel demand management tools	15
Table 3-2: Regional Policy Statement transport issues and policies.....	20
Table 4-1: Northland’s roading network	23
Table 4-2: New Zealand Rooding Standards – percentage sealed	24
Table 4-3: Summary of traffic congestion in the Northland Region	30
Table 4-4: Journey to work on census day, 2001	31
Table 4-5: Public transport trends for Whangarei city bus service.....	32
Table 4-6: Total Mobility passenger data	33
Table 6-1: Estimated current funding allocation for Northland for 10 years from 2006/07.....	51
Table 6-2: Estimated additional funding for Preferred Option 6 for Northland for 10 years from 2006/07	53
Table 9-1: Outcomes and possible indicators.....	73

1 Executive Summary

1.1 Purpose

The purpose of this Regional Land Transport Strategy (RLTS) for Northland is to provide a planning framework for the direction of land transport in the region for the next 10 years. The Regional Land Transport Strategy focuses primarily on land transport, i.e. road and rail transport of freight and people, and cycling and walking.

The previous Regional Land Transport Strategy was prepared in 2003. A review of the RLTS is required in order to meet the requirements of the new national policy framework for transport with the arrival of the New Zealand Transport Strategy and in the context of the Land Transport Management Act 2003 (LTMA).

The LTMA establishes a number of new requirements for land transport programmes to demonstrate that their transport activities and projects are meeting sustainable transport outcomes. It therefore has a stronger emphasis on sustainable transport modes such as walking, cycling, and public transport.

At a regional level, there have also been some changes with the development of a number of other transport-related policies and strategies that will provide technical information for the 2006 Regional Land Transport Strategy.

1.2 Vision

The draft Regional Land Transport Strategy has adopted the following vision for Northland:

Northland has an integrated, equitable, responsive, safe, and sustainable land transport system.

1.3 Objectives

To achieve this vision, there are seven objectives. The first five objectives align with the Land Transport Management Act. The last two additional objectives have been identified as important for Northland's land transport system. These are:

- Assisting economic development;
- Assisting safety & personal security;
- Improving access & mobility;
- Protecting & promoting public health;
- Ensuring environmental sustainability;
- Integrating land use & transport planning;
- Ensuring an affordable and financially sustainable transport network.

The vision and objectives are supported by a series of outcomes, actions and monitoring indicators. Chapter's 8 and 9 list these outcomes, actions and monitoring indicators.

1.4 Key Issues

Through the review process, a number of determinants were identified that impact on Northland's transport system:

- A low and geographically dispersed population base and therefore a high private vehicle dependency for inter and intra regional trips (although passenger transport usage has increased in Whangarei);
- Some economically deprived rural communities (particularly in the Far North);
- Strong rural-based and manufacturing economy comprising pastoral farming, forestry, fishing and tourism;
- Diverse socio-economic patterns – high growth in the south (largely as a result of Auckland's growth) compared to the north which is relatively remote and sparsely settled. The east coast is characterised by high recreational use and coastal subdivision. The west coast has few settlements and has a slower (and in some areas, negative) population growth;
- Northland region continues to remain a favourable holiday destination with strong growth in coastal development in areas such as Mangawhai, Marsden Point/Ruakaka, Paihia, Kerikeri, and Coopers Beach area. This has an impact on traffic congestion at weekends and holiday periods.

1.5 Key Transport Issues

In addition, a number of key transport issues were identified in the review process:

- **Road design, maintenance and investment in infrastructure:** The basic roading network is currently in place but requires significant upgrading to provide an efficient network. e.g. Kaipara District is ranked 70th out of 74 councils across New Zealand for the proportion of unsealed roads in the district.
- **Funding:** Northland's low population and socio-economic base has resulted in less funding to match the local authority share required to receive Land Transport New Zealand funding for transportation projects.
- **Transportation of Freight:** Major sources of freight transported on Northland's roads include forestry, dairy products, livestock, fertilizer, quarried material and other general freight. The size and capacity of heavy vehicles has increased over time, resulting in frequent and often severe pavement and bridge damage.
- **Land use Planning:** The need to integrate transportation planning and land use in the Region.
- **Rail Network:** A strong and reliable rail network is desirable. There is need for rail access to Marsden Point to transport freight to increase the current rail system usage.
- **Passenger Transport Services:** Increasing passenger transport services connecting key destinations and improving passenger transport infrastructure (e.g. accessible buses on all routes, shelter, and lighting).
- **Travel Demand Management:** Reduce private vehicle use by promoting alternative travel behaviour – for example: work with schools to promote children walking and cycling to school (Northland is car dominated).
- **Cycling and Walking:** Safe cycle and pedestrian networks/facilities is likely to create demand.
- **Road Safety:** A strong need for a more streamlined approach to delivering road safety initiatives.
- **Tourism:** Increased road-side facilities for tourists/visitors to Northland.

1.6 Preferred Option

The Land Transport Act requires the Regional Land Transport Strategy to “identify land transport outcomes sought by the region and the strategic options for achieving those outcomes”. The Regional Land Transport Committee (RLTC) identified 7 options to analyse against the key outcomes of the strategy. A preferred option – **Option 6** has been identified as the best option for meeting Northland’s transport needs. The option looks at a higher investment in roading, passenger transport and travel demand management.

