

**10. Steve Higgs
Relationship between
Proposed Change No.1
and Central
Government Transport
Policy**

BEFORE THE CANTERBURY REGIONAL COUNCIL HEARING PANEL

UNDER

of the Resource Management Act
1991

AND

IN THE MATTER

of a hearing by the Canterbury
Regional Council Hearing Panel
on submissions on Proposed
Change No.1 to the Canterbury
Regional Policy Statement
Chapter 12A (Development of
Greater Christchurch) including
Variations 1, 2, 3 and 4.

**STATEMENT OF
STEPHEN MICHAEL HIGGS
AS PART OF THE OFFICER REPORT UNDER SECTION 42A OF THE RESOURCE
MANAGEMENT ACT 1991**

1 My full name is **STEPHEN MICHAEL HIGGS**. I am a regional planning manager.

Code of Conduct for Expert Witnesses

2 I acknowledge that I have read the code of conduct for expert witnesses contained in the Environment Court's Practice Note dated 31 March 2005. I have complied with it when preparing my written statement of evidence and I agree to comply with it when I give any oral evidence.

Qualifications and Experience

3 I hold a Bachelor of Science (Geography) Degree from the University of Canterbury; a Bachelor of Social Science (Honours) Degree and a Post Graduate Diploma in Environmental and Resource Planning from the University of Waikato. I am a full member of the New Zealand Planning Institute.

4 I am currently employed by the New Zealand Transport Agency (NZTA) as the Regional Planning Manager where I am responsible for management of the State Highway network under the RMA through input into district plan process and resource consent applications. This role also includes providing planning advice on NZTA's capital and maintenance works projects within the Canterbury and West Coast regions.

5 I have had 5 years of my professional planning experience within the Transport sector.

6 I have been involved in the Greater Christchurch Urban Development Strategy (UDS) since 2004 both as Transit New Zealand's and NZTA's staff representative; this involvement has included participation in the staff working committee and in staff implementation groups (such as the Implementation Management Group, the Transport Group and the Planning Group).

Ambit of My Evidence

7 Environment Canterbury has requested me to provide an outline of NZTA's perspective on Change 1 to the Regional Policy Statement, and a view as to how that change contributes to the achievement of the NZTA's functions set out in the Land Transport Management Act 2003 (LTMA).

8 In this evidence I shall outline:

- (a) the background to the NZTA's formation and relationship to the former Transit New Zealand;
- (b) the policy and legislative framework in which NZTA operates, and the relevance to the Regional Policy Statement, Plan Change 1;
- (c) NZTA requirement to work collaboratively with local government;
- (d) an NZTA perspective on how Change 1 contributes to the objectives and functions set out under the LTMA; and
- (e) an overview of how land transport infrastructure is funded and the role of the RPS in securing that funding.

Facts Relied Upon and Formation of Opinions

9 I have relied on the following documents in forming my views expressed below. They are:

- Change 1 to the Regional Policy Statement (Notified July 2007)
- Canterbury Transport Project Memorandum of Understanding
- The New Zealand Transport Strategy 2008

Ref: <http://www.transport.govt.nz/assets/Downloads/NZTS-final-PDF.pdf>

- Government Policy Statement 2008

Ref <http://www.transport.govt.nz/assets/Images/NewFolder-2/GPS-final-5-August-2008-2.pdf>

Background to the New Zealand Transport Agency

10 Transit New Zealand and Land Transport New Zealand merged on 1st August 2008 to become the New Zealand Transport Agency, through the LTMA (amended 2008).

