

BETTER INTEGRATION OF LAND USE AND TRANSPORT

INTEGRATED APPROACH TO PLANNING PHASE ONE REPORT

July 2007



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**Prepared for the TSSD Planning Task Force
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FOREWORD

Better integration between transport and land use planning has long been recognised as a key contributor to achieving the Government's vision for a sustainable transport system. In recognition of this the Integrated Approach to Planning (IAP) project was identified as one of the government transport sector's strategic priorities in the Transport Sector Strategic Directions (TSSD) document, published in 2005.

The objective of the IAP project was to identify gaps and barriers to achieving better integration, both within and between transport planning and land use planning. In addition, it was to identify practical tools available to achieve better integration and undertake advocacy and information sharing on transport planning issues and priorities.

This report represents the findings of the first phase of the IAP project; six months of background work aimed at identifying issues, gaps and barriers in achieving better integration of land use and transport systems. It draws on the practical experiences of several central and local government agencies, and offers a unique insight into these issues, gaps and barriers.

Most significantly, the report reiterates the need for strategies and tools that will deliver effective resolutions to the issues identified. This outcome is the driver for future phases of the project, which focus on the development of a range of tools, processes and advice (through case studies and other means) to assist with integrated transport and land use planning.

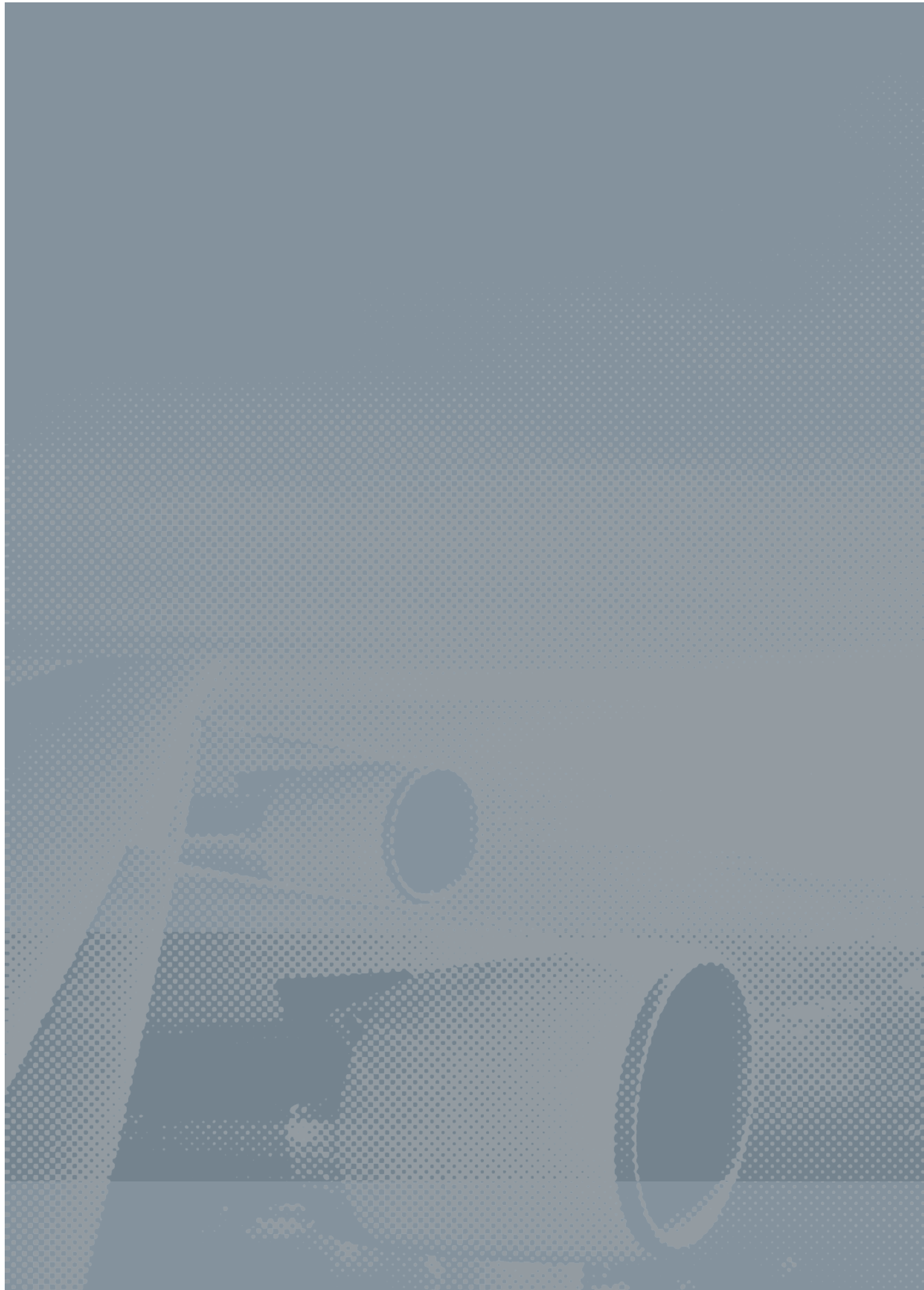
I would like to take this opportunity to thank all the agencies who have committed time and resources to this project to date, and I look forward to building these relationships as the project moves forward.

ALAN THOMPSON

Chief Executive – Ministry of Transport
and Chairman of Transport Chief Executives' Group

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CONTENTS

BETTER INTEGRATION OF LAND USE AND TRANSPORT INTEGRATED APPROACH TO PLANNING PHASE ONE REPORT

Executive Summary	4
1.0 Introduction	6
1.1 Transport Sector Strategic Directions Document (TSSD)	6
1.2 IAP Project Plan	6
1.3 Stakeholders	7
1.4 Considering Integration	7
1.5 Emerging Integration Principles	8
2.0 Phase One – Content and Context	10
2.1 Workstreams	10
2.2 Broad Findings	10
3.0 Phase One – Emerging Themes	12
3.1 Legislation	12
3.2 Policy (non-legislative)	16
3.3 Institutional Frameworks	19
3.4 Funding	22
3.5 Planning Practice (implementation)	24
3.6 Capacity and Capability	25
4.0 Conclusion	28
Recommended Actions Table	30
Appendix – Summary of Reports	32
Literature Review – Ward Wilson and Transport Futures	32
Structured Interviews – CityScope Consultants and McDermott Fairgray Group	33
Historic Plans Analysis – Booz Allen Hamilton	35
Think-piece – MWH New Zealand Ltd	37
Think-piece – Ali Memon/Malcolm Douglass	38
Think-piece – McGregor and Company	39

EXECUTIVE SUMMARY

The Integrated Approach to Planning (IAP) Project is a key priority of the government's drive to achieve a sustainable transport system. Though the project focus is on transport and land-use planning, other factors such as growth management, economic development, urban form and design, and sustainability have been considered.

The IAP Phase One Report represents six months of background work aimed at identifying issues, gaps and barriers in achieving better integration of land-use and transport systems. The project is one of seven separate targeted workstreams that have been sponsored by the Transport Sector Chief Executives' Group, as identified in the sector's Transport Sector Strategic Directions (TSSD¹) document. It links closely with other government endeavours relating to sustainability, social wellbeing, climate change and economic development.

The audiences for the Phase One Report include transport stakeholders, the Project Team (which includes the Ministries of Transport and Environment, as well as Transit New Zealand), the Transport Sector Chief Executives' Group, local government and the general public.

The report sets out the context, programme and timetable for the three stages of the IAP Project, before describing the work undertaken in Phase One. This has largely entailed research and gathering information, including opinions of informed stakeholders and users of the present framework, and information on overseas practice.

The Phase One Report presents the information, ideas and issues under the headings of: legislation, policy (non-legislative), institutional frameworks, funding, planning practice (implementation) and capability and capacity.

There is a high convergence of issues between the themes, and actions to address shortcomings are discussed. Notwithstanding this, integrated land-use and transport planning, funding and implementation is best achieved through a comprehensive and integrated package of tools and measures. "Integration" likely needs to embrace wider and strategic social, economic, cultural and environmental considerations that include growth management and economic development. It is complex and

there is no magic bullet. This report provides a summary of issues and findings to date. Recommended actions are also considered for each heading.

Legislation

The key "integration" legislation - the Land Transport Management Act, the Resource Management Act and the Local Government Act - is not in itself seen as a major barrier. Recent reforms have encouraged integration nationwide. However, more time is needed for agencies, particularly local authorities, to develop policy and plans that make effective use of the possibilities of the new legislation. In Auckland, the area under greatest growth pressure, additional local legislation has compelled more effective integration, but in other areas agencies have been able to work within the existing legislative framework. While there appears no need for a major legislative "fix", there are still some disconnects in the system. Performance monitoring is needed, as well as active national support in some legislative areas. The report also proposes the consideration of existing legislative options that could give guidance in achieving an integrated approach to land-use and transport planning.

Policy (non-legislative)

Most planning for land use and transport is undertaken by agencies working within devolved powers. This makes it harder to achieve integration in practice within the overall policy framework set out in legislation, and broadly at national level through the New Zealand Transport Strategy (NZTS). The regional level is seen as the most effective place to ensure integration, but planning, funding and implementation are not necessarily aligned at this level. Active inter-agency involvement at national, regional and district level and amongst sectors is essential within the planning framework. At present, practice is not consistent and not always in line with the national transport strategy. Again, means and methods of integration, driven by strong national guidance, could help achieve integration and consistency - regardless of the particular circumstances of an area. National guidance would also entail reaching consensus and clarity on the vision for integrated transport and land use. The Phase One Report suggests a review of the roles of all agencies, plus further assistance in terms of policy best practice, case study findings, and a best-practice "tool box".

¹ The TSSD document is an important contribution in achieving the government's objectives for a sustainable transport system.

Institutional Frameworks

There is a plethora of agencies involved in land-use and transport planning, leading to uncertainty and, at times, delays. While regions and regional authorities are seen as the place to plan, coordinate and deliver much of the integrated land-use and transport system, important roles and functions also lie at city and district level. There are differing opinions as to how well agencies are integrated at the national level, which affects the performance of regions and districts. International experience has shown that agency collaboration and cooperation within a clear policy mandate is more effective in achieving integrated outcomes than major restructuring. Suggested recommended actions include building inter-agency relationships at the national level, clarifying the roles and policy mandates of existing agencies, strengthening the policy mandate and instruments of regional authorities, investigating the possibility of a single regional urban planning agency and learning from overseas models. There is also a need to ensure the private sector "buys into" key proposals to improve integrated transport and land-use planning, funding and implementation.

Funding

Funding of transport systems is very complex and the subject of much criticism. A mismatch is perceived between current funding and the level of investment in desirable long-term transport futures, i.e. too much of the total available is spent on roading. Travel demand management and transport pricing are means of ensuring better use of alternative modes, but are still in their infancy in New Zealand. The current funding system does not always promote integration. Rail is funded by Treasury, while roading and public transport services are funded by Land Transport NZ. This makes inter-modal studies unnecessarily complex. The current Financial Assistance Rates (FAR) favour state highway development because local authorities have difficulty financing the required local share of public transport services, cycle infrastructure and local arterials. Local authorities increasingly ask for development contributions, which are not consistently applied and are almost always targeted at roading investments only. The recommended action is a review of current funding mechanisms that appear to hamper integration. The report also proposes that funding decisions be made during the strategy development phase to prevent the current

incremental project-by-project funding, i.e. there is a question of how best to develop and assess proposals to ensure long-term integrated land-use and transport. It should be noted that funding plans are required in Regional Land Transport Strategies (RLTSs). One suggestion would be to make better use of this mechanism. The report also suggests keeping the use of transport pricing and other travel demand management tools under continuous review.