It is recognised that Option 6 (the preferred strategic option) will require an increase in funding to complete a number of improvements to Northland’s transport system. The option looks at increases in roading investment as well as school travel plans, some community & work based travel plans, and walking and cycling improvements. In addition, there is medium investment planned for public transport through changes to the current Whangarei service, extensive use of the total mobility service, plus improvements to services between and within towns through building & developing existing services. In addition Option 6 supports investigation into rail passenger transport, upgrading of the existing rail assets and supports the establishment of the link to Marsden Point.

Option 6 recognises that funding is a key challenge for funding Northland’s land transport system. With Northland’s low population and relatively remote communities, the share collected from rates from district councils and the regional council, is often not enough to ensure an adequate land transport network is provided.

The success of the strategy is therefore dependent on securing the additional funding identified above. A number of funding streams have been identified and are discussed in Chapter 7 of this report.

2 Introduction

2.1 Purpose of the Regional Land Transport Strategy

The purpose of this Regional Land Transport Strategy (RLTS) for Northland is to provide a planning framework for the development of land transport in the region for the next 10 years.

The Strategy has been developed in accordance with the requirements in Section 175 of the Land Transport Act, 1998. These requirements are detailed in Appendix A.

The RLTS must, at all times, be kept current for a period of not less than 3 years in advance but not more than 10 years; and may be renewed from time to time, but must be renewed at least once every 3 years. The first Regional Land Transport Strategy for Northland was prepared in 1993 and it was reviewed in 1996, 1999 and 2003. This Strategy for the period 2006 to 2016 is the fourth update.

The previous Regional Land Transport Strategy prepared in 2003 must be reviewed to meet the requirements of the new national policy framework for transport as set out in the New Zealand Transport Strategy and The Land Transport Management Act 2003 (LTMA).

The LTMA establishes a number of new requirements for land transport programmes to demonstrate that their transport activities and projects are meeting sustainable transport outcomes. It therefore has a stronger emphasis on sustainable transport modes such as walking, cycling, and public transport.

At a regional level, there have also been some changes with the development of a number of other transport-related policies and strategies that have provided technical information for the 2006 Regional Land Transport Strategy.

2.2 Vision

The Regional Land Transport Strategy has adopted the following vision for Northland:

Northland has an integrated, equitable, responsive, safe, and sustainable land transport system.

2.3 Objectives

To achieve this vision, there are seven objectives. The first five objectives link with the Land Transport Management Act (1998). The last two additional objectives have been identified as important for Northland's land transport system. These are:

1. **Assisting economic development;**
2. **Assisting safety & personal security;**
3. **Improving access & mobility;**
4. **Protecting & promoting public health;**
5. **Ensuring environmental sustainability;**
6. **Integrating land use & transport planning;**
7. **Ensuring an affordable and financially sustainable transport network.**

The vision and objectives are supported by a series of outcomes, actions and monitoring indicators. Chapter 8 and Chapter 9 list these outcomes, actions and monitoring indicators. Figure 2-1 below shows the linkages between the vision, objectives and outcomes, actions and monitoring indicators.

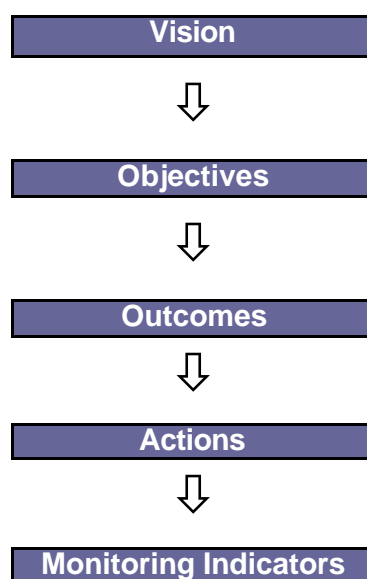


Figure 2-1 : Linkages between the vision, objectives and outcomes, actions and monitoring indicators.

2.4 Structure and process of the Regional Land Transport Strategy (RLTS)

The structure of the RLTS has been designed around the need to adhere to requirements of the Land Transport Act and also identify priorities important to Northland. In addition and specifically important to Northland, is an action plan (chapter 8) to ensure that action is undertaken towards achieving the objectives of the RLTS.

Table 2-1 summarises the structure of the Northland RLTS.

Table 2-1: Structure of the Northland RLTS

Chapter	Title	Description
2	Introduction	Setting the scene for the strategy including the purpose, vision and objectives, structure, process of preparation, consultation and preferred strategy.
3	National & Regional Context	Summary of the relevant national and regional policy and strategy initiatives.
4	The Northland Region & Transport Patterns.	Snapshot of the Northland Region and the demographic factors that will influence the way land transport is provided and Northland's current land transport system.
5	Key Land Transport Issues for Northland	Introduction to key transport issues as applied to the New Zealand Transport Strategy objectives and issues raised during stakeholder consultation.
6	The Role of Transport Modes	A summary of the role that each land transport mode has to play in the region including private car, freight (rail and road) public transport, cycling, and walking.
7	Strategic Options and Funding	Development of the strategic options for the region and the preferred option. Summary of the potential funding streams and estimated spending for the next 10 years from 2006/2007.
8	Implementation	Summary of outcomes and actions to address the issues that were raised during consultation and support the preferred option.
9	Monitoring	A summary of the RLTS outcomes and possible monitoring indicators.