11 The LTMA defines the objective of the NZTA as being to undertake its functions in a way that contributes to an affordable, integrated, safe, responsive, and sustainable land transport system (s94). NZTA's functions include (s95):

- (a) funding the national land transport system;
- (b) planning and managing the state highway system;
- (c) managing the regulatory requirements for land transport;

- (d) assisting, advising and co-operating with approved organisations (such as local authorities); and
 - (e) investigating and reviewing accidents and incidents involving transport on land.
- 12 In addition to promoting the LTMA's objectives, the NZTA must also manage the planning and funding of transport activities to give effect to the Government Policy Statement (GPS) on transport (s89) while also having regard to other policy documents and legislation, in particular the updated New Zealand Transport Strategy (NZTS 2008), the Government Rounding Powers Act 1989 (previously the Transit New Zealand Act 1989) and the Resource Management Act 1991.
- 13 The NZTA is the road-controlling authority for the state highway network. In its capacity as a road-controlling authority it has retained a very similar role to the former Transit New Zealand. It has assumed all of the former Transit's responsibilities and privileges including its status as a requiring authority, land owner, as a party to contractual agreements, and in respect to any submissions lodged under the RMA.

Policy and Legislative Framework for NZTA

- 14 Government policy on transport was originally articulated through the New Zealand Transport Strategy 2002 (NZTS).
- 15 In 2003 the NZTS was enshrined in legislation through the LTMA, which significantly changed the former Transit's purpose, from managing state highways in a way that was 'safe' and 'efficient', to managing the state highway network in a much broader context – that is, how it contributes to an 'integrated, safe responsive and sustainable transport system (LTMA 2003, s77).
- 16 Changes to the NZTS in 2008 reinforced the new transport direction by introducing transport targets as indicators for implementing the government's long term strategy out 2040. The NZTS' vision is:
- 'People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system.'*
- 17 The vision is implemented through 5 objectives and 14 transport targets (which are appended). The form and nature of land use activity will have a particular role to play in achieving the following targets:

- a) halving per capita greenhouse gas emissions from domestic transport by 2040;
 - b) reducing the vehicle kilometres travelled by single occupancy vehicles in major urban areas on weekdays by ten per cent per capita by 2015 compared to 2007; and
 - c) Increase use of public transport to 7% of all trips by 2040.
- 18 The updated NZTS identifies several key challenges to achieving the transport targets, including land use development and its impact on transport demand. One of the key components of the NZTS is the focus on integrated planning. This can be split into achieving integration between transport and land use through urban design; and integration within the transport sector through multi-modal transport planning. Another key component of the NZTS is increasing the availability and use of public transport, cycling, walking and other shared and active modes, in an effort to reduce congestion, fossil fuel consumption and greenhouse gas emissions, as well as to improve public health and the vibrancy of local communities.
- 19 Significant changes to the LTMA in 2008 that are relevant to meeting the NZTS objectives include:
- (a) the creation of a single transport agency (NZTA by merging Transit and LTNZ), the significance of which has previously been outlined;
 - (b) the requirement for the Government to produce a Government Policy Statement (GPS) on Land Transport funding to guide funding priorities and decisions;
 - (c) a greater regional role in regional decision-making and prioritisation of transport programmes through the Regional Transport Committees (RTCs)
 - (d) strengthening the links between the LTMA and the RMA; and
 - (e) moving to longer planning and funding cycles.
- 20 I comment on each of points (b) – (e) as follows:

The Government Policy Statement

- 21 The GPS establishes the government's funding parameters within which NZTA must plan for the delivery of investment in transport services and infrastructure. It will therefore significantly influence how transport infrastructure is funded for Greater Christchurch. The LTMA requires that a GPS be produced every three years, which

further refines the NZTS targets out to 2015, and establishes broader targets out to 2019. It outlines what the government wants to achieve through funding in the land transport sector, how much funding will be provided for the sector, what areas of transport will be funded and how funding will be raised. Overall, funding for land transport continues to be a shared responsibility between central and local government.

- 22 The GPS specific short term targets (to 2015) are designed to provide funding direction in alignment with the NZTS. These include:
- the reduction of travel by single occupancy vehicles by 10%;
 - an increase the amount of freight moved by coastal shipping and rail;
 - a reduction in fatalities and hospital admissions from road crashes;
 - an increase the use of public transport; and
 - an increase in the number of people travelling on foot or by cycle by 1% per year to 2015.
- 23 Both the NZTS and the GPS identify integrated planning as a focus of increased priority for the Government. The GPS has signalled that ensuring integrated planning will be part of transport planning and evaluation processes, through reference to transport strategies and packages of activities being connected to land use strategies and implementation plans¹.
- 24 By achieving the above GPS targets, it is anticipated that there will be a collateral benefit in the reduction of carbon dioxide (CO₂) emissions from transport, which currently is responsible for 18% of New Zealand's total greenhouse gas emissions.