Planning Practice (implementation)

Policy and plans are effective only if translated into action. Delivery of integrated systems requires management and review. A number of shortcomings are recognised under this theme, particularly around the monitoring and achievement of RLTSs, the availability and application of performance indicators, the use of incentives and disincentives, compliance and enforcement, consultation, and managing the cumulative effects of land uses on transport systems. Suggestions are made to improve practice. A role is seen for a national policy statement in providing guidance on cumulative effects.

Capacity and Capability

Skills in integration and leadership are considered inadequate in many of the agencies, and there is a general lack of capacity to address issues related to the integration of land-use and transport planning. Culture change at both the work floor and management level is needed to break down "silos" and achieve effective working relationships. Suggestions include raising the profile of the benefits of integrated planning systems, upskilling through professional organisations and agencies, improving knowledge transfer between national agencies and local authorities and developing best-practice guidance.

Overall, while the IAP Phase One Report identifies many areas where significant improvements are needed, there is a general view that the country is well placed to take these steps and realise the benefits of an integrated approach to land-use and transport planning.

1.0 INTRODUCTION



1.1 TRANSPORT SECTOR STRATEGIC DIRECTIONS DOCUMENT (TSSD)

The TSSD document is an important component in achieving the government's objectives for a sustainable transport system, and the IAP Project is one of its key strategic priorities.

The desired outcome for the IAP Project is to:

"Identify gaps and barriers to achieving better integration, both within and between transport and land-use planning (through case studies and other means)."

The project is a collaboration between transport agencies, local government and the Ministry for the Environment (led by Transit New Zealand), and its success is largely dependent on the participation of key stakeholders.

Most significant to this project is the use of 'live' case studies - actual transport and land-use planning issues being experienced. These have been selected for several reasons, such as the complex range of issues faced, the level of existing problems and the resulting impact on the regional economy, or the need to "future-proof" in the face of forecasts of rapid growth.

The IAP Project team is working alongside key stakeholders to identify issues and possible solutions, to begin implementation, and ultimately to hand ownership back to the region within the term of the project.

The project has many expected benefits. It will lead to valuable learning and streamlined planning between government, business and the community, resulting in more rapid resolution

of transport and land-use planning issues. It is expected that as well as significant cost savings, there will be social and environmental benefits resulting from more effective transport and land-use intergration.

1.2 IAP PROJECT PLAN

The IAP Project started in April 2006 and will be completed by March 2008. The project is divided into three integrated phases:

Phase One: Planning and data collection (to Dec 06)

Phase One involved a number of specific work packages to build up knowledge and provide references for later stages of work. The studies and the findings, are summarised in this report.

Phase Two: Issues analysis (Aug 06 to Aug 07)

Phase Two will include the following components:

- Analyse issues identified in Phase One
- Undertake case studies
- Develop communications strategy and plan

The case studies will look at real examples of transport and land-use planning issues in New Zealand and identify the underlying problems, success factors and lessons learnt.

The case studies are designed to cover different regional and city circumstances, and will address all transport modes.

Phase Three: Reporting and recommendations (Sep 07 to Mar 08)

The following components are proposed for Phase Three:

- Report back to project sponsor
- Develop a "tool box" of information for an action programme
- Make recommendations

The outcome will be a range of tools, processes and advice to assist with integrated transport and land-use systems that better serve the community and the environment, and contribute positively to sustainable development.

1.3 STAKEHOLDERS

Stakeholder engagement is critical given the IAP Project is a multi-modal, multi-agency endeavour. As the project moves into Phases Two and Three, stakeholders will become increasingly involved. The success of the project will depend on the commitment and actions of many organisations and people. Stakeholders include:

- **Key central government agencies**

The key central government agencies are all those involved in the TSSD² plus Treasury, and the Ministries of Economic Development, Environment, Education, Health and others. They will need to consider cross-agency approaches to a variety of issues at the national, regional and local level, including economic development, climate change, urban design and urban form and function.

- **Local government**

Councils working at regional and city/district levels may need help to reinforce the message of widespread stakeholder engagement and deliver outcomes. Local government leadership will be crucial to champion the case study initiatives.

- **Private sector/industry/business**

These stakeholders (e.g. tourism companies, coastal shipping companies and the road construction industry) will want to know the benefits and risks for them.

- **Community, NGOs, iwi and hapu**

Groups and individuals will want to know about benefits and risks, such as changes to accessibility in towns and cities, travel and transport options, and choices in where to live, work and play.

1.4 CONSIDERING INTEGRATION

Integration is recognised as essential to advancing transport planning and delivery within a physical and social context. It is one of the four principles that underpin the government's overall vision for transport in the NZTS.³

The NZTS comments on integration as follows:

"Transport policy will help create an efficient and integrated mix of transport modes. To facilitate integration, cooperation and collaboration between stakeholders will need to be encouraged. Transport policy will also need to ensure the efficient use of existing and new public investment."

The encouragement for integrated transport and land-use planning is based on a drive for national **sustainability**, and improved efficiency within the context of New Zealand's economic growth, social and cultural wellbeing, and environmental sustainability. It is part of a convergence of government policy directions⁴ relating to urban design, energy efficiency, climate change responses and the growth of sectors such as farming, forestry, tourism and knowledge-based industry.

As explained in the TSSD, the IAP Project is based on the presumption that performance in transport and land-use planning is currently less effective and efficient than it should be.⁵ The implications of inadequate integration are additional costs, lost opportunities to provide "best" integrated systems, risks to existing infrastructure, reverse sensitivity and inefficient urban form (such as sprawl). The national interest is not well served, and frequently neither are regional and local communities.

² Ministry of Transport, Aviation Security Service, Civil Aviation Authority, Land Transport NZ, Maritime NZ, ONTRACK, Transit NZ, Transport Accident Investigation Commission and local government New Zealand..

³ The others are sustainability, responsiveness and safety.

⁴ Refer to the Prime Minister's "Statement to Parliament for 2007" on 13 February 2007, which saw New Zealand's long-term sustainable strategies driven by building a sustainable economy, sustaining family and community standards, and sustaining the country's unique culture, values and national identity.

⁵ This presumption has been supported in practice throughout the work undertaken in Phase One of the IAP Project.

Integration in the NZTS context has a range of meanings:⁶

- Integration between land use and transport
- Inter-modal integration
- Institutional integration

A range of views exists on the relationship between **land use and transport**. This debate is focused on whether the two should be seen as sides of the same coin (with neither dominating), whether transport infrastructure should serve land use and urban form⁷, or whether it should shape them.

Given the desire for efficiency and effectiveness, this debate is somewhat academic. It can be worked out only through practical situations: for example, different interpretations may be suitable in existing built-up urban areas and in new urban expansion areas. However, the debate raises questions of appropriate urban density, rural and suburban sprawl, organisation of and linkages between land-use types, and the appropriateness of different transport modes in different circumstances.

End users and transport operators tend to focus on **inter-modal integration**, looking at the subject in terms of the freight supply chain or as connecting the various components of journeys. The supply chain concentrates on the movement of freight from production locations, via distribution foci (including ports and airports), to the end user. This creates a focus on the location of transport modes in urban areas, and planning for some types of land uses.

Some see integration in urban areas as requiring a shift towards walking, cycling and public transport. This means aligning land use with transport facilities, changing the relative attractiveness of public and private transport, and achieving integration across modes. Such integration requires close attention to land-use planning on an ongoing basis.

Many in the public sector focus on **institutional integration**, particularly on how organisations and individuals might work together to achieve common outcomes. Within this group, there are three main areas where integration is important: amongst organisations (especially within the public sector); amongst disciplines (often within the same organisation); and between planning and implementation.

Integration may also affect integrated physical planning outcomes in legislative frameworks and mandates, funding streams, planning practices, and capabilities and data sources.

1.5 EMERGING INTEGRATION PRINCIPLES

Work undertaken in the IAP Phase One studies⁸ indicated a lack of consensus in the transport and land-use sectors as to which land-use/transport integrated outcomes are desirable and how they can be achieved.

The IAP Project's main aim is to improve integration within and between transport planning and land-use planning. To achieve



"Integration... is a two-way relationship: development generates demand, but is also reliant on supply. These are equal components, not servant and master."

— Respondent, CityScope structured interviews

⁶ Papers by Memon and Douglass, CityScope Consultants and McGregor and Company (referred to later) particularly relate to this discussion.

⁷ Urban form is an element of strategic urban planning. The character and nature of neighbourhoods is also significantly influenced by transport systems and their integration into urban fabric at local level. This comes within the focus of urban design.

⁸ Particularly evident in the structured interview work undertaken by CityScope Consultants.

this it might be necessary to integrate institutions, legislative frameworks and mandates, funding streams, planning practice, and capabilities and data sources. All these areas are currently under scrutiny.

While some general principles emerge, these are usually a reflection of matters already expressed through legislation, with little interpretation in practical examples. They include:

- Taking a long-term strategic planning view (50 years plus)
- Recognising regional and local differences – there is no "one size fits all"
- Minimising transport delays because of time costs, fuel use, and environmental impacts
- Minimising effects of transport systems on adjacent land uses
- Avoiding severance
- Generally, increasing land-use intensities
- Ensuring efficient land-use distribution, including some mixed-use components (involving consideration of spatial planning, urban form and urban design)
- Restricting scattered low-density urban development at the urban periphery (sprawl)
- Concentrating employment growth and high-density residential development around public transport nodes
- Applying hierarchical systems and layouts, in both land-use and transport planning
- Providing choices for users, particularly modal options that do not involve fuel-inefficient transport modes like private vehicles and air transport (i.e. public transport, cycling and walking, sea and rail freight)
- Encouraging agencies to work together
- Ensuring costs are distributed equitably, so that where appropriate developers contribute and costs are spread across generations

Clearly, further development and expression of these principles in practice is required if they are to provide effective guidance.



2.0 PHASE ONE – CONTENT AND CONTEXT



2.1 WORKSTREAMS

Phase One of the IAP Project involved seven workstreams, scoped and tendered by the IAP Project group and the Planning Task Force. The workstreams were developed to provide an information base, including the views of stakeholders and practitioners, from which the IAP Project could move forward. The aim was to identify gaps and barriers plus aspects that were working well. The separate studies were:

- Literature review: identifying best practice in New Zealand and internationally, in terms of the effective integration of land-use planning and multi-modal transport planning
- Historic plans analysis: investigating and assessing the gap between the intended and actual results achieved from a cross-section of recent plans
- Structured interviews: gaining insights from stakeholder representatives through a series of structured meetings and interviews
- "Think-pieces": three diverse reports, exploring the barriers to better integration of land-use and multi-modal transport planning
- Legislative review: reviewing relevant legislation and how it is applied, including the interactions between agencies and processes (this review has not yet been completed and is not included in this summary report)

The remainder of this report summarises the findings from Phase One of the project. The six reports reviewed in preparing this summary are:

PROJECT	CONSULTANT
Literature review	Ward Wilson and Transport Futures
Structured interviews	CityScope Consultants
Historic plans analysis	Booz Allen Hamilton
Think-piece	MWH New Zealand Ltd
Think-piece	Ali Memon and Malcolm Douglass
Think-piece	McGregor and Company

The reports represent a considerable research base as the IAP Project moves into Phases Two and Three. A summary of each is included in the Appendix. However, the original documents are worthy of detailed study by anyone seeking to obtain a contextual understanding of the issues and opinions around transport and land-use planning in New Zealand – and, in the literature review, internationally as well.