2.5 Process of Preparation

The review commenced in August 2005 and has been undertaken systematically over one year. Figure 2-2 outlines the process applied to the development of this strategy.

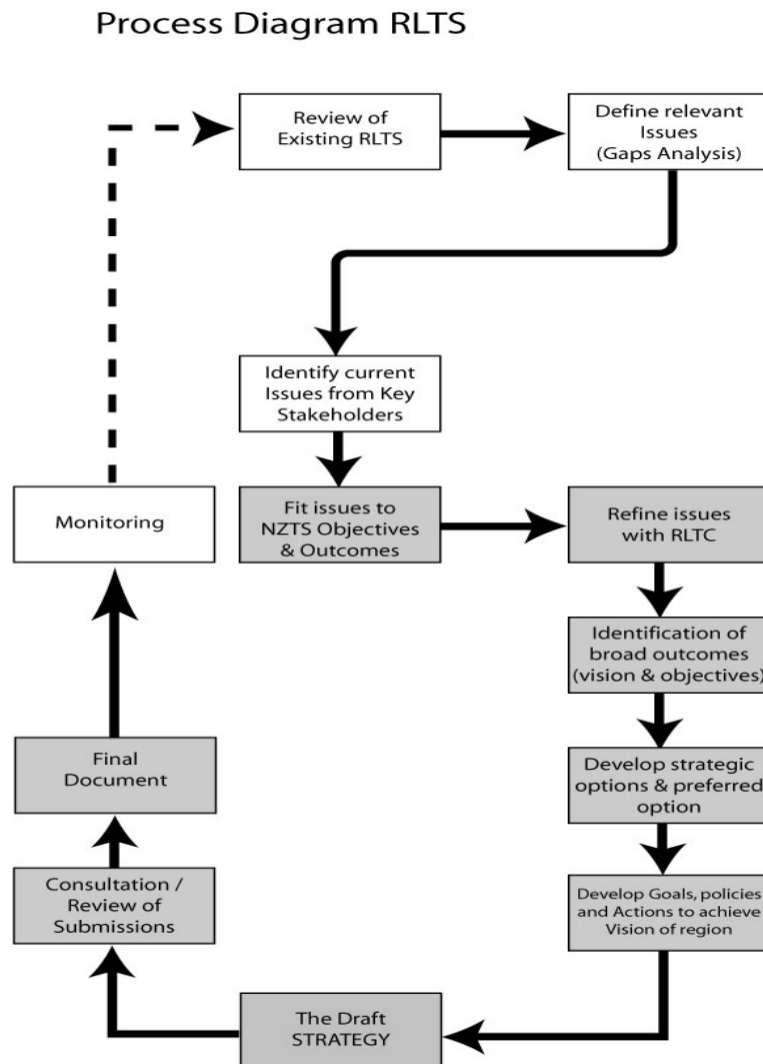


Figure 2-2 : Process diagram for Regional Land Transport Strategy Review

The Northland Regional Land Transport Committee oversaw the preparation of this Strategy. The Regional Land Transport Committee includes five Regional Councillors and representatives from other organisations and user groups:

- Councillors Bill Rossiter (Chairman), Mark Farnsworth, Jim Peters, Craig Brown and Stan Semenoff (Northland Regional Council)
- Mr Tom Baker (representing the Far North District Council)
- Mr Wally Redwood (representing the Whangarei District Council)
- Mr Richard Alspach (representing the Kaipara District Council)
- Mr Peter Kippenberger (representing Land Transport NZ)

Representing Economic Development:

- Mr Paul Scott (NZ Transport Association)
- Mr Phil McQueen (ONTRACK)
- Mr Peter Morris (Toll New Zealand)

Representing Safety and Personal Security:

- Inspector Cliff Paxton (New Zealand Police)
- Mr Peter Spies (Transit New Zealand)

Representing Access and Mobility:

- Mr John Williamson (Automobile Association)
- Mr Gavin Roberts (NZ Bus and Coach Association)

Representing Public Health:

- Ms Lynette Stewart (Northland Health)

Representing Environmental Sustainability:

- Mr Steve Westgate

Representing Cultural Interests:

- Mr Erima Henare

The Committee has been assisted by a Technical Advisory Group (TAG). The TAG has representation from the key transport organisations above and has assisted in the provision of technical information and advice on the strategy direction.

2.6 Key Transport Organisations - Roles and Responsibilities

There are number of organisations that have a role in transportation and are key to the success of the Northland Regional Land Transport Strategy. These are outlined below:

2.6.1 Land Transport NZ

Land Transport NZ is a Crown entity formed on 1 December 2004 to take responsibility for land transport funding and promote land transport safety and sustainability.

The organisation was established under the Land Transport Management Amendment Act 2004 and is governed by a board of six to eight members appointed by the Minister of Transport.

Under the Land Transport Management Act 2003, Land Transport NZ is responsible for promoting land transport safety and sustainability. The functions include managing access to safe and sustainable transport on land through:

- licensing and regulation;
- monitoring and communicating information;
- funding development and operation.

Land Transport NZ have dose working relationships with the Ministry of Transport, who are responsible for leading the development of transport policy within a whole of government framework the NZ Police, who enforce and promote safety and sustainability regulations 'approved organisations' (including Transit New Zealand, regional councils and territorial local authorities), who are responsible for implementing transport projects and services and other transport-related activities the transport sector and related organisations, including industry and interest groups.