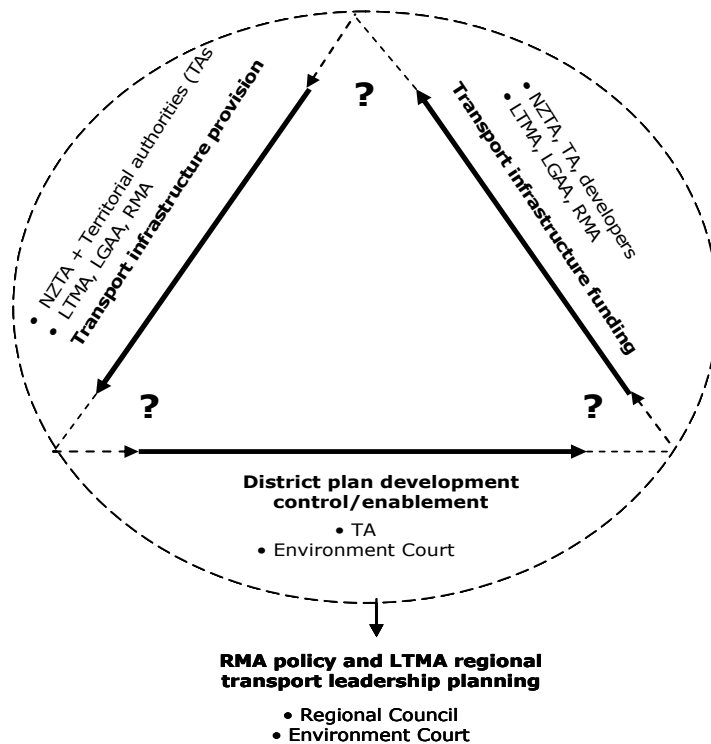
Greater Regional Role for Integrated Planning

- 25 Amendments to the LTMA confer a greater regional influence in establishing priorities for transport projects, including for state highways, through reconfigured Regional Transport Committees. There now exist significant opportunities for Regional Councils to align its strategic planning for transport infrastructure requirements through the RLTS with projected land use development, which Change 1 exemplifies.

¹ Government Policy Statement (2008), p22

RMA and LTMA links

- 26 The links between key planning legislation – in particular the RMA and LTMA – offer tools that are now sharper and better fit for purpose. Programmes created by the Regional Transport Committee must take into account plans in force under the RMA. Conversely the Regional Council now has responsibility for the function for the strategic integration of infrastructure (s30 (gb)). There is an expectation that regional policy statements will provide key policy in the areas for land use and transport planning. The integrated links between the RMA and LTMA are discussed in more detail in Mr Tremaine’s evidence.
- 27 From my perspective, relationship between the various statutes is reflected in the diagram below that depicts the necessary elements, each reliant upon the other to achieve integrated land use and planning. The elements do not intersect, thus demonstrating the need for collaboration to join them up, and one component of the ‘glue’ enabling their junction is created by growth strategies and Regional Policy Statements².



² Higgs, S & Hassan J: *A practical Approach to Integrating Land Use and Transport (2008) Paper presented to IPENZ transportation Conference*

Planning and Funding Cycles

- 28 Finally the funding cycles have lengthened and aligned with other funding cycles, such as the LTCCP under the LGA. The GPS is now required to be produced every three years with a 10 year horizon.
- 29 In summary, the expectations placed on NZTA both as a promoter of sustainable transport networks and a funder through the GPS are now significantly greater than those imposed on the former LTNZ and Transit NZ. In my view the policy and legislative changes have increased the necessity for NZTA to work collaboratively with local government.