A workshop, involving the reports' authors and the IAP Project group, was held in Wellington in October 2006. It highlighted issues and themes around which this summary has been written, and additional areas for improvement or further evaluation as the IAP Project moves forward.

2.2 BROAD FINDINGS

The six reports highlighted successes and raised problems within present practice and systems. The problems identified



range from concerns of pervasive and institutionalised barriers to integration (e.g. policy and regulatory agencies not working together, and lack of necessary skills), to specific areas of failure (e.g. the inability to acquire land to provide for strategic corridors on a long-term basis and the haphazard nature of urban renewal or suburban expansion).

One “think-piece”⁹ reviewed progress in achieving the NZTS’s five directional statements, which together are intended to

build an affordable, integrated, safe, responsive and sustainable transport system. The resulting scorecard (below) showed progress in only one area. The remainder achieved at best business as usual, with some areas showing deterioration.

Other reports were much less critical, but nevertheless identified a need for improvement around six themes. Findings are explained in the next section.

SCORECARD: PROGRESS AGAINST NZTS DIRECTIONAL STATEMENTS	CURRENT TREND
OBJECTIVE 1: Assisting Economic Development <ul style="list-style-type: none"> Growth and development are increasingly integrated with transport Transport users increasingly understand and meet the costs they create New Zealand’s transport system is improving its international and domestic linkages including inter-modal transfers The effectiveness of the transport system is being maintained or improved The efficiency of the transport system is continuing to improve The negative impacts of land-use developments on the transport system are reducing 	<p>–</p> <p>X</p> <p>–</p> <p>X</p> <p>X</p> <p>–</p>
OBJECTIVE 2: Assisting Safety and Personal Security <ul style="list-style-type: none"> New Zealand’s transport system is increasingly safe and secure The transport system is improving its ability to recover quickly and effectively from adverse events 	<p>–</p> <p>–</p>
OBJECTIVE 3: Improving Access and Mobility <ul style="list-style-type: none"> The transport system is increasingly providing affordable and reliable community access 	<p>–</p>
OBJECTIVE 4: Protecting and Promoting Public Health <ul style="list-style-type: none"> Negative impacts of transport are reducing in terms of fatalities, injuries, and harm to health 	<p>✓</p>
OBJECTIVE 5: Ensuring Environmental Sustainability <ul style="list-style-type: none"> The transport system is actively moving towards reducing the use of non-renewable resources and their replacement with renewable resources Negative impacts of transport are reducing in terms of the human and natural environments 	<p>X X</p> <p>X</p>
AVERAGE FOR FIVE OBJECTIVES	–

KEY: X lack of progress – neutral finding ✓ progress made

⁹ MWH Think-piece. The method and evidence are set out in the report.

3.0 PHASE ONE – EMERGING THEMES



The IAP Project has brought to light six main areas where gains can probably be made. These are not of equal weight, and they overlap considerably. The themes are: legislation, policy, institutional frameworks, funding, planning practice (implementation) and capability and capacity. For this summary report, each has been expanded under "discussion", "diagnosis" and "recommended actions".

Although the themes are described separately it is recognised that the outcome of integration runs through all of them.

3.1 LEGISLATION

3.1.1 Discussion

The key is whether, and how well, legislation will enable the planning, funding and implementation of long-term integrated solutions.

Legislation sets out national objectives and provides mechanisms for agencies to work within to develop and achieve their own outcomes. Transport and local government legislation has recently been significantly modified, with the intention of improving transparency and performance.

It was generally considered that the legislation is in place to support an integrated approach to planning and a sustainable transport system, but there are some issues of consistency.

Existing key legislation is:

- Land Transport Management Act 2003 (LTMA)
- Local Government Act 2002 (LGA)
- Resource Management Act 1991 (RMA)

Each sets out frameworks, responsibilities and opportunities at the national, regional and district level. Timeframes within the legislation are targeted at 10 or 20-year horizons, but there appears to be no major impediment to adopting longer frameworks.

There is some discontinuity between the LTMA, the LGA and the RMA. Thus policies and plans prepared under these three statutes are not always well integrated. The RMA allocates development rights and can be the subject of detailed and lengthy litigation. Some argue that its processes can at times be so slow that opportunities for integrated planning are lost. Others indicate that a more strategic and integrated planning approach in the first instance will ensure integrated planning and investment opportunities have been agreed "upfront" and the land-use planning considerations then reinforced by RMA plans.

- The RMA, as it has been widely interpreted, has not supported much forward land-use planning by regions or districts. Rather, it has been set up to respond to market forces. In particular, regional councils have not been

encouraged to have a strategic land-use development focus commensurate with their transport planning role under the LTMA. Notwithstanding this, there are encouraging signs, with an increasing number of regional and sub-regional strategies being developed that are in turn to be supported by RMA plans, particularly regional policy statements (RPS). Additionally, recent amendments to the RMA have provided the legislative framework for better vertical integration and more strategic land-use planning.

- The LTMA is still at an early stage of interpretation and its promise is yet to be achieved. It provides for strategic transport planning at the appropriate level, but in order to work it must be closely integrated with RMA and LGA plans (particularly regional policy statements, growth plans and strategies). An area to be carefully monitored is the ability to ensure certainty in funding in the medium and long term.
- The LGA provides more rigour for local government planning and prioritising. Its focus on community asset and activity management, including transport systems, augurs well for the future. Long-term council community plans (LTCCPs) must incorporate key elements of RLTSs with a 10-year programme including funding. The LGA does not, however, necessarily integrate well with private- or institutional-sector planning.

In terms of physical planning and the role of the RMA, a criticism was that individual decisions (by councils or the Environment Court) are usually made in response to single development

proposals, but the cumulative effects are overlooked. Legislative review might be a way of remedying this, but so might enhanced and integrated policy development under current legislation.

There have also been consistent calls for clear national guidance, in order to achieve better 'vertical integration'. However, there is no clarity as to what form it should take (i.e. statutory or non-statutory). Some support for a national policy statement within the RMA (at a "principle" level similar to the NZ Coastal Policy Statement) emerged during the Phase One Study as a basis for promoting integration, providing a focus on long-term outcomes and promoting better practice. This approach may provide the opportunity to make outcomes more tangible, and to clarify expectations of who might do what.

Another issue was the integration of planning requirements across the LTMA, RMA, LGA and the Land Transport Act 1998 (LTA). It was felt that "horizontal integration" of key legislation should occur at the regional level. Reasons for this included the need for regional plans and strategies to explicitly set the context for strategic planning, funding and implementation. Some useful models are emerging, under the existing legislation, such as the Greater Christchurch Urban Development Strategy.

There were a number of criticisms of regional policy statements (RPSs) developed under the RMA. Many were considered too generalised in terms of transport (usually providing generic policy supportive of integrated transport and land-use planning). Further, many do not embrace the critical issue of land-use development, including compact and efficient urban form and quality urban design. In this respect RPSs were identified as



"The RMA has resulted in developed decision-making, which overrides the national and regional good in many situations. The latest changes to the RMA have yet to be exercised, and there are no national standards, so there is no 'NZ Inc.' view coming through."

— Respondent, CityScope structured interviews



“The RLTS...needs to come within other statutory frameworks. It just sits out there by itself and it's a real danger...they've been developed in their own little world...no land-use planners in sight...no council authority...just focused on their own little corridors.”

— Respondent, CityScope structured interviews

an important mechanism for directing land-use planning in a way that supports a sustainable transport network. Recent amendments to the RMA¹⁰ include the need for territorial authorities to “give effect” to an RPS, so that its policies can be more directional. A proposed change to Environment Bay of Plenty’s RPS¹¹ is an example of how planning documents under the RMA can be directional and integrated to manage regional growth in the long term.

There was also concern about the apparent lack of alignment between the planning and funding requirements of the LTA and the LTMA. The former requires the development of an RLTS while the latter enables development of a local land transport programme. Alignment between the legislation and the NZTS appears critical when regional and local transport strategies, plans and programmes are increasingly being developed on the basis of quantified evidence and better assessment processes. In practice though, there is little connection between the funding plans within RLTSs and land transport programmes, although quality varies across regions. Analysis is still not commensurate with the requirements of funding agencies. The studies identified lack of national guidance as another reason for regional variability.

There is also little connection between RLTSs and RMA planning requirements, including district plans. Regional land-use and transport planning and funding would best be aligned and mutually supportive. This could require an RLTS to be

more prescriptive, with greater analysis to substantiate phased funding needs and to support the land-use planning policies contained in the RPS.

District plans now need to be prepared within the framework of RPSs. Though they do not need to take into account the overall implications of RLTSs, Section 54 of the RMA requires district plans prepared by territorial authorities to have regard to strategies prepared under other Acts and to “give effect” to the RPS. This appears to provide significant scope for regional councils, through their transport and land-use planning roles, to ensure integration occurs. Though there is an increasing awareness by some regional councils, in practice there is limited connection between these roles.

RLTS implementation was frequently identified as a problem. According to some regions, priorities and decisions agreed by regional councils are often subsequently changed, particularly by national political decisions. Accordingly many felt that an RLTS provided little long-term certainty of implementation and often lacked specificity, detailed analysis or clear illustration of its integration with other regional plans. RLTSs and the funding plans within them could be further developed and integrated with other regional plans. One suggestion to help improve RLTS certainty was for all relevant transport agencies to sign off the RLTS. Land transport programmes and transport components in LTCCPs should reflect RLTSs unless a clear justification for discrepancies can be made.

¹⁰ The 2005 amendments to the RMA make particular reference to integrated planning. A new subsection, s 30(1)(gb) requires regional councils to consider “the strategic integration of infrastructure with land use through objectives, policies and methods”. A new definition of infrastructure in s 2(g) includes “structures for transport on land by cycleways, rail, roads, walkways, or by any other means”.

¹¹ Refer Environment Bay of Plenty’s proposed plan change No 2 to the Bay of Plenty Regional Policy Statement (growth management).

Timing is also an issue between the RLTS and RMA plans, particularly given the lengthy RMA processes. RLTSs have their own time requirements and there may be several districts with RMA plans at different stages within a region.

The LGA has provided a further type of planning through LTCCPs, which provide (amongst other things) for asset management and capital investment. The relationship between the RLTS, RMA plans and LTCCP is currently poorly developed in most parts of the country. However, some areas are effectively using LTCCPs as a means of integrating long-term planning and funding requirements, linked to strategic growth management and phased asset expenditure. The three partners to the Western Bay of Plenty SmartGrowth Strategy (WBoP SmartGrowth) provide an example where their respective LTCCPs are used to identify, fund and phase implementation of SmartGrowth initiatives.¹² The LTCCPs are also used to help formalise their relationship.¹³

WBoP SmartGrowth is an example of a voluntary strategy that has been committed to through statutory plans. However, the Auckland region provides an example of a statutory approach, with an attempt made to address legislative discontinuities through the Local Government (Auckland) Amendment Act (LGAAA). The LGAAA requires all of the Auckland region's councils to integrate their land transport and land-use provisions in order to give effect to, in an integrated manner, the growth concept of the Auckland Regional Growth Strategy.

The LGAAA has resulted in changes to the Auckland RPS and the various district plans, to better integrate them. This amendment means RPSs can be more "directive" in their requirements of district plans, and can be a positive step towards integrated planning and transport systems. It will need to be carefully monitored and considered for wider application, particularly as the second generation of plans are being developed and adopted.