Figure 2-3 : Relationship of Land Transport NZ with government and other transport organisations

Source: Land Transport NZ

2.6.2 Northland Regional Council (NRC)

The Northland Regional Council is responsible for the preparation of the Land Transport Strategy for the Northland Region (RLTS). In addition to this role, the Council has a role in the registration of passenger services, involvement in road safety matters, the administration of the Total Mobility Scheme and the administration of subsidised public passenger transport services. The Council also, from time to time, undertakes regional transport related studies. All the Council's transport activities are detailed in its LTCCP.

2.6.3 Transit NZ

Transit NZ is the Crown Entity responsible for state highways in New Zealand. The state highways comprise of about 12% (10,894 km) of all New Zealand's roads in New Zealand.

Transit NZ was created by the Transit New Zealand Act 1989, which came into effect on 1 October 1989. It reports to an independent authority which operates much like a company board. Appointed by the Government, the Board of Transit New Zealand directs both overall policy and funding allocation.

Each year Transit publishes a 10-year State Highway Forecast detailing planned state highway maintenance and capital improvements for each region in New Zealand.

2.6.4 District Councils or Territorial Local Authorities (TLAs)

District Councils (or Territorial Local Authorities) own and manage the public roads in New Zealand. District Councils in the Northland region include the Whangarei District Council, Kaipara District Council and Far North District Council.

Under the Local Government Act 2002, the councils are required to prepare a Long Term Council Community Plans (or LTCCP). The LTCCP describes the activities of the council and provides a long term focus for its decision-making. The LTCCP will outline the first three years in detail and outline more broadly the next 7 seven years. Along with other activities, the LTCCP outlines key transport related projects and expenditure.

2.6.5 New Zealand Police

The NZ Police are responsible for enforcing legislation governing driver behaviour and vehicle road worthiness.

2.7 Key Stakeholder Consultation

The direction and review has been prepared in line with key stakeholder consultation. Groups and organisations with an interest or involvement in the Northland land transport system were identified and invited to attend a series of five workshops. The workshop themes were based on the five LTMA objectives. These are:

1. Assisting economic development;
2. Safety and personal security;
3. Improving access and mobility;
4. Protecting and promoting public health;
5. Ensuring environmental sustainability.

The groups and organisations that attended the workshops are included in Appendix B.

The workshops provided valuable information on the views and current issues for Northland's land transport system.

For detail on the issues identified in the workshops, a full copy of the consultation report - 'Key Stakeholders Workshop Report' is available from the Northland Regional Council.

2.8 Iwi Consultation

The direction and review of the strategy has also been prepared with feedback from Iwi and hapu of the region. The iwi and hapu were all contacted and advised of the process of the Regional Land Transport Strategy review. An outline of the review was provided on the 5 key land transport management objectives and the need to align the objectives to issues for Northland. Appendix D summarises the specific issues raised.

2.9 Summary

Figure 2.4 summaries the key issues.