The need for a collaborative approach to managing land use and transport integration

- 30 The former Transit NZ was invited by the Councils to join the UDS in 2004. At that time the UDS represented an opportunity for Transit to achieve its objectives under the pre-2008 LTMA (that is, an integrated, sustainable, safe and responsive land transport system). It was logical for Transit to join as a partner as it is a major road infrastructure developer within Greater Christchurch.
- 31 As outlined above, the direction of government policy has been to move progressively away from building land transport infrastructure in response to future land use needs, particularly where the transport implications do not align with the LTMA. The NZTA's focus is on reducing reliance on private vehicle use, and increasing its planning resource on moving people and freight in ways that are more efficient and affordable. Transport issues are increasingly linked to other wider societal issues such as global warming and public health, and this provides opportunities for people to choose more appropriate travel modes: for example, local trips made by walking or cycling, and longer trips by public transport or private vehicle. Offering real travel choice is inextricably linked to providing travel options through land use change (i.e. at subdivision) as this is the time where communities are created and travel habits formed.
- 32 Transport sector reforms in 2008 have increased the need for NZTA to operate in a collaborative, multi-party environment. The NZTA mandate, particularly around sustainability and integration of the transport system, requires thinking beyond the state highway and road networks towards an holistic transport system, much of which lies outside its direct control. From NZTA's perspective, the ability to deliver an

integrated and sustainable transport network depends on a recognition that inter-relationships exist across legislative and administrative boundaries. This includes not only government boundaries, but also relationships that government forms with other key stakeholders, for example, developers.

- 33 The NZTA has sought opportunities to work in this collaborative environment through the development of growth strategies where they existed such as in the Bay of Plenty, Auckland and the Waikato. It supports these initiatives as tools to influence location, nature and *sequencing* of land development and transport infrastructure improvements.

How the RPS can better integrate transport and land use.

- 34 The RPS has a significant role to play in improving the degree to which integration between land use and transport occurs to achieve more sustainable communities, and as a consequence, securing the funding which is critical to ensure continuing growth and development within the Greater Christchurch subregion. NZTA has ensured that its own planning aligns with Greater Christchurch's future vision, through:
- (a) the timing of land use development both north and south of Christchurch and the relative proposed timing of the northern and southern arterial networks. The planning of these networks aims to enhance as much as possible freight access to and from the city and key transport hubs such as the Port of Lyttelton;
 - (b) the sequencing of growth around Christchurch and relative timing of key infrastructure improvements;
 - (c) the consolidation of growth around key activity centres outside of Christchurch such as Kaiapoi, Rangiora, Rolleston and Lincoln, and the economic development of those towns to improve self-sufficiency for employment, goods and services. This outcome is particularly true for Waimakariri District where there are transport constraints across the Waimakariri River;
 - (d) the planning and future investigation of a bypass around Woodend; and
 - (e) the upgrading of the western bypass of Christchurch (State Highway 1) along Johns and Russley Roads.

35 Proposed Plan Change 1 has incorporated much of the transport planning outlined above through a policy structure as follows:

- (a) the overall philosophy of linking infrastructure and land use which is reflected in objectives linking land use, transport and funding (Objectives 4 and 7, and Policies 6–9);
- (b) the fixing of the metropolitan urban limits (MULs) to manage urban sprawl and rural residential outside of the urban limits. Research suggests that there are greater costs and risks (e.g. recent fuel prices) associated with providing and maintaining infrastructure at remote locations, both environmentally and economically³. In addition it becomes increasingly difficult and uneconomic to provide alternative transport options such as passenger transport, walking or cycling due to distance and lack of sufficient demand. The robustness of MULs are particularly relevant with the construction of the northern and southern arterials and potential for increased development pressure further from Christchurch. Objective 1 and Policies 1, 3, 4 and 6 are relevant to this issue;
- (c) the consolidation of commuter towns is also supported to the extent they either maintain or improve their self-sufficiency through employment and provision of services, reducing the need to travel to Christchurch for these opportunities. This is particularly so for the Waimakariri towns which are constrained in capacity by the Waimakariri Bridge, which is currently six lanes (four on the northern motorway and two on the old Main North Road). There is no provision to increase this capacity, other than to improve the use of alternative travel modes across the river (for example, by providing and promoting greater use of passenger transport);
- (d) recognition of urban design is supported as a key component of Change 1. Urban design, and transport contribution to design are important components to building sustainable communities. This is especially so in partially resolving the issues around encouragement of intensification. The importance of urban design principles is reflected in that the NZTA and, I understand, the other UDS partners, are signatories to the Urban Design Protocol. In my view part of building sustainable communities is providing for real options for travel within the community and to areas outside of the

³ Donovan S, et al; Managing transport challenges when oil prices rise – Research Report 357, NZTA, 2008

community. Urban design principles are reflected in Objective 7 and Policies 7 and 8.

- (e) the incorporation of transport design into a number of planning levels through the overall sequencing, structure plan and ODPs (Objectives 5 and 7, and Policies 7 and 8);
- (f) identification of the relationship of transport with activity centres and the potential role they will play in developing future transport hubs. Key activity centres have a major influence on the transport networks as they generate high travel demand in concentrated areas. These centres provide the transport network with both threats (increasing congestion and conflicting traffic movement) and opportunities (reinforcing an efficient and effective transport system by providing key linkages between among different transport modes and ensuring high connectivity to the activity centres). Objective 5 and Policy 5 recognise the importance of transport as part of the key activity centres;
- (g) the general approach towards intensification or 'densification' of Christchurch. Research material⁴ suggests that compact urban form can encourage better transport choices appropriate to the length and type of trip being undertaken. NZTA views intensification as a key deliverable to the success of the land use change through Change 1. Indeed the former Land Transport NZ, while supportive of the UDS, considered that the intensification policies of the RPS were at the more lenient end of their preferred position. I consider that successful intensification policies will only occur with the city council's strong leadership and its ability to negotiate successful development outcomes with land owners and developers. It will be a key risk for the RPS if intensification outcomes do not address the negative perceptions of residential amenity effects experienced in the mid nineties;
- (h) recognition of the effects of the transport network on adjoining sensitive activities. This is a well known issue for the airport and its desire to retain

⁴ *Growing Cooler: The Evidence on Urban Development and Climate Change*, Ewing R. et al, Urban Land Institute, Washington DC, 2008

Land Use and Transport: European Research Towards Integrated Policies, eds Marshall, S and D Bannister, Elsevier, Oxford, 2007

The Value of Urban Design: the economic, environmental and social benefits of urban design, Ministry for the Environment, Wellington, 2005

separation between its operations and the surrounding sensitive land uses. The land transport network through the arterial road network, rail and the port require similar recognition to ensure there is an appropriate balance between the need to operate key transport networks effectively and efficiently, and the private use and enjoyment of surrounding property and activities. Objective 8 and Policy 10 are therefore supported; and

- (i) finally, the proposed rural residential management is also supported, recognising that some lifestyle choice will need to be provided for.

Transport Funding

- 36 The RPS has a key role to play in integrating land use with the infrastructural components of transport as outlined above. The importance of the RPS Change is also reflected in governmental commitment to additional funding assistance to meet Canterbury's transport infrastructure needs through a Crown Funding Assistance Package; which is expressed through a Memorandum of Understanding (MOU) between Environment Canterbury, Ministry of Transport and the New Zealand Transport Agency⁵. Underpinning the Crown Funding Assistance Package is the Canterbury Transport Regional Implementation Plan (CTRIP), a ten year implementation plan for the RLTS which is also raised in Mr Woods' evidence. In summary the CTRIP provides for a number of transport packages (infrastructure, passenger services, walking/cycling, TDM initiatives) agreed at a high level by Government and based upon a delivered UDS land use pattern.
- 37 While the package was agreed by the Canterbury Region, a significant contribution to securing that package has been through the UDS. This assistance is for funding in addition to the national and regional funding and is based on a cost-share arrangement with the Canterbury region.
- 38 The dispersal of funds is contingent on the following 'rules' or 'caveats' as follow:
- (a) the need to complete the process for agreeing the future land use; and
 - (b) the NZTA being responsible for the allocation of funds, which will require it to ensure that any funding achieves the GPS targets.

⁵ Canterbury Transport Project Memorandum of Understanding, Signed by Ecan, MoT, NZTA, 7 November 2008.

- 39 In respect of the first caveat, the authorities need to continue working together to establish and agree a future land use pattern. A key means of anchoring the land use is through Change 1 to the RPS. The MOU does not provide any precondition as to the eventual form of that land use, but does explicitly state its understanding of the RPS delivering an *'integrated transport and land use pattern for Greater Christchurch'*⁶. The urban form will be debated through this hearing process (and later through the Environment Court). However what is important is that the UDS partners, representing a sub-group of the regional signatories, remain committed to and supportive of the RPS Change process. The funding arrangement makes it clear that Central Government is looking for greater land use certainty. It is my view that Change 1 provides this.
- 40 The second caveat refers to the allocation of funds which will be administered through the NZTA. As discussed above, the NZTA can fund only those projects in which there is a demonstrable contribution towards achieving the GPS transport targets referred to paragraph 19 above. By implication funding will therefore be on the basis that projects, or transport packages of projects, will promote affordable, integrated, safe, responsive, and sustainable land transport systems, consistent with the MOU understanding as I have outlined in paragraph 36. The GPS evaluation guidelines are attached (see appendix 2) and include explicit reference to integrated planning (see paragraphs 93 and 94).
- 41 The GPS has imposed major transport targets, which in my view land use has a major role in achieving them. By implication, reducing reliance on single occupancy vehicles, and increasing active and public transport mode share will require either shorter trips being made (i.e. through mixed use, higher intensity development), or improving reliability and efficiency of the PT network, which is best achieved through a 'corridor' and 'hub' development approach. The influence of land use on the PT network is discussed in more detail in Mr Woods' evidence.
- 42 The RPS Change, as outlined in paragraph 32 provides for an integrated transport and land use package (in conjunction with the RLTS). The key components of that package are the containment policies, through the MUL, mixed use development through key activity centres and intensification areas. These aspects of land use management will contribute towards minimising the need to travel, minimising travel distance and increasing multi travel options (and hence the GPS targets). In my

⁶ Ibid, see paragraph 2.3

view the retention of these components of the RPS Change are necessary to achieve integrated land use and transport planning as envisaged through the MOU.

- 43 In summary, the RPS land use pattern has a critical role to play in promoting sustainable transport that is consistent with the GPS, which will in turn be critical to the ability to receiving the additional crown funding.

Conclusions

- 44 The NZTA, under the LTMA, is tasked with promoting an affordable, integrated, sustainable, safe and responsive land transport network. Many components of the network lie outside its control, and it is therefore reliant on strong, collaborative alliances with local government. The UDS provides a model to achieve this.
- 45 The NZTA is supportive of Change 1 as a tool for achieving its objectives as set out under the LTMA. Metropolitan limits and sequencing provide some certainty for future growth directions which aligns with major transport infrastructure planning for Greater Christchurch.
- 46 Other policies in the RPS provide greater detail on how land use and transport will be integrated in a way that provides alternative travel options and high quality living environments through good urban design.
- 47 The NZTA administers funds committed to the Canterbury region, which it does in accordance with the GPS. However disbursement of these funds is dependent upon the Regional Policy Statement reflecting land use outcomes that support a sustainable and integrated transport network and achieve the GPS targets, which move away from the current levels of dependence on the private vehicle.

Appendix 1

NZTS Objectives and Targets

The transport targets are set out below under the five transport objectives⁸:

TABLE 1: THE TRANSPORT TARGETS

ENSURING ENVIRONMENTAL SUSTAINABILITY	ASSISTING SAFETY AND PERSONAL SECURITY
Halve per capita greenhouse gas emissions from domestic transport by 2040 ⁹ .	Reduce road deaths to no more than 200 per annum by 2040.
Increase coastal shipping's share of inter-regional freight to 30 percent of tonne-kilometres by 2040.	Reduce serious injuries on roads to no more than 1,500 per annum by 2040.
Increase rail's share of freight to 25 percent of tonne-kilometres by 2040.	IMPROVING ACCESS AND MOBILITY
Become one of the first countries in the world to widely use electric vehicles.	Increase use of public transport to seven percent of all trips by 2040 (ie from 111 million boardings in 2006/7 to more than 525 million boardings in 2040).
Reduce the kilometres travelled by single occupancy vehicles, in major urban areas on weekdays, by ten percent per capita by 2015 compared to 2007.	Increase walking, cycling and other active modes to 30 percent of total trips in urban areas by 2040.
Reduce the rated CO ₂ emissions per kilometre of combined average new and used vehicles entering the light vehicle fleet to 170 grams CO ₂ per kilometre by 2015, with a corresponding reduction in average fuel used per kilometre.	PROTECTING AND PROMOTING PUBLIC HEALTH
Increase the area of Crown transport land covered with indigenous vegetation.	Reduce the number of people exposed to health-endangering noise levels from transport.
ASSISTING ECONOMIC DEVELOPMENT	Reduce the number of people exposed to health-endangering concentrations of air pollution in locations where the impact of transport emissions is significant.
For identified critical routes:	
<ul style="list-style-type: none"> • improve reliability of journey times • reduce average journey times. 	

These targets have been selected to cover all transport objectives and, where possible, to provide practical mechanisms to measure progress with delivering the vision. They draw on research, monitoring, modelling, and the views of stakeholders. The specific rationale for choosing each target is provided in Appendix C.

As set out in section 6.2 the target framework will require development and refinement to provide a comprehensive tool for measuring and managing progress. This will be undertaken, in collaboration with stakeholders, for the next update of the Strategy in 2010.

8. Although targets have been grouped under specific objectives, many targets contribute to a number of objectives.

9. Relative to 2007 per capita emissions.

Appendix 2

Excerpts from the GPS

Targets (Page 14)

SUMMARY OF TARGETS

74. The targets for this GPS are summarised below:

GPS targets 2009/10 – 2014/15

- Reduce kilometres travelled by single occupancy vehicles, in major urban areas on weekdays, by 10 percent per capita by 2015.
- Increase the mode share of transporting freight by coastal shipping and rail by 2015.
- No overall deterioration in travel times and reliability on critical routes by 2015.
- Reduce fatalities and hospitalisations from road crashes by 2015.
- Increase patronage on public transport by three percent per year through to 2015.
- Increase number of walking and cycling trips by one percent per year through to 2015.

Guidance on Planning and Evaluation of Projects (Page 21 – 23)

GUIDANCE ON LAND TRANSPORT PLANNING AND EVALUATION

88. Guidance on land transport planning and evaluation is the other principal means by which this GPS will influence land transport outcomes.
89. Developing a land transport system that will achieve the targets set out in this GPS and those in the longer-term New Zealand Transport Strategy (NZTS), will require planning and evaluation processes that take account of the following factors:
- achieving value for money
 - ensuring integrated planning
 - making best use of existing networks and infrastructure
 - the potential effect of introducing different charging systems in the future
 - implementing and fostering a co-ordinated approach
 - considering networks from a national perspective
 - considering the impact of higher fuel prices.
90. These factors need to apply to the planning undertaken by local government and the NZTA, as well as to the evaluation of strategies and programmes by the NZTA²¹. Many of these factors are already being applied in developing land transport strategies and packages of activities. It would also be impractical to apply all these factors immediately. They would apply progressively, with a particular emphasis on new strategies and packages as opposed to re-evaluating those already assessed.

Achieving value for money

91. Making best use of resources by achieving value for money in the land transport sector is important, given the competing uses for funding. To achieve value for money, three underlying concepts will need to guide the NZTA, local government and the sector when planning, assessing, and implementing strategies and activities - effectiveness, efficiency and economy.
92. In this context, effectiveness means selecting activities which together make the greatest contribution to the government's medium to long-term priorities and targets set out in the NZTS, as well as the more immediate targets in this GPS. Efficiency is about maximising what is produced with the resources available. Finally, economy means ensuring that quality inputs are purchased at the lowest price over the whole life of the asset or intervention.

²¹ 'Funding assistance' is the term used in the amended Land Transport Management Act for financial assistance.

²² On 1 April 2015, 'R' funding will revert to being distributed on a national basis rather than on a regional basis.

²³ Where appropriate, the NZTA should incorporate these factors into its review of the Funding Allocation Process.

Ensuring integrated planning

93. Integrating land-use, transport planning and urban design must be part of developing and evaluating a transport strategy. The recommended approach to integrating these factors is set out as follows:
- Planning for developments to the transport system should be based on integrating land-use and transport demand. It should also support land-use developments that minimise future transport demands and that provide a range of transport options. An integrated approach will encourage more sustainable urban and regional developments that are compact, have a mix of uses and are well-connected, with a clearly defined structure of centres and corridors. Complementary land uses (such as housing, shopping, offices, restaurants and movie theatres) can provide a wide variety of facilities within short distances. This encourages people to walk, cycle and use public transport rather than drive. Connectivity (good connections between different routes and modes of transport) enhances an integrated transport network with easy access to numerous destinations.
 - Quality urban design helps to create well-connected, inclusive and accessible areas, and supports the mix of houses, services and facilities needed. Such areas support the use of walking, cycling and shared transport modes. Well-designed urban areas also have a greater potential to be focal points for interaction, enterprise and innovation, helping businesses to increase their productivity and growth.
94. Integrated land and transport planning should underpin the development of urban centres and their transport networks and systems. Transport developments can facilitate appropriate urban developments. Transport strategies and packages of activities should be clearly connected to land use strategies and implementation plans.

Making best use of existing networks and infrastructure

95. This involves ensuring that cost-effective measures (such as demand management, better management of the network or minor improvements to the network) achieve maximum efficiency from the existing network, before major investment is made in new infrastructure.

The potential effect of introducing different charging systems in the future

96. The NZTS signals that the government will investigate new options for charging that will generate revenue for transport investment. Any decision on new charging systems is not likely until the medium term. However, those systems based for example on distance, time and location of travel, and the type and weight of vehicle, would be fairer and more efficient in reflecting the true costs of travel, and could therefore help achieve goals for managing travel demand. The NZTS clarifies that the evaluation of new projects should consider possible reductions in travel demand as a result of such a change. The actual level of reduction in travel demand that should be assumed for particular projects will become clearer over time, as research highlights the potential of different technologies and systems.

Implementing and fostering a co-ordinated approach

97. Most transport problems require the involvement of many parties to develop solutions. For instance, improvements in road safety can require co-ordination between road controlling authorities, regional councils, the Police, the Accident Compensation Corporation, community groups and transport funders. Improvements in public transport involve regional councils, road controlling authorities, ARTA and transport operators addressing a mix of infrastructure, services and policies. Improving the efficiency of freight operations may involve port companies, rail operators and road controlling authorities.
98. There are already good examples of this co-ordinated approach, such as Road Safety Action Planning.
99. All transport entities are expected to participate in a collaborative way with other agencies to reach co-ordinated solutions.

Considering networks from a national perspective

100. The amendments to the Land Transport Management Act 2003 shift some of the responsibility for prioritising activities to Regional Transport Committees. These priorities will be reflected in Regional Land Transport Programmes (RLTPs) that are submitted by Regional Transport Committees - via Regional Councils - to the NZTA (note: ARTA will be responsible for preparing the RLTP for Auckland). In preparing the National Land Transport Programme, the NZTA must take into account RLTPs.
101. As part of developing regional priorities, Regional Transport Committees should consider the national aspect of some networks. In preparing the NLTP, the NZTA should ensure proposed activities will not compromise the functioning of the national State highway and national rail networks.

Considering the impact of higher fuel prices

102. In the first part of 2008, increases in world oil prices caused fuel price rises in New Zealand. Prices are currently at their highest ever levels (in real terms).
103. Although there are reports that traffic volumes have decreased on some State highways, it is too soon to determine whether this is a long-term trend or not. However, there is little doubt that sustained high prices will affect travel demand and shift it towards more fuel-efficient forms of transport.
104. It is expected that the NZTA and local government will take this into account when developing strategies, and will review the priorities in existing strategies to assess whether they should be changed.