In contrast, voluntary regional and sub-regional strategies have been drafted for the Wellington region,¹⁴ the greater Christchurch area,¹⁵ and through SmartGrowth for WBoP. This illustrates a growing need to develop long-term and comprehensive development strategies. It also suggests the current legislation has not proved an impediment to long-term integrated land-use and transport planning, providing the various agencies can work together to plan effectively for integrated futures.

The literature review has not identified any "better" legislative systems internationally. As with New Zealand, other countries appear to have a legislative framework that has evolved to meet societal circumstances, with different levels of opportunity for intervention, coercion and cooperation. The most effective situations rely on cooperation and collaboration between different levels of governance working under a loose legislative mandate, rather than through strong legislative requirements.

Overall, information gathered to date revealed a consensus that legislative changes in the present New Zealand context should be a last resort. There was a certain level of satisfaction with existing legislation, and a desire to make it work more effectively at all levels. However, a need was seen for national guidance in some form to ensure consistency across the country.

3.1.2 Diagnosis

New Zealand appears to have good individual legislation for land-use and transport planning, even though it is not currently well integrated. There was general agreement that the legislation is not a barrier to the integration of forward planning, funding and implementation. Also, because two of the three key statutes are relatively new, and the third has been recently amended, there was a widespread view that major changes are not necessary to deliver integrated outcomes.

¹² The three partners to SmartGrowth WBoP are Environment Bay of Plenty (the regional council), Tauranga City Council and Western Bay of Plenty District Council.

¹³ To illustrate their commitment to the strategy each partner's LTCCP identifies they will "not adopt policies or take actions which are inconsistent with the outcomes sought by SmartGrowth – without full negotiation and acceptance by other partners".

¹⁴ The draft Wellington Regional Strategy.

¹⁵ The draft Greater Christchurch Urban Development Strategy.

Rather, the legislation was commonly viewed as the best New Zealand has ever had for the purpose. It was felt that encouragement and assistance should now be given to local and national government, the private sector (i.e. business and developers) and the community, to make it work in practice. Small changes may be needed to refine legislative relationships and responsibilities (for example requiring funding and delivery agencies to sign off key components within the context of the LTMA at the planning stage), but care must be taken not to lose the effective aspects of the present system.

There was strong support for a national framework (such as a national policy statement within the RMA context) to ensure integrated forward planning, funding and implementation, and consistency in approach over time. It was felt a statutory instrument would be needed to give the national guidance some legislative force, particularly if a "voluntary" approach could not provide certainty of implementation (as was the case prior to the LGAAA and implementation of the Auckland Regional Growth Strategy).

However, the form, coverage and intent of a national policy statement were not detailed. Nor was there agreement that the RMA was a suitable legislative framework. Other statutory options could include the LTA, which already provides for the development of a national transport strategy. Currently there are no national planning or transport frameworks or policy statements.

Overall, legislative and institutional reforms were not favoured but could not be entirely dismissed. Within current legislation

and institutional frameworks there may be practical limits to success in terms of integration. For example, it may be difficult to achieve effective multi-modal integration with the plethora of transport agencies that have different legislative responsibilities. Conversely, legislative or institutional reforms are unlikely to work without behavioural/cultural changes to drive the non-statutory requirements. Thus, a "package" of non-statutory policy tools and mechanisms is essential to support any legislative measures.

3.1.3 Recommended Actions

- Consider legislative change to enable regions to manage/control land development;
 - Identify and encourage best practice under existing legislation;
 - Monitor performance of legislative mandates and aims and consider minor changes over time, as necessary;
 - Consider means of better securing long-term funding and resources through agency agreements, embedded in RLTPs and LTCCPs.
-

3.2 POLICY (NON-LEGISLATIVE)

3.2.1 Discussion

While current legislation was seen as providing an enabling framework for action and generic policy guidance, many practical aspects of transport and land-use planning are not strictly prescribed by legislation.



“Our key problem is that there is too much bottom-up decision-making. This inevitably highlights the differences between the various agencies, and the lack of strong top-down leadership.

— Respondent, CityScope structured interviews

Rather, they are addressed by agencies working under devolved powers and responsibilities, and potential exists for mismatches and inadequacies.

There is a significant issue in terms of integrating plans and planning processes, including funding and staged implementation in the long term.

Under policy (non-legislative area) recommendations include:

- Develop national vision and policy guidance. This requires achieving some consensus on desirable outcomes for integrated transport and land use, consideration of urban form and urban design, and how integrating land use and transport contributes to wider issues such as economic and social development, growth management and national sustainability.
- Analyse the effectiveness of the 2002 NZTS – many raised the need to review it to ensure it provides clearer guidance, is targeted and performance-monitored. Discussions also covered the need to develop a coastal transport (shipping) strategy and a long-term strategy on rail (with an emphasis on future freight implications).
- Clarify links with and between national, regional and local policy and planning documents, and funding programmes. This would enable the relationships between legislative requirements and the numerous agencies to be made more explicit and capable of achieving integrated solutions.
- Identify the appropriate scale for integrated transport and land-use planning and funding. The city-region was widely seen as the most appropriate level, but regional boundaries do not always align with transport management interests, and districts within regions may not agree on the interpretation of policy.
- Identify how cross-regional and cross-territorial integration is best achieved. As well as a requirement under the RMA for plans to make specific provision to address cross-boundary issues there was a general view that active planning partnerships are most appropriate.

While a need was seen for greater national policy guidance, there was little indication of what the vision and desirable outcomes should be. There is a need to clarify exactly what integrated transport and land use is trying to achieve and where it fits within wider considerations such as economic development, growth management, quality of life and environmental sustainability. Achievement of local and regional development aspirations is highly dependent on the integration of transport and land use, and requires an understanding of urban form, spatial planning and urban design to maximise benefits.

The overall thrust of government policy for transport is set out in the NZTS. However, it was generally seen as too high-level to provide any practical local guidance. To be more effective the NZTS should provide a clear indication of priorities and associated actions, with a connection to funding over the long term. Its goals should also link to land-use planning and to urban form and design issues.

A key output from the project is the development of an integrated "package" of measures and tools. Besides issues relating to institutional frameworks, planning practice and capacity and capability (refer to chapters 3.3, 3.5 and 3.6), the packaged approach would include measures to clarify the linkages and roles between national, regional and local agencies, particularly transport agencies. These measures would aim to achieve horizontal as well as vertical integration. Other measures would focus on cross-boundary issues between regional and territorial agencies.

Many stakeholders regarded the decision-making and implementation process as very slow and cumbersome for major planning and transport decisions. This was seen as contributing to problems of cost escalation and uncertainty.¹⁶

A particular aspect of integration that is poorly served in policy is modal integration. A multi-modal approach was considered fundamental to achieving integrated transport and land-use planning. It was also recognised as needing to be urgently addressed (supported by a national policy framework). This multi-modal approach can be considered at two levels:¹⁷

¹⁶ Covered in CityScope Consultants' report and by Booz Allen Hamilton.

¹⁷ See reports by McGregor and Company and MWH.



"Integration is often an issue around individuals and personalities. An understanding of the need for a cooperative approach, and the advantages of unity, is important. Initially, however, it is about those individuals sharing common goals."

— Respondent, CityScope structured interviews

- The relationship amongst competing transport modes at the macro level – air/sea/road/rail
- The roles and ability of various transport agencies to plan, fund and implement integrated solutions. Funding is a key barrier to achieving multi-modal integration: the different funding requirements of different agencies were commonly viewed as resulting in an uneven funding "playing field" (refer to chapter 3.4)

Multi-modal integration issues are particularly relevant to land transport, where most resources currently go and where the major impacts arise. In this context, more attention needs to be paid to planning and investing in walking, cycling and public transport. Land-use planning and urban design can be used to maximise easy access to these modes. This requires strong national and regional transport and land-use policy support, but also implementation at the time of land development by district councils (for example by ensuring space and a level of physical development for these modes), and ongoing support and management by regions (public transport and some cycling) and districts (walking and cycling).

Inter-agency agreements are needed to ensure adequate long-term commitment to agreed planning, funding and implementation decisions. These agreements may come in different forms including LTCCPs, statements of intent and other inter-sectoral agreements.

In practice, committed and dynamic leadership (particularly at the regional scale) appears necessary to overcome a range of difficulties posed by the current fragmented systems.

Leadership also needs to be supported by key stakeholder commitment.

It is difficult to find, or indeed to develop, a perfectly integrated planning and transport system.¹⁸ Advances in land-use and transport planning integration are difficult to achieve, but not impossible.

3.2.2 Diagnosis

One of the project's key messages was the need to develop an integrated "package" of measures and tools, potentially both legislative and policy (non-statutory). The top priorities were to agree on a vision for integrated transport and land-use planning, and the development of national policy guidance, with preference for a statutory measure such as a national policy statement.

The NZTS was identified as a good start but one that needs to provide far stronger guidance and objectives. The project also highlighted the need for better long-term national guidance on rail and coastal transport, including their place within a sharper and more visionary national transport strategy. This could include expanding the roles of the relevant public sector agencies.

A consistent theme was the need for stronger regional governance, and for statutory regional planning documents to be aligned. Emerging regional strategies such as WBoP SmartGrowth highlight the benefits of strategies that provide the context for long-term integrated planning, policy and funding priorities.

¹⁸ A finding from the literature review by Ward Wilson and Transport Futures.

Stronger regional governance will enhance vertical and horizontal integration of agencies, plans and policies. Inter-agency agreements can also formalise decisions for the long term. More directive regional planning and funding priorities can be localised and supported at the local planning level. These could greatly enhance multi-modal solutions.

The requirement for a stronger regional development role also raised suggestions that regions should both plan for and fund regional land-use and transport priorities. This would have implications for the roles of agencies such as regional councils, Transit New Zealand and Land Transport NZ. Overall, a stronger regional transport and land-use development role was identified as an important component of strengthening vertical and horizontal integration of agencies, plans and policies.

It is likely that with leadership and appropriate advice and encouragement, major improvements in practice can be achieved. New Zealand now has several examples of first and even second-generation integrated plans.

An inability to develop an integrated vision for transport and land use undermines the capacity of individual transport modes to invest effectively. This failure is compounded by distortions in the way different modes are regulated, priced and funded. The project team saw benefit in developing a vision for integrated transport and land use, which in turn will drive national guidance, policy and planning.

3.2.3 Recommended Actions

- **Develop consensus and clarity on a desired vision and outcomes for integrated transport and land-use planning;**
- **Identify and analyse options (statutory, non-statutory or both) to promote national direction for integrating transport and land-use planning, funding and implementation – and to drive integration across the LGA, RMA and LTMA, regardless of the particular circumstances of an area. A national policy statement under the RMA is one option to be considered;**

- **Develop guidance for “best-practice” policy in a range of practical circumstances (e.g. region, city, town or rural area);**
 - **Provide some focus and advice in terms of district plan practice and transport planning (e.g. through guidance, case studies, “tool box” techniques).**
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3.3 INSTITUTIONAL FRAMEWORKS

3.3.1 Discussion

The key issue is how agencies, internally and collectively, can best plan, fund and implement integrated planning, both organisationally and geographically. Institutional frameworks for transport are complex, with many national agencies having significant roles.

Most are subject to politicisation, a significant issue that can be overcome only by strengthening the ability to enter formal long-term commitments in terms of planning, funding and implementation.