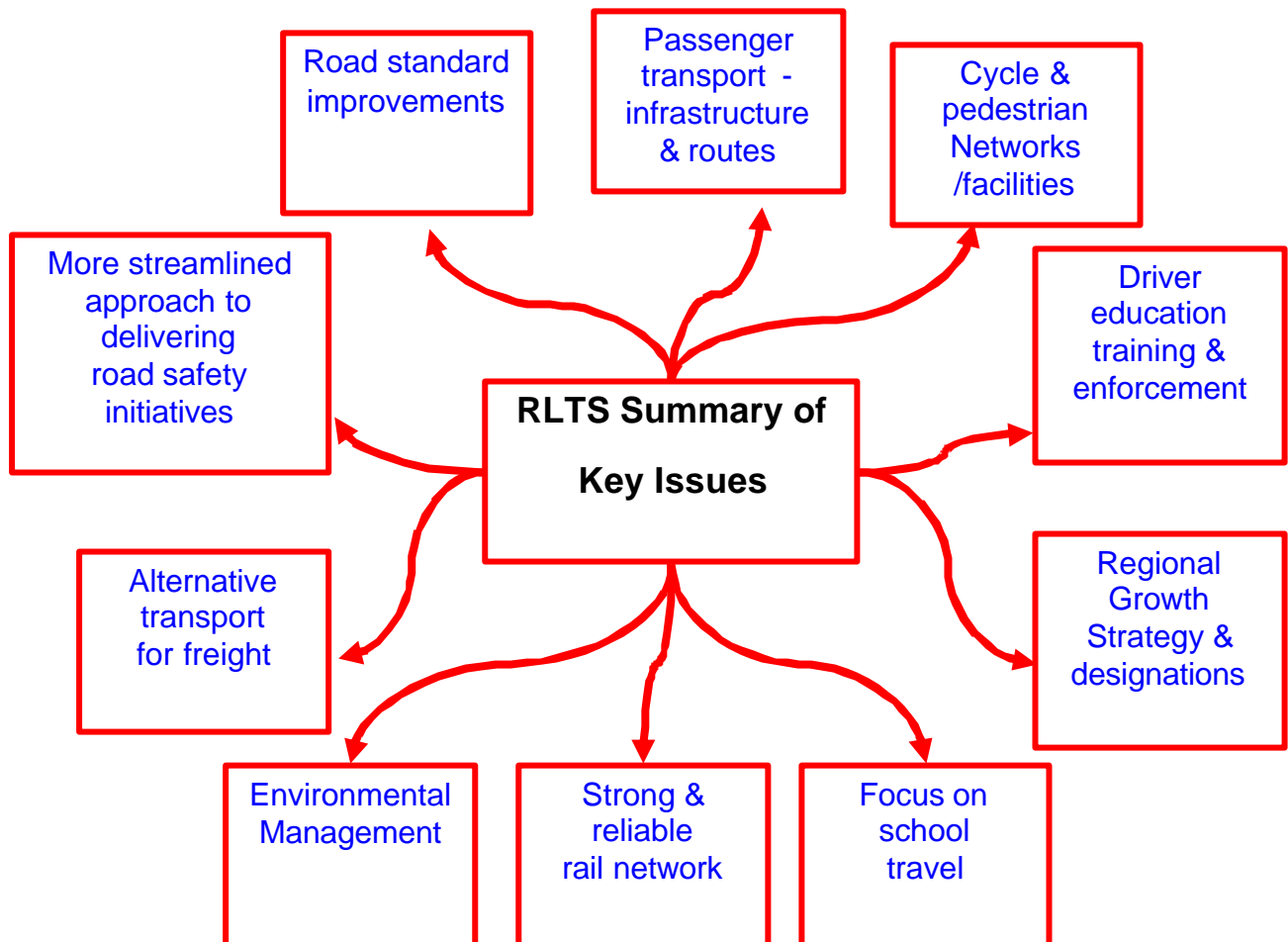


Figure 2-4 : RLTS summary of key issues

This chapter has set the scene for the strategy with identifying the purpose, vision and objectives, structure, process of preparation, consultation and the preferred strategy. The next chapter provides a summary of the relevant national and regional policies and strategies that will assist with providing direction for the strategy.

3 National and Regional Context

Since the last review in 2003, there have been significant national policy changes with the arrival of the New Zealand Transport Strategy which has a direct bearing on changes to the content and detail of the Regional Land Transport Strategy. Other national policy and regional strategies will provide input into the Regional Land Transport Strategy.

This chapter provides a summary of the relevant national and regional policy and strategy initiatives which impact on the Regional Land Transport Strategy.

3.1 New Zealand Transport Strategy

The New Zealand Transport Strategy was published in December 2002. It seeks to achieve a more sustainable transport system that recognises the benefits of all transport modes in the development of transportation in New Zealand. The NZTS has the following vision:

By 2010, New Zealand will have an affordable, integrated, safe, responsive and sustainable transport system.

The vision is set among and tested against the following five key objectives. These are:

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

The underpinning notion of the strategy is that all of the above key objectives must be progressed in parallel in order to achieve a sustainable transport system.

3.2 Land Transport Act 1998 and Land Transport Management Act 2003 (LTMA)

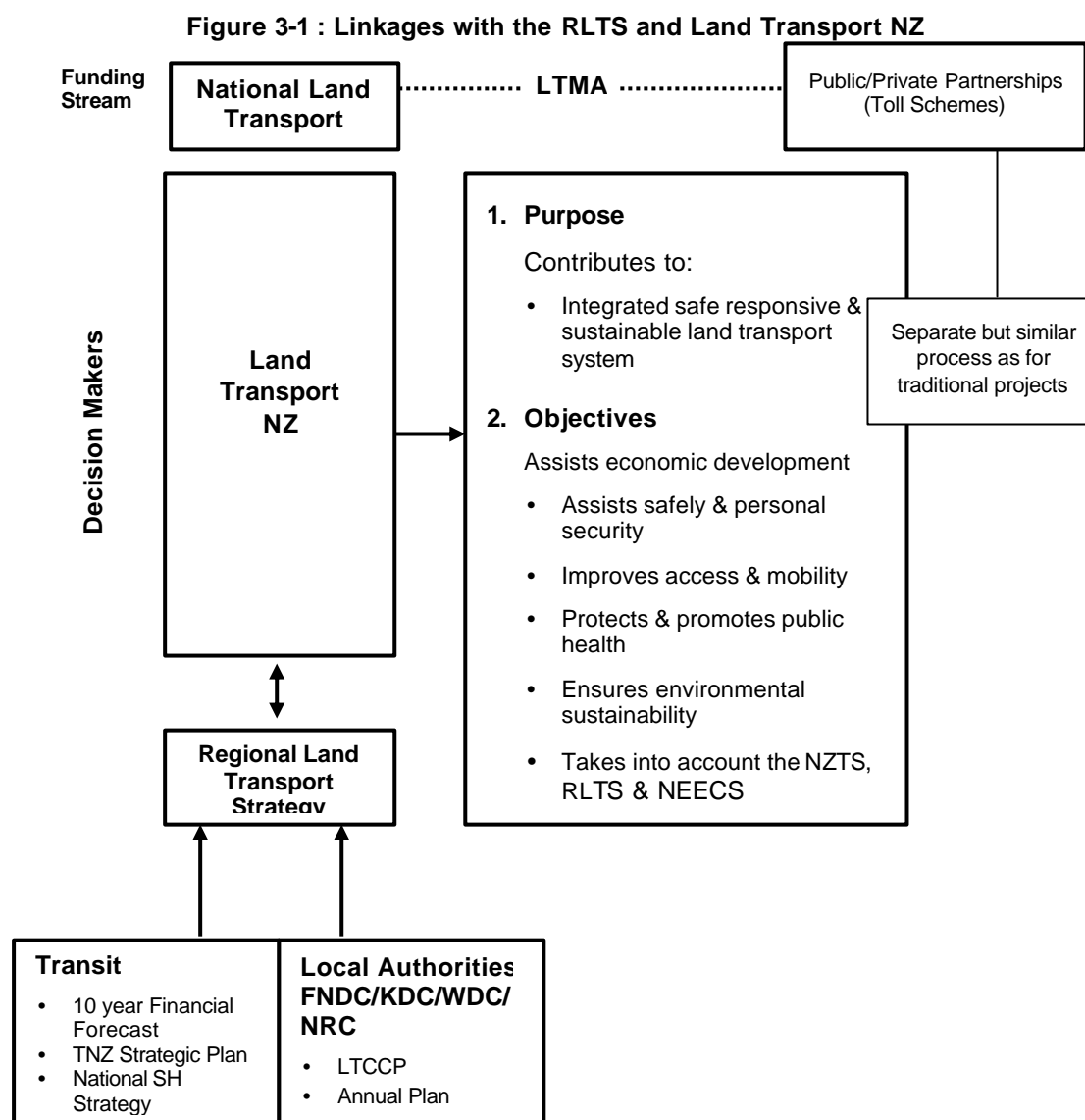
The Land Transport Management Act 2003 (LTMA) articulates the legislative requirements of the New Zealand Transport Strategy of an integrated, safe, responsive and sustainable land transport system. As a result, the LTMA has amended section 175(2) of the Land Transport Act 1998 to include not just the requirements of meeting the five key objectives above but also a list of other considerations (see Appendix A – Land Transport Act 1998). The general intention of these new requirements is to broaden the list of considerations applicable to the prioritisation and allocation of funding and indicate a more strategic approach to transport planning.

The Act has a clear set of principles and actions which must be applied at all levels of decision making. It is important that the Regional Land Transport Strategy takes into account the five key objectives from the New Zealand Transport Strategy (as above).

The body responsible for funding and promoting within schemes the objectives of the LTMA is Land Transport New Zealand. Land Transport NZ is the new central government agency formed in December 2004 from the merger of Transfund NZ and the Land Transport Safety Authority.

The process chart (Figure 3-1) shows how the purpose and principles are applied to the overall decision making process. The diagram shows the linkages with the RLTS and Land Transport NZ.

A key point to note is that Land Transport NZ must be satisfied that any land transport programmes submitted for funding must take into account the purposes and principles of the LTMA and that consultation requirements have also been undertaken.



3.3 Land Transport Act & Consultation Requirements

Under the Land Transport Act, there are specific requirements to consult with the following parties:

- Transit New Zealand
- Land Transport New Zealand
- Commissioner of Police
- Territorial Authorities in the region
- Adjoining Regional Councils and territorial authorities
- New Zealand Historic Places Trust
- Land Transport Users and Providers
- The Public in the Region
- The District Health Board
- Every affected approved Public Organisation in the region
- Affected communities
- Maori of the region
- The Accident Compensation Corporation

A key challenge in the preparation of this Strategy is to ensure that sufficient information is available and accessible, and that interested and affected parties be encouraged to have their say.

3.4 Travel Demand Management (TDM)

A further requirement of the Land Transport Act 1998 relates to travel demand management or TDM. Section 175(2)(o) of the Act requires that regional land transport strategies must *'include a demand management strategy that has targets and timetables appropriate for the region.'*

TDM can be defined as action and/or programmes that promote and reduce the use and impact of private vehicles on the environment and communities. There are a wide variety of impacts resulting from private car use:

- Pollution from exhausts and other parts of the car
- Congestion leading to reduced productivity (for both people and movement of freight)
- Increased needs for roads which can cause separation of communities
- Safety issues for more vulnerable users (walking and cycling)
- Negative health impact due to reduction in use of active modes (walking and cycling)

TDM measures are considered as tools and can be defined as either 'hard' or 'soft'. Table 3-1 provides some examples of each type.

Table 3-1: Examples of travel demand management tools

Hard Measures	Soft Measures
Bus/cycle lanes	Walking school buses, increased cycling to school
Road Tolling	Promotion and education of alternative transport modes (e.g. public transport, cycling)
Parking controls	Travel Plans (e.g. tele working)
Land use controls (e.g. intensification)	
Rail for freight transport	

The specific actions for travel demand management in Northland are discussed in Chapter 8.4.

3.5 The Resource Management Act 1991

The Northland Regional Council has specified responsibilities for the sustainable management of the Region's resources under the Resource Management Act 1991. Specifically, Regional Councils are responsible for promoting integrated management of the natural and physical resources of the region. Physical resources encompass all structures¹, including much of the land transport infrastructure. The Northland Regional Council is therefore responsible for:

- Ensuring that the management of the transport infrastructure is integrated with the management of other natural and physical resources in Northland; and
- Ensuring that the adverse effects on the environment arising from transport activities are avoided, remedied or mitigated, while the best use of the infrastructure is maintained.

The Far North, Kaipara and Whangarei District Councils are responsible for the integrated management of the effects of the use, development, or protection of land and associated natural and physical resources in their district. The development of transport infrastructure and the management of its associated effects is therefore the primary responsibility of the District Councils.

The Land Transport Act 1998 recognises the purpose of the Resource Management Act by stating:

“A Regional Land Transport Strategy shall not be inconsistent with any regional policy statement or plan that is for the time being in force under the Resource Management Act...”

At the same time the Resource Management Act recognises that other Acts may have a role in achieving the sustainable management of resources. When preparing Regional Policy Statements, Regional Councils shall have regard to management plans and strategies prepared under other Acts.

3.6 National Energy Efficiency and Conservation Strategy 2001

When compiling or reviewing a RLTS, Section 175(2)c of the Land Transport Act 1998 stipulates that every RLTS must “take into account any national land transport strategy and National Energy Efficiency and Conservation Strategy”.

The National Energy Efficiency and Conservation Strategy (NEECS) was released in 2001 with the purpose of promoting Energy Efficiency, Energy Conservation and Renewable Energy within the context of a sustainable energy future. It contains two key policy directions which are the:

- Continuing improvement to our energy efficiency; and
- Progressive transition to renewable sources of energy.

There are six goals which underpin these policies.

- Reduce CO₂ emissions;
- Reduce local environmental impacts;
- Improve economic productivity;
- Promote industry development;
- Improve economic resilience; and
- Improve health and welfare.

¹ The definition of *structure* in the Regional Policy Statement for Northland (1999) is “any building, equipment, device or other facility made by people and which is fixed to land; and includes any raft.”

The transport industry is obviously included in the NEECS as domestic transport accounts for 42% of consumer energy use and produces 45% of the countries CO2 emissions. It is also noted that 90% of transport energy is used in land transport vehicles and that New Zealand has the second highest car ownership in the world.

There are three objectives which relate to the transport industry in the NEECS which are to: -

- Reduce energy use through reducing the need to travel;
- Progressively improve the energy performance of the transport fleet; and
- Improve the provision and uptake of low energy transport options.

The policies, goals and targets of the NEECS has been taken into consideration in the compilation of Section 7 and 8.

It is noted that the present NEECS is under review. Any changes to this document will be incorporated into the next RLTS review.

3.7 Other International & National Policies/Strategies

During the development of the Regional Land Transport strategy, there are a number of other international and national policy documents that have been considered. These are outlined below:

- Kyoto Protocol
- National Rail Strategy to 2015
- Road Safety to 2010
- New Zealand Health Strategy
- New Zealand Disability Strategy
- Getting There – On Foot, By Cycle (2005)
- Sustainable Development for New Zealand – Programme for Action
- Growth and Innovation Framework – Growing an Innovative New Zealand

The detail of these strategies is summarised in Appendix C.

3.8 Consideration & Inclusion of Regional Strategies

A number of regional plans and strategies have provided the technical background into the Regional Land Transport Strategy. Some of these strategies have already been developed and require updating and some have been identified as a requirement for completion. These strategies are important for identifying the strategic direction, roles and modes of the specific transport actions.

Figure 32 shows a summary of the key strategies and the linkages with the Regional Land Transport Strategy review. The strategies are summarised and outlined in the following sub-sections.

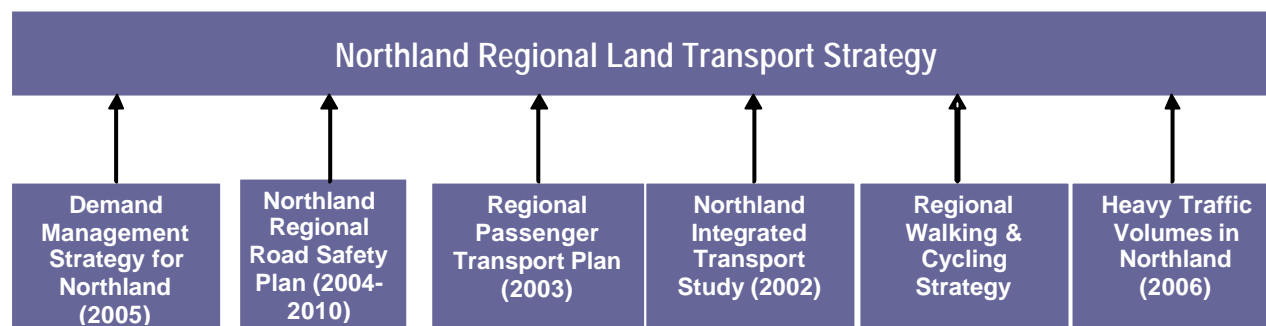


Figure 3-2: Key regional strategies & linkages with Northland

3.8.1 Demand Management Strategy

A scoping report for a travel demand management strategy for Northland was developed in April 2005 to assist in the identification of demand management strategies for the Regional Land Transport Strategy review. The report recognises the importance of linkages with the Regional Passenger Transport Plan and the need for the advancement of cycling and walking strategies in all urban areas.

The report identifies a range of strategies for travel demand management for the Regional Land Transport Strategy. The report also recognises a gap that is not covered in the Regional Land Transport Strategy which is travel demand management (such as school, workplace and household travel plans).

3.8.2 Northland Regional Road Safety Plan 2004-2010

In response to the National Road Safety Strategy released in October 2003, the Northland Regional Road Safety plan has two specific goals:

- 1 To have fewer than a combined annual total of 160 road deaths and hospitalisations as a result of crashes on Northland's roads by 2010.
- 2 To further develop regional co-ordination of road safety resources through RoadSafe Northland and the development of collaborative initiatives that focus on priority road safety issues.

The Regional Road Safety Plan was derived from the actions in the 2003 Regional Land Transport Strategy. The 2003 RLTS identified safety as a priority area "to assist with integrated initiatives across all relevant agencies aimed at improving driver attitudes, driver behaviour and the safety of identified at risk groups".

The road safety plan recognises a mixed approach to addressing road safety in Northland. Underpinning the road safety plan, there are local strategies that target areas such as enforcement, education and engineering improvements. Underlying these strategies is the need for community participation and inter-agency partnerships in order to plan and deliver effective road safety programmes.

3.8.3 Regional Passenger Transport Plan for Northland (RPTP) (2003)

The RPTP is incorporated as part of the RLTS. The purpose of this Plan is to set out the Northland Regional Council's objectives and policies for public transport services in the Region, and to specify the services that are considered necessary and thus eligible for financial assistance.

The current Northland RPTP was produced in September 2003 and reviewed in May 2005. The review made recommendations on passenger transport provision in Northland and was updated to reflect developments in the region and alignment with LTMA requirements.

The RPTP is presently being reviewed to ensure that the proposed enhancements to passenger transport as detailed in the RLTS are incorporated into this document

3.8.4 Northland Integrated Transport Study (2002)

The Northland Integrated Transport Study was completed in 2002 and was primarily focussed on forestry growth. It recommended a regional integrated transport network for Northland. This study in part was used to establish the Regional Development Funding for Northland and Tairāwhiti. The Regional Development fund consists of \$15 million per annum to 2007/2008, split between Northland and Tairāwhiti for improvements to the roading network. It is recognised that the study requires a review to ensure it recognises other modes of transport and meets LTMA criteria for funding.

3.8.5 Regional Walking and Cycling Strategy

This draft strategy focuses on a regional strategy that coordinates the actions from the three District Councils, Transit New Zealand and the Government's walking and cycling strategy 'Getting There – By Foot By Cycle', into one succinct regional strategy. The strategy acknowledges that the construction of walking and cycling projects is the role of district councils and Transit NZ. The purpose of the strategy is therefore to set out the actions that the agencies can undertake to promote walking and cycling in Northland.

3.8.6 Heavy Traffic Volumes in Northland (2006)

The first Heavy Traffic Volumes in Northland Report was completed in 2001 with a subsequent updated report prepared in 2006. Traffic volumes and routes are discussed for logging trucks, milk tankers, stock trucks, general freight trucks and buses. There is a summary of all heavy traffic combined and a brief analysis of potential conflicts that may occur as a result. The Heavy Traffic Volumes in Northland study is an output of the Northland Regional Council Transport Working Party, whose formation was recommended in the 1999 Regional Land Transport Strategy.

3.8.7 Regional Policy Statement for Northland (1999)

The Regional Policy Statement for Northland became operative in March 1999 and identifies the principal resource management issues for Northland. It specifies objectives, policies and methods for the sustainable and integrated management of the region's natural and physical resources based on the purpose and principles of the Resource Management Act. The Regional Policy Statement describes adverse effects to be avoided, remedied or mitigated and ways of achieving this. Summarised in Table 3-2 below are the key issues and policies in the Regional Policy Statement that relate to land transport issues.

Table 3-2: Regional Policy Statement transport issues and policies*Source: Regional Policy Statement for Northland, 1999*

Issue	Policy
Energy Efficiency	To ensure that energy efficiency is considered in the development and use of natural and physical resources.
Transport Development	<p>To promote the development of an integrated transport network which makes efficient and environmentally sustainable use of resources.</p> <p>To reduce conflicts between heavy vehicles and other users of the roading network.</p>
Noise Impacts	<p>To promote appropriate buffer areas around ports and other major transport facilities for noise mitigation purposes.</p> <p>To promote the incorporation of appropriate noise mitigation measures into the design of new road and rail facilities, especially those which pass through residential areas.</p> <p>To encourage the use of noise reduction materials in the design of buildings.</p> <p>To control, where appropriate, any adverse noise effects on the environment arising from the use of modes of transport.</p>
Effects of land use and subdivision activities	<p>To minimise the adverse effects of land use and subdivision activities on major transport facilities, particularly strategic and arterial roads and railways.</p> <p>To ensure that safe and convenient vehicle access is available to all sites and adequate provision is made for on-site parking and loading of vehicles.</p>
Avoiding Nuisance Effects	To promote measures which reduce dust emissions from roads, particularly where they adversely affect adjacent land uses.
Greenhouse Gas Emissions	To avoid, remedy or mitigate the adverse effects of greenhouse gas emissions.
Diffuse Source Contamination, Stormwater Drainage System Contamination and Riparian Area Management	To promote the use of best management practices to avoid the contamination of natural water bodies and coastal waters arising from sediment and leachates in runoff and groundwater and from contaminated stormwater.
Transportation of Hazardous Substances	To ensure that effective systems are in place for tracking the transport of hazardous substances in the region and dealing with associated emergencies.