

Chapter 2

Integrated Planning

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2.1 Introduction to integrated planning

Implications of land use

Transport and land use are closely related. Land use activities produce and attract trips and the location and design of different land uses determines the distances people travel and the viability of public transport, cycling and walking facilities. Patterns of development that reduce journey distances tend to provide greater travel choice.

For example, dispersed, low-density settlement patterns reduce travel choice because public transport is expensive to provide and is often not available and cycling and walking are often impracticable. In contrast, compact residential development improves the viability of public transport and makes walking and cycling more attractive, which can reduce the pressure on the road network.

Other types of land use such as industrial, retail, storage and freight distribution facilities and air, sea and inland ports also have a significant impact on transport. The location of these land uses particularly influences the numbers of heavy commercial vehicles (HCVs) on the roads and the viability of rail and coastal shipping as alternatives to road haulage.

Implications of transport provision on land use and urban character

Equally, the availability of transport infrastructure and services can influence land use. For example, transport infrastructure such as a state highway intersection can stimulate demand for new development and create growth pressures in areas where urban expansion is not planned for.

Furthermore roads contribute to urban character and to the functioning of local communities. Despite the social and economic benefits of road transport, noise, air pollution and other environmental effects can adversely affect people and therefore need to be managed. Transport corridors can be physical barriers, separating one part of a community from another. Conversely, they can also be used to separate conflicting land uses or confine urban areas.

Land use and transport trends