Policy development is focused at national and regional levels, and delivery of systems is at regional or local levels (except for national infrastructure), although delivery is often subject to national funding relationships. Air and sea transport are not obviously integrated with road and rail in institutional terms, although in practice ports and airports are key transport nodes and their services are an essential part of freight and passenger transport. Air and sea transport providers are effective and comfortable in a market framework and do not seek to be drawn into a more “planned” framework. Although there is some suggestion of over-investment in airports and ports,¹⁹ there would need to be very good reasons for this to change.²⁰

Inter-agency relationships can be damaged by the fact that there are multiple agencies and mixed accountabilities within central government, to some extent between central and regional government, and in relation to agencies such as Transit and ONTRACK. Communication is poor, with a tendency for

¹⁹ CityScope Consultants (ironically, because of the number of each this results in under-investment and/or inefficiencies on an individual basis).

²⁰ See McGregor and Company, Memon and Douglass.

agencies not to collaborate and engage beyond their statutory responsibilities. Internal silos within organisations are a barrier to better practice.

The Ministry for the Environment provides central government policy advice on land use (and planning in general). Overall transport policy is the responsibility of the Ministry of Transport. Many stakeholders see Transit as the more proactive transport policy agency.

The IAP Project team felt that both ministries should take a stronger leadership role in their areas of responsibility, and improve dialogue and communication between themselves. However, encouraging trends are already evident in this area, with the IAP Project an example.

It was widely perceived that the regions were the level at which major transport and land-use decisions should be made. There are 12 regional councils, responsible for the preparation and monitoring of regional plans for governance of public transport and for ensuring national environmental standards are met; four unitary authorities with both regional and territorial authority functions; and 69 territorial authorities (district or city councils) responsible for planning, local roading and community services. Auckland has a separate regional transport authority²¹ under the Auckland Regional Council (ARC) umbrella. The Auckland Transport Strategic Alignment Project sits alongside this to provide a common strategic vision for Auckland transport. Transport and its infrastructure (especially roading) is often a large part of rates expenditure, whereas transport planning and land-use planning do not attract large budgets at either regional or local levels.

It was felt that the regional level of government needs more authority to tackle cross-boundary issues, as individual towns and cities are often too small to integrate land use and transport properly.²² In reality, legislation now provides a strong regional leadership role, but there are still areas where practice lags behind the ideal. Regional government was seen as the appropriate agency to drive integration through growth management and funding. There may also be merit in amalgamating some small cities and districts, or in amalgamating small regions. An alternative would be improved cooperation amongst smaller jurisdictions, e.g. a joint Wairarapa plan. The solutions may be legislative or procedural - for example developing regional strategies to ensure cooperative decision-making and prioritisation.

The project team saw a need for central government to lead or coordinate integration – possibly through a national office or agency with this as its sole responsibility.²³ This should extend to periodic review of agencies' performance, and encouragement to undertake structural, process and culture change as necessary to build integrative capacity. An international example is the Office of Urban Management in Queensland, Australia, which is charged with implementing the Queensland Integrated Planning Act.

A review of agencies' roles and responsibilities to integrate planning, funding and implementation was also seen as desirable. Commitment to key planning documents – particularly the RLTS – should be secured through a formal process such as a sign-off. It was felt that this should extend to agencies such as Land Transport NZ, Transit and ONTRACK, where internal



“Currently, each agency has its own responsibilities, but if the system fails, they can point the finger at others. This system lends itself to non-accountability.”

— Respondent, CityScope structured interviews

²¹ Auckland Regional Transport Authority or “ARTA”

²² See papers by McGregor and Company, Memon and Douglass.

²³ Although not identified in specific studies, this was an outcome of the workshop noted in section 2.1. Possible models were the Government Urban and Economic Development Office (GUEDO) or the NZ National Road Safety Council.

funding policies and procedures need review to enable long-term funding of integrated solutions.²⁴

IAP Project discussions also encompassed the value of establishing a regional development agency that could assist in coordinating, project managing and/or funding regionally significant projects including areas and transport corridors prioritised for intensification, particularly "brownfield" development.

International experience suggests that agency cooperation and collaboration, under a clear policy mandate and acting in the light of clear objectives, is likely to be more effective and adaptable than other models (such as combining agencies).

The project team suggested further research on institutional frameworks and related matters to investigate their relevance to New Zealand circumstances.²⁵

- Melbourne 2030 – could be a good case study looking at strategic directions, policies and initiatives
- Auckland Transport Strategic Alignment Project – common strategic vision
- UK Commission for Integrated Transport – an independent body advising the Government on integrated transport policy
- Transport for Scotland – a multi-modal implementation agency for coordinating integration initiatives
- South East Queensland – Office of Urban Management
- National Road Safety Council (NZ) – an example of agency collaboration

3.3.2 Diagnosis

New Zealand institutions with transport and planning responsibilities are not particularly well integrated. In practice, regions may not have taken up their authority to achieve either their transport planning mandate or adequate cross-boundary integration. The urban transport planning function is still an uncomfortable one for some regions, where natural resource management has been the past focus. Lack of skilled staff/advisors compounds this issue. However, the need to

work together effectively is being recognised, and formal and informal relationships are being developed. The project team did not see major changes in structure as necessary at this stage. The Auckland Regional Transport Authority example needs to be monitored to see if it could have wider application, or whether less formal systems for integration may suit less complex regions.

However, practical support for inter-agency planning and implementation processes was seen as necessary in many parts of the country, with national agencies having a key role. There is potential to learn from New Zealand best practice and from overseas models of interagency cooperation.

Organisations need to undertake internal reviews to break down silos, and there may be a role for a national agency to facilitate this on an ongoing basis.

3.3.3 Recommended Actions

- Review and clarify the responsibilities, relationships and accountabilities amongst relevant agencies. Make changes where efficiencies will result and/or effectiveness will improve. Consider the possibility of a national "integrating" agency;
 - Continue to develop inter-agency relationships, and specifically mandated groupings to address issues – either generic or geographic;
 - Consider the merits of establishing regional development agencies;
 - Continue to build central government inter-agency relationships, and consider means of more effectively expressing national policy intentions including national guidance (statutory and non-statutory options);
 - Strengthen regional government practice in framework transport/land-use planning through "best-practice" advice;
 - Consider possible amalgamation of small local government units (but note that transport and planning issues are unlikely to be key drivers for this);
 - Evaluate and learn from overseas experience.
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²⁴ Funding responsibilities are also embedded in institutional frameworks. Further comments are made under the funding theme.

²⁵ See paper by Ward Wilson and Transport Futures.

3.4 FUNDING

3.4.1 Discussion

Transport is not a commodity that necessarily lends itself to rational market behaviour. Accordingly, government intervention through funding and pricing is needed to ensure the national policy objectives of the NZTS are met. Issues include the appropriate mix of sea, rail and road transport for freight, plus the levels of investment between rail and bus systems for passenger transport. Left to the market, outcomes would not necessarily accord with the national interest. Road pricing and other government interventions such as vehicle taxation and fuel pricing are able to influence many outcomes.

Funding plays an important part in determining New Zealand's transport systems and the effectiveness with which they are integrated with land-use planning. Many people find funding systems complex and confusing, and suggest they do not lead to the best outcomes.²⁶

Local roads are funded by local authority rates and Land Transport NZ subsidy. Many local councils receive about half the cost of roads through the subsidy, while state highways (administered by Transit New Zealand) are fully funded through Land Transport NZ. This difference strongly influences land-use and transport decisions. Local authorities prefer state highway construction, though this might not always be the best option to increase integration within and between land use and transport. Local traffic circulation plans try to guide as much traffic as possible to state highways, though it is not the function of the state highway system to accommodate local traffic.

Having two funding agencies (Treasury for rail and Land Transport NZ for roads and public transport services) does not stimulate an integrated approach to planning. This is further complicated in some areas by the arrangement that "below track" works are funded by Treasury while "above track" capital investment (including rolling stock) is funded by the region.

Public transport services are typically administered by regional councils using rates and subsidised by Land Transport NZ. The dependency on ratepayers to cover operational costs is a major barrier for new public transport services. Walking and

cycling projects receive a small (around \$10 million annually) but increasing amount of government support. Walking and cycling are also supported in less easily quantified ways through routine road works, where opportunities are sometimes taken to improve conditions for pedestrians and cyclists.

Some \$24 billion is now programmed under the National Land Transport Programme (NLTP) over the next 10 years. The roading part of the NLTP²⁷ has steadily increased from \$696 million in the year to 30 June 1997 to a projected \$1.63 billion in the year to 30 June 2007. This is an increase of 134% or nearly 9% per annum (compound growth) since 1997, with even greater growth since 2004, averaging 15% per annum. Further increases in the roading part of the NLTP are allowed for in the budget for the coming years, before expenditure plateaus at about \$2 billion. The anticipated roading expenditure of \$2.19 billion for 2017 represents a 215% increase since 1997.

Between 2001 and 2006, growth in roading expenditure increased from \$846 million to \$1.42 billion (an increase of nearly 70%), exceeding inflation by a factor of nearly five.

Public transport and cycling account for about 4% of all trips in New Zealand, while walking accounts for 19%. Taxis, trains, ferries and planes collectively account for about 1%. Given the proportion of trips undertaken by walking, much more funding should be allocated to supporting this mode, including encouraging more people to walk for short trips. Minimising urban sprawl and increasing urban residential densities ensures greater access to walking, cycling and public transport. Integrating land use and transport in sound urban design also leads to improved community health and safety, better urban amenity and more efficient movement of goods and services. The funding system does not generally appear to be attempting to make significant change to the modes of travel in New Zealand. There are, however, New Zealand examples of best practice that indicate a movement toward greater integration, which can inform future best practice.

The Land Transport NZ funding allocation process focuses on projects rather than systems, and supports incremental upgrades, when a long-term integrated planning approach

²⁶ CityScope Consultants. Also mentioned to some extent in most of the other reports.

²⁷ Defined as the sum of replacements, improvements and maintenance, but excluding regional funding.



“The Auckland RLTS suggests a re-allocation of funding towards public transport (especially rail), but most funding is under the control of government, which does not necessarily agree with the direction the RLTS is taking.”

— Respondent, CityScope structured interviews

may have chosen another route or another transport solution.²⁸ Funding for land-use development, urban design, and amenity is not adequately integrated with transport funding streams.

The land-use/transport planning system appears to be resulting mostly in “business as usual” rather than a comprehensive review of the transport system requirements of New Zealand communities in the medium to longer term.

Pricing and funding uncertainties and anomalies remain barriers to effective integration, especially between modes. Some progress has been made, but further attention is required as a high-order policy commitment.

A further source of funding is from financial or development contributions at the time of subdivisions and development. These one-off contributions are a means for local government to ensure that development pays for an appropriate share of the off-site infrastructure that it requires. Such contributions include land for roading and roading works, but also contributions to new Transit infrastructure, pedestrians’ areas and cycleways. Such opportunities are dependent on the nature and scope of the territorial authorities’ financial/development contribution policies, and are not consistently applied. They are also frequently challenged. There is an increasing call for “growth to pay for growth” that requires a wider appraisal of other funding options.

3.4.2 Diagnosis

There appears to be support for a strategic review of funding priorities to better support walking, cycling and public transport,

to help meet the NZTS objectives.²⁹ The FAR for different transport modes might need revision.

Funding seems to be unnecessarily complex due to fragmentation of funding streams and non-alignment of evaluation criteria between agencies. This complexity makes it hard to obtain funding for projects with a mix of transport modes and land-use developments.

The “growth to pay for growth” approach means more attention should be given to “user pays”, “polluter pays”, and potential alternative funding sources such as public-private partnerships for new transport infrastructure. Basic information about the costs and implications of lifestyle and other choices in transport terms is needed throughout society, so that people are able to make land-use and transport decisions on the basis of full information.

In addition, desirable outcomes from a policy perspective are likely to require increasing amounts of effort and funding in travel demand management. The basis for funding, and a means of auditing of the effectiveness of travel demand management, are areas where practice needs support.

To provide greater clarity and certainty for stakeholders, it may be beneficial to ensure that all relevant agencies, including those responsible for funding, commit to integrated planning and sign off the resulting plans. These would include the RLTS, LTCCPs and State Highway Programme within each region.

²⁸ MWH Think-piece.

²⁹ MWH Think-piece.

3.4.3 Recommended Actions

- Review funding systems and mechanisms to identify barriers to integration and examine possible incentives that promote an integrated approach to planning;
 - Keep non-pricing travel demand management tools under review, with the expectation that they should increasingly be used to manage travel demand and land use;
 - Central and regional government should support the use of financial and development contributions as a means of local community investment in transport systems at the time of development, e.g. in a policy statement and/or through best-practice guidelines;
 - Transport pricing should be kept under continuous review for its use as a tool in managing the demand for transport.
-

3.5 PLANNING PRACTICE (IMPLEMENTATION)

3.5.1 Discussion

An integrated approach to planning transport/land-use systems must also encompass delivery of the physical attributes of an integrated system. Land-use development patterns become relatively fixed early in development processes. They are slow to change on a voluntary basis except where there are significant market drivers (e.g. big box retailing and urban redevelopment). Transport systems are dynamic and require constant review and maintenance.

The IAP Project team saw implementation as a major issue; including quality control of prepared plans, monitoring, reviewing and updating. Neither policy nor plans have any validity if they cannot be, or are not, adequately implemented over the long term.

Implementation of integrated solutions also raises the issue that different agencies responsible for different transport modes or land-use development areas have different standards that they develop to. Often this links to a least-cost scenario. Accordingly, there are challenges in developing and implementing a single design concept that may take agencies out of their comfort zone and/or capability.

Another key issue the studies identified was the role of national, regional and local authorities in stimulating private development. Public agencies can stimulate private investment by providing long-term planning certainty and investment in public space upgrades such as roading and parks. Urban design plays a critical role in achieving high design quality in order to attract investment.

Key concepts under this heading are:

- Who determines quality and alignment with national objectives? RMA plans must satisfy the community via testing through the Environment Court, while LTCCPs are approved by councils and are subject to audit. The situation could be improved if all involved agencies signed off RLTSs. Annual reporting against RLTSs could also provide useful feedback, as well as a basis for any necessary corrective action.
- Many plans appear inadequate in setting measures of performance and triggers for review. While there are some relevant national indicators, these are not often built into plans as regional or local performance measures. Regional/local indicators are rarely well developed.
- There is a lack of mechanisms at national level, or incorporated in plans, that provide incentives and disincentives in relation to integrated planning. While this aspect was raised in several reports and at the workshop, examples were few.³⁰

3.5.2 Diagnosis

The implementation of plans lacks accepted measures to show performance or compliance, and there is a lack of techniques for enforcement, or to support and reward good practice (such as incentives, or conversely sanctions and disincentives for poor practice).

These are matters of relative detail, but they are crucial if policy and plan-making processes are to pay more than just lip service to the intent of the TSSD, and the purposes and objectives of the various legislation.

³⁰ An example could be a reduced development contribution for a desired density of development.



“The planning process takes far too long. It has been hampered by an appalling lack of leadership, and in a desire to gain consensus, things grind on and on! Hard decisions need to be taken, and someone eventually needs to make a call.”

— Respondent, CityScope structured interviews

3.5.3 Recommended Actions

- Review practice to identify effective indicators of good planning (e.g. integration targets), and monitoring methods which could contribute to a “tool box” of performance measures;
- Investigate the use of incentives to promote integration during the implementation phase;
- Consider an effective quality-control mechanism for RLTSs;
- Investigate the role of public agencies to better attract private investment;
- Identify means of reviewing/auditing implementation.

3.6 CAPACITY AND CAPABILITY

3.6.1 Discussion

Even with strong national direction, an integrated approach to planning will not be successful without professional and political skills at a high level, plus involvement and commitment through stakeholders and during service delivery. The IAP Project team saw a general shortage of skills and experience to

ensure integration and to effectively promote the achievement of national policy. It is imperative that strong and visionary leadership exists in the professional and political spheres, and at national, regional and local levels.

Skill development was also seen as key, and should be geared increasingly towards the quality of information and analysis brought to decision-making, and towards fostering integrating behaviours.³¹ Institutional capacity is low in some areas (especially in some regions and districts, but also in some central government agencies) and this inadequacy compounds issues around implementation.

The studies generated a range of suggestions to address current shortcomings. These included:

- National best-practice guidance notes dedicated to implementing the NZTS, to “upskill” professionals and decision-makers and share knowledge. There are a range of established professional bodies and other organisations with conferences that meet some of this need.³² However, benefit would be gained from a conference or workshop series that deliberately crosses the discipline silos that currently dominate the professional landscape.

³¹ See CityScope Consultants report.

³² Professional bodies and other organisations with conferences include:

- New Zealand Planning Institute annual conference
- IPENZ Transportation Group annual conference
- NZ Institute of Architects annual conference
- NZ Institute of Landscape Architects annual conference
- Transit New Zealand annual conference
- Trafanz annual conference
- Transport – ‘the next 50 years’ conference – July 2007
- Biannual walking and cycling conferences
- Urban design champion workshops and other initiatives through the Urban Design Protocol

- Greater dialogue amongst the public and private sectors. Significant private sector players include: engineers and planners (often left out of government forums, such as the Road Controlling Authority forum); and land developers or urban "re-developers".
- The wider dissemination of information and expertise from key agencies such as the Ministry of Transport, Land Transport NZ and Transit.
- Using all means for working together to overcome the perceived lack of respect between different sectors, professions and agencies. A culture change should be fostered. There are some relatively successful examples – e.g. the fostering of agency urban design champions by the Ministry for the Environment, and integrated planning teams within local government agencies.

3.6.2 Diagnosis

Leadership is needed at national level to foster skill and capacity in terms of future integration of land-use and transport planning. Legislative and other frameworks are in place, but there is a shortage of people able to lead and contribute effectively to analytical and decision-making processes on a multi-disciplinary basis in transport fields.

Greater opportunities for professional staff, decision-makers and other stakeholders need to be created to enhance the skill base, and to change silo cultures.

3.6.3 Recommended Actions

- Develop a framework to raise the profile of the benefits of integrated planning;
 - Develop methods to increase skill levels throughout the country, at the work floor and at management level;
 - Support existing conferences and encourage leaders from professional groups to present papers at the conferences of other disciplines;
 - Develop best-practice guidelines with an integrated, multi-disciplinary approach.
-



“Personal relationships are much more important to effective integration than organisational structures or legislation. Effective integration at the personal level requires trust and respect between key players.”

— Respondent, CityScope structured interviews



CONCLUSION



An integrated planning and transport framework can be described as a connected chain of elements, including institutions, regulations, mechanisms and resources.

New Zealand's current legislation and institutions are not considered by the project team to be a barrier to delivering an integrated approach to planning. Rather, they provide the framework for improvements in policy and plan development and implementation that are seen as the key to effective integration.

Main findings from the Phase One study were:

Legislation

Legislation is generally sufficient to achieve an integrated approach to planning, but some misalignment does exist, and more clarity in policy development and good practice is needed. Overall, legislative and institutional reforms were not favoured but could not be entirely rejected. Any such reforms are likely to work only with behavioural/cultural changes to drive the non-statutory requirements. Therefore, a "package" of non-statutory policy tools and mechanisms is vital to support any legislative moves.

Policy (non-legislative)

A national vision of desired outcomes for integrated land use and transport is needed. This may result in a case for a national policy statement to provide more national guidance and strengthen responses to the issues at regional and district level and across agencies. It could also help reduce examples of bad practice or poor decision-making.

Institutional Frameworks

The Ministry for the Environment and Ministry of Transport should take more of a leadership role in the integration of transport and land-use planning and the drive to achieve more sustainable transport.

Integration of transport and land-use planning is interpreted differently amongst stakeholders. Some argue that integration of planning effort is needed to ensure transport infrastructure is constructed on time to accommodate future transport demand from new land-use developments (predict and provide). Others argue that integration of planning effort is needed to achieve a sustainable transport pattern, by regulating urban growth and increasing densities.



Regional government needs to tackle cross-boundary issues more effectively, as individual cities are too small to properly integrate transport and land use. There have been instances of regional government taking leadership on such issues, with valuable lessons to be learned.

Funding

Funding plays an important part in determining New Zealand's transport systems and how well they are integrated with land-use planning. Accordingly, a review of funding systems and mechanisms in the context of integration should be undertaken as part of the IAP Project process. The emphasis should be on simplifying and clarifying systems, the effectiveness of current FAR and the efficiency of the current fragmented organisation of funding.

Planning Practice (implementation)

No monitoring and performance indicators exist to determine if goals and targets are being met, e.g. there is no effective quality-control mechanism for RLTSs. There are insufficient measures for showing performance or

compliance in implementing plans, and there is a lack of techniques for enforcement, or to reward good practice.

There is currently a general willingness in New Zealand to improve the integration of land-use planning and transportation. Better practice in a number of areas, with appropriate policy and funding support, will result in significant improvement in future integrated planning outcomes.

Capability and Capacity

Best-practice guidance notes, conferences and regular forums are all avenues to upskill professionals and decision makers, and instrumental in achieving better integration.

Those involved in the investigations undertaken in IAP Phase One have identified a wide range of issues associated with an integrated approach to land-use planning and transport systems. However, largely through recent legislative reform and current government focus, the country is in good shape to make significant progress within a relatively short timeframe in improving integration.

RECOMMENDED ACTIONS

3.1.3 Legislation

- Consider legislative change to enable regions to manage/control land development;
- Identify and encourage best practice under existing legislation;
- Monitor performance of legislative mandates and aims and consider minor changes over time, as necessary;
- Consider means of better securing long-term funding and resources through agency agreements, embedded in RLTPs and LTCCPs.

3.2.3 Policy (non-legislative)

- Develop consensus and clarity on a desired vision and outcomes for integrated transport and land-use planning;
- Identify and analyse options (statutory, non- statutory or both) to promote national direction for integrating transport and land-use planning, funding and implementation– and to drive integration across the LGA, RMA and LTMA, regardless of the particular circumstances of an area. A national policy statement under the RMA is one option to be considered;
- Develop guidance for “best-practice” policy in a range of practical circumstances (e.g. region, city, town or rural area);
- Provide some focus and advice in terms of district plan practice and transport planning (e.g. through guidance, case studies, “tool box” techniques).

3.3.3 Institutional Frameworks

- Review and clarify the responsibilities, relationships and accountabilities amongst relevant agencies. Make changes where efficiencies will result and/or effectiveness will improve. Consider the possibility of a national “integrating” agency;
- Continue to develop inter-agency relationships, and specifically mandated groupings to address issues – either generic or geographic;
- Consider the merits of establishing regional development agencies;
- Continue to build central government inter-agency relationships, and consider means of more effectively expressing national policy intentions including national guidance (statutory and non-statutory options);
- Strengthen regional government practice in framework transport/land-use planning through “best-practice” advice;
- Consider possible amalgamation of small local government units (but note that transport and planning issues are unlikely to be key drivers for this);
- Evaluate and learn from overseas experience.

3.4.3 Funding

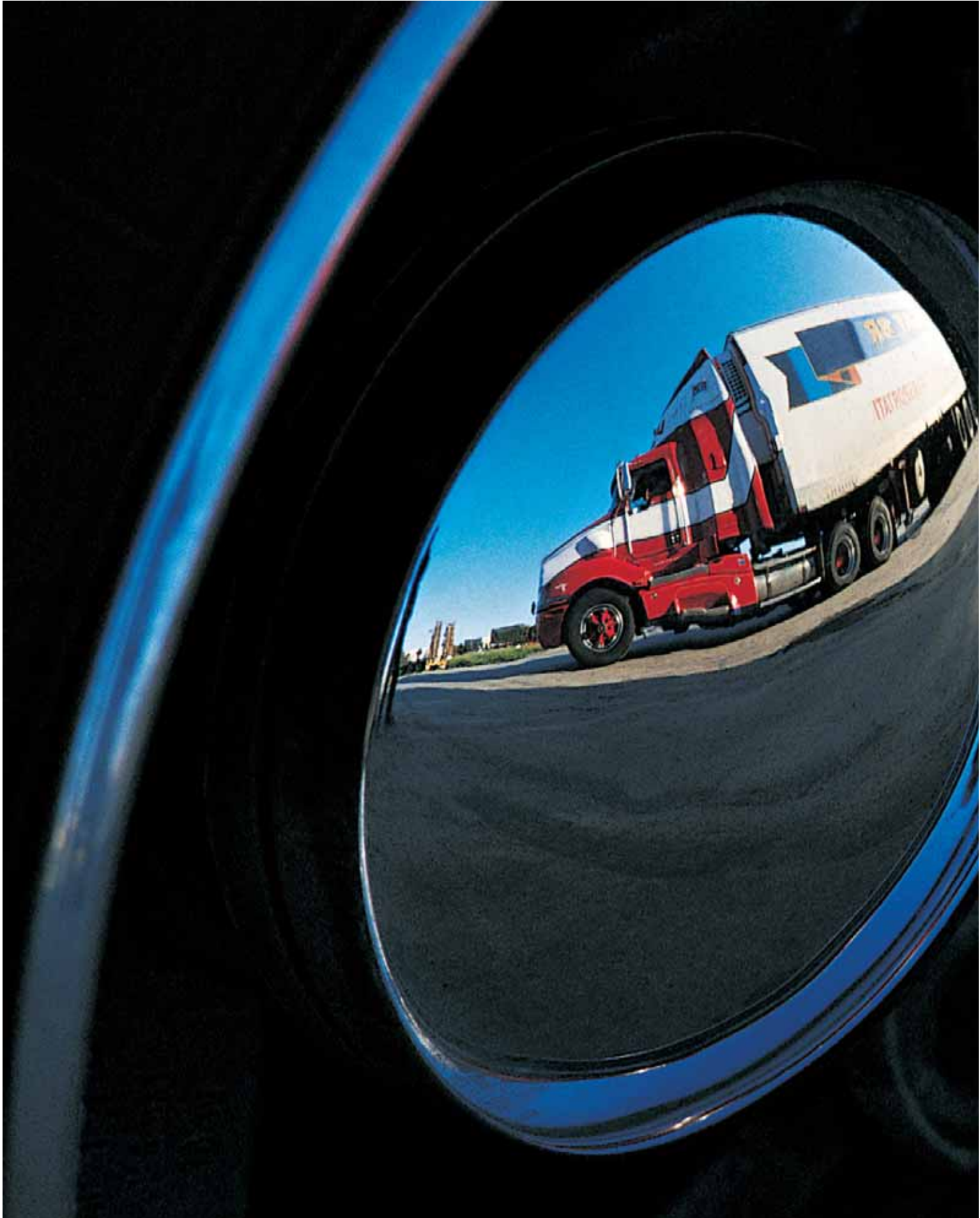
- Review funding systems and mechanisms to identify barriers to integration and examine possible incentives that promote an integrated approach to planning;
- Keep non-pricing travel demand management tools under review, with the expectation that they should increasingly be used to manage travel demand and land use;
- Central and regional government should support the use of financial and development contributions as a means of local community investment in transport systems at the time of development, e.g. in a policy statement and/or through best-practice guidelines;
- Transport pricing should be kept under continuous review for its use as a tool in managing the demand for transport.

3.5.3 Planning Practice (implementation)

- Review practice to identify effective indicators of good planning (e.g. integration targets), and monitoring methods which could contribute to a “tool box” of performance measures;
- Investigate the use of incentives to promote integration during the implementation phase;
- Consider an effective quality-control mechanism for RLTSs;
- Investigate the role of public agencies to better attract private investment;
- Identify means of reviewing/auditing implementation.

3.6.3 Capacity and Capability

- Develop a framework to raise the profile of the benefits of integrated planning;
- Develop methods to increase skill levels throughout the country, at the work floor and at management level;
- Support existing conferences and encourage leaders from professional groups to present papers at the conferences of other disciplines;
- Develop best-practice guidelines with an integrated, multi-disciplinary approach.



APPENDIX – SUMMARY OF REPORTS



The six reports reviewed for this report shown above:

PROJECT	CONSULTANT – Authors and Company
1. Literature review	Martin Ward – Ward Wilson; and Don Wignall – Transport Futures
2. Structured interviews	Barry Mein – CityScope Consultants; and Phillip McDermott – McDermott Fairgray Group
3. Historic plans analysis	Ian Wallis and Richard Hancy – Booz Allen Hamilton
4. Think-piece	Andrew Macbeth and Sylvia Allan – MWH New Zealand Ltd
5. Think-piece	Ali Memon – Lincoln Academics; and Malcolm Douglass – Douglass Consulting Services
6. Think-piece	Michael Murray – McGregor and Company

LITERATURE REVIEW –

WARD WILSON AND TRANSPORT FUTURES

An outline **review of planning systems** was undertaken to describe the New Zealand situation and examine systems in Australia, Canada, the United Kingdom and elsewhere that have features that appeared worthy of further scrutiny.

The review covered national and regional systems to identify examples of integration that may be applicable to New Zealand.

The report found that while conditions vary considerably between the locations considered and although no perfect example exists, there were a number of useful examples with possible application to New Zealand. A preliminary list of 17 systems, representing a range of spatial scales and conditions, was selected for initial review. Systems were reviewed on the basis of a relative four-point scale.

From this assessment three systems were selected for more detailed review in order to provide a comparison with New Zealand: Queensland, Scotland and Wales. At the city-region scale, Vancouver and SE Queensland were chosen for comparison purposes with Auckland.

The **reference search** used international databases and identified relevant presentations, research papers, conference papers, studies, books and plans. The range of topics covered reflected the wide scope of the term “integration”, ranging from reviews of national systems to planning techniques and development control regulations in specific localities.



A total of 256 references were selected for initial evaluation and assessed for relevance on a four-point scale. The literature review used a structured approach by considering five main topics: land use and transport (general); sustainable growth of urban areas; development management; sustainable transport initiatives and the effect of transport on the economy. From this, 63 of the most relevant references were selected for detailed review.

An analysis template was designed to ensure a consistent set of information was obtained from the material reviewed, and to assess the systems/references in terms of:

- How successful they were in practice
- How applicable they were likely to be to New Zealand conditions

The report concluded that:

- There is good opportunity to improve New Zealand planning and transport systems and to learn from international experience of land-use and transport integration.
- There is good scope to prepare a clear national strategy for the integration of land use and transport, supported by appropriate legislation, policies, regulations, delivery mechanisms, assessment techniques and monitoring.
- It is essential to retain conventional economic appraisal of transport systems (involving cost-benefit analysis of factors such as travel time, vehicle operating costs and crashes), including the incremental assessment of potential future investment options. In some locations, for certain types of investment, wider potential economic benefits and detriments also need to be assessed.
- Further work analysing the reference material in greater detail, and discussion with key contacts associated with the reference materials, would be beneficial.

STRUCTURED INTERVIEWS – CITYSCOPE CONSULTANTS AND MCDERMOTT FAIRGRAY GROUP

This report presents the findings of 31 structured interviews with individuals knowledgeable in land-use/transport planning in New Zealand, and related fields. About half of the interviewees were from industry (transport operators and land-use/transport professionals) and half were from central, regional and local government.

The interviews showed strong agreement about the importance of integration, and a general consensus about current problems. Interviewees tended to respond to the "problem" of integration as something underlying a range of transport issues. The study identified the following themes:

- Land-use decisions are being taken without consideration of transport effects. This leads to congestion and impacts on safety, public health and employment as a result of increased motor-vehicle dependency and inefficient urban form.
- Major transport decisions have effects on land use and urban form that are not adequately addressed.
- Things take too long to happen, with associated costs and inefficiencies. As a result, infrastructure investment has often not kept pace with growth in demand.
- The transport system is not "joined up", with examples of poor inter-modal connections and discontinuity of planning and standards between state highways and local roads.
- Conflicts over the use of transport corridors have emerged, with increasing multi-modal demands (e.g. walking, cycling and public transport) on corridors with limited capacity.
- Investment decisions are not always efficient, with gaps in some areas, and a duplication of capacity in others. Investment in roads and rail has been inadequate, yet ports have over-invested.



Interviewees attributed a number of these problems to the lack of integration of land-use and transport planning, including poor coordination of the two in practice, the cumbersome nature of land-use planning and of transport planning and funding, and lack of strategic land-use planning.

The inability to develop an integrated view of the future of land-use or transport systems undermines the capacity of individual modes to invest effectively, a failure compounded by distortions in the way different modes are regulated and priced.

The interviews explored barriers to integration, and identified four broad categories:

Barriers arising from the **legislative and policy environment**, including:

- Legislative misalignment between the RMA, LGA and transport statutes (including the LTMA and LTA)
- A lack of connection amongst various planning documents at regional and local levels
- A lack of national policy direction and an associated lack of connection between policy, investment requirements, and funding

Barriers arising from the **institutional framework**, including:

- Multiple agencies with different terms of reference, and a resulting lack of clarity of responsibilities
- Difficulties arising from poor inter-agency relationships and a lack of effective communication

- The political nature of transport and land-use decisions
- Organisational issues, including problems associated with organisational culture, the availability of information, technical capability and human resources
- Inter-modal barriers, arising from institutional fragmentation

Barriers arising from **pricing and funding arrangements**, including:

- Incorrect pricing signals
- The amount of funding and its connection to outcomes

Barriers arising from **current planning practices**, including:

- Process issues, including consultation obligations
- Differing standards between organisations and over time
- Lack of a long-term perspective

Interviewees identified a wide range of possible improvements ranging from relatively straightforward process changes to major structural or legislative reform.

In summary, three core themes emerged: the need to do the right thing, at the right place, and at the right time.

“Doing the right thing” focuses on how to make better use of transport resources, and enhance the environment within which resource allocation decisions are made. Better information on the economics of multiple transport systems is needed, as is an



appreciation of the long-term relationship between transport and land use.

In terms of "the right place" an increased recognition of the inter-relationship between land use and transport was seen as necessary, taking into account different regional and local circumstances. There was, however, no clear agreement on what was required, other than a more sophisticated approach.

Making timely decisions and implementing them at the appropriate point defined the third theme, "the right time". Making the right investment in the right place at the right moment was seen as a fundamental challenge in achieving integrated transport planning.

In seeking more positive outcomes in future, interviewees identified the need for the New Zealand transport system to be led by and respond to a national transport policy statement, which would provide a stronger level of guidance than the present NZTS. This, in turn, would inform and be given effect through RLTSs, integrated formally with regional and local land-use planning processes, and implemented through a range of investment and operational agencies in a transparent and effective manner.

It was felt this could be achieved through the existing framework of agencies and mandates, rather than through new ones, although rationalisation and focusing of resources and capabilities would be needed. A number of specific suggestions were made to help achieve the improvements.

HISTORIC PLANS ANALYSIS – BOOZ ALLEN HAMILTON

The objective of this project was to investigate the potential to compare past plans against actual outcomes, and to provide insights into the strengths and weaknesses of transport and land-use planning approaches. Plans analysed were mostly RLTSs from Northland, Auckland, Waikato, Bay of Plenty, Gisborne/Hawke's Bay, Taranaki, Manawatu/Wanganui, Wellington, Nelson/Marlborough/Tasman, Canterbury, West Coast and Otago/Southland.

The report identified a number of issues across the country resulting in lowered levels of transport service. In rural areas these include increased levels of dairy, forestry and tourism activity. In urban areas, they include increases in congestion largely resulting from "greenfield" development.

The report noted that implementation of RLTS policies has, for the most part, been slow. Accordingly, the objectives and targets included in earlier RLTSs (to the extent that these were articulated) have generally not been achieved. The pace and scale of infrastructure development and service delivery improvement has not met the expectations raised in the RLTSs, and the level of mode change, congestion relief and environmental improvement suggested by early RLTSs has not eventuated.

The report identified a combination of inter-related issues, exemplified by experience in Auckland, but common across the country:

ISSUE	EXAMPLES
Lack of sufficient funding to undertake all proposed investments (this in turn has arisen from a lack of fiscal constraint in the preparation of the RLTS). The RLTS has often been more "wish-list" than strategy.	Examples from previous RLTSs include: <ul style="list-style-type: none"> • Light rail • Integrated ticketing • Highway improvements with unrealistic timeframes
Arising from the funding issue, the RLTS has often been used to lobby central government for more funding, undermining its value as a statement of strategic priorities.	The 2003 RLTS illustrated a "funding gap" between desired expenditure and available funds. Subsequent funding lobbying led to the Joint Officials Group review in 2003 and Government funding and governance reform proposals in December 2003. The 2005 RLTS has also identified a "funding gap".
The difference between what is desired (politically) and what is realistic within the constraints of the existing urban form and transport system (with its inherent inertia), and funding and institutional constraints.	The 1999 RLTS included "market share targets" for public transport that were based on an assessment of what mode share would need to be to maintain a reasonable level of service on major highways, rather than an analysis of what was likely to be achieved.
The nature of the ARC Regional Land Transport Committee (RLTC) has meant it is very difficult to engage in trade-offs between objectives, or to accept the need to work within fiscal constraints.	Previous attempts to prioritise projects to input to funding decision processes have resulted in all projects having a high ranking, and requests for more funding.
Lack of a strong implementation focus by the RLTC, which has no direct accountability for ensuring the RLTS policies are implemented.	The RLTS allocates responsibility for implementation of policies, but the RLTC has no mandate to hold those agencies to account for lack of delivery.
A division of implementation responsibilities between multiple agencies with different mandates and constituencies, and poor levels of cooperation between those agencies.	Examples include bus priorities and public transport services to growth areas (local councils, bus operators and ARC). For example, the various planning and funding agencies for Auckland's rail network have continually disagreed over the nature, scale, timing, financing and funding of development.
A tendency to include a raft of supporting policies and actions without proper consideration of their costs or benefits.	The 1999 RLTS included policies for district plans and structure plans to introduce land-use measures to support public transport along key corridors. The lack of progress on this issue was one of the factors that led to the recent LGAAA requirement for transport and land-use planning changes.

The report recommended further case studies to identify progress particularly since 1991 (following enactment of the RMA, and local body restructuring).

**THINK-PIECE –
MWH NEW ZEALAND LTD**

As one of the three contributors of "think-pieces" commenting on the effectiveness of the relationship between land-use planning and transport planning, MWH also looked at how well the objectives of the NZTS are being implemented, especially in terms of the land-use/transport relationship.

The report concluded that there has been considerable progress over recent years in improving the connections between land-use planning and transport planning, and there are encouraging trends. But overall, New Zealand is not moving rapidly enough towards meeting the objectives of the NZTS to be able to achieve its vision of an affordable, integrated, safe, responsive and sustainable transport system by 2010.

The TSSD document's 12 "directional statements" were used as a basis for evaluating how well New Zealand is doing in meeting the five objectives of the NZTS. The directional statements were rated against whether the objectives are being met, on a five-point scale from "strongly agree" to "strongly disagree", as follows:

On balance, the report concluded that the NZTS objectives are probably not being met. It was felt the NZTS vision will not be able to be realised by 2010. Nevertheless, the vision and objectives of the NZTS were considered even more relevant today than when they were first established.

Recommendations to improve New Zealand's transport system performance and the relationship between land-use planning and transport planning were as follows:

1. Better integration of processes under relevant legislation;
2. Better data and key performance indicators for land transport;
3. Better problem definition, wider options, industry guidelines for transport evaluations;
4. Better communication, education and marketing of NZTS vision and objectives;
5. Better use of existing transport resources, rather than necessarily more resources; and
6. A range of improvements to institutional arrangements.

The report noted that New Zealand's land-use and transportation systems are inextricably linked. Yet it was felt that planning for them was generally poorly integrated. To be globally competitive in a world increasingly constrained for fuel and land, with global warming an increasing concern, the country will need more compact urban areas and more efficient and sustainable transport systems. New Zealand's geographic isolation and small population provide opportunities not often available to other countries.

NZTS OBJECTIVE	"THE OBJECTIVE IS BEING MET"
1. Assisting economic development	Disagree
2. Assisting safety and personal security	Neither agree nor disagree
3. Improving access and mobility	Neither agree nor disagree
4. Protecting and promoting public health	Agree
5. Ensuring environmental sustainability	Disagree



THINK-PIECE –

ALI MEMON/MALCOLM DOUGLASS

The report suggested that the best ways to achieve integration in practice and to promote sustainable development are often unclear. Reasons include:

- The project-focused logic of agencies responsible for infrastructure provision
- The general central government acceptance of only those models of integration that mobilise short-term or shallow concepts of sustainability
- The focus on administrative and technical approaches to integration

The "predict and provide" approach to transportation planning is not a complete solution. A new generation of tools, including direct economic restraints such as tolls, area-wide charges and increased vehicle tax regimes, were suggested to modify travel behaviours.

In the interim, the authors recommend the following strategies:

- To give priority to the most efficient forms of travel - walking, cycling and public transport
- To develop systems to manage scarce road space (transport corridors) optimally, by a combination of regulation (e.g. high occupancy vehicle lanes) and fiscal measures (e.g. road charging)
- To develop a strong planning system at city and regional levels that will direct development to achieve higher density, mixed use and accessible cities

Land-use planning must be part of a wider package if it is to be effective in protecting the environment and influencing travel demand. Implementation is likely to remain problematic as long as approaches are limited to "bending" rather than reversing social trends and preferences.

The NZTS, with its transportation planning forecast and review period of 10 years, is inadequate if coordination of urban growth and provision of transportation infrastructure (requiring horizons and lead times of 40 or 50 years) is to be achieved.

However, the LTMA has potentially created an integrated framework for land transport planning, funding and management.

At a regional level, there is a lack of integration of land-use and transport planning and a lack of robust transportation models suited to testing the options and monitoring the results. The regions do not have the resources or the capacity at present to carry this responsibility. In the future RLTSs should become the 'glue' that holds long-term traffic planning and effective multi-modal land transport programmes together.

The report suggested a range of approaches to the issues it identified. These include national policy guidance on the balance between road, rail, air and sea; transfer gateway facilities; travel demand management; and sustainable transportation and land-use planning policies to be pursued both at a regional and district level. It also suggested a much longer horizon for a range of planning powers relating to strategic corridor planning.



THINK-PIECE – MCGREGOR AND COMPANY

This "think-piece" focused on the air and sea modes. The paper claimed industry awareness and knowledge of the NZTS or TSSD documents is almost non-existent. It suggested the NZTS and TSSD are difficult to understand and give little guidance to the transport industry. A clear and measurable objective is needed, which is not provided by the NZTS. An objective was suggested: to foster an accessible, affordable, safe and reliable transport system that enhances the economic, social and environmental wellbeing of the people of New Zealand.

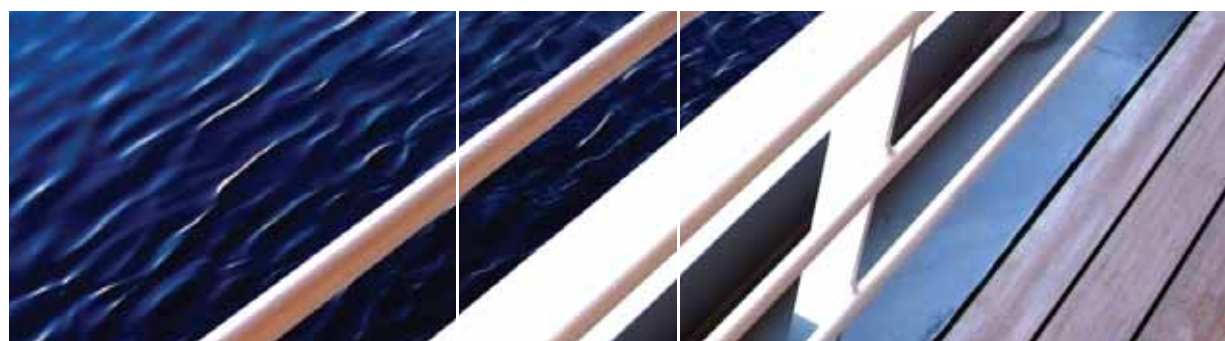
The paper said industry does not believe the TSSD strategic priorities are necessarily the most strategically important issues facing the New Zealand transport industry. A lack of information might be, but certainly not the lack of an integrated approach to planning. From an industry point of view, an integrated approach already exists, backed up by the RMA and other legislation. Whether or not it is used is another question. The paper suggested the most effective action towards an integrated approach to planning would be to provide for and exercise ministerial directions under appropriate Acts, but only as a last resort. The integrated strategy was seen as supportive rather than fundamental to success.

The paper asserted that inter-modal and multi-modal transport have been a feature of the New Zealand transport system for decades, since the advent of the RMA and reinforced by the LTMA, and don't require a new integrated approach to planning. For air transport, parochialism sometimes hinders an integrated approach at a provincial level. For sea transport an explicit national ports policy may be needed. The paper said problems

of congestion, development and growth, infrastructure costs etc. are part of a wider development debate and not confined to transport planning, as recognised by SmarthGrowth strategies.

The key transport problem is allocating scarce resources, particularly money. The paper said efficiency is underplayed by the NZTS and TSSD, as is the importance of the relationship between transport, trade and economic development. This is of major concern to the transport industry. It was noted that the NZTS and TSSD do recognise that questions of resource allocation, cost recovery, subsidies and user pays are vexing.

The paper dismissed as false the hypothesis that there is a lack of systematic integration in transport planning and wider planning, and that transport planning does not take adequate account of land-use and growth plans. Failures stem from politics rather than planning. The paper concluded that an integrated approach to planning already exists; where it is not used, this is by choice.



FEEDBACK

We welcome any feedback to this document by 28 September 2007. It can be sent to:

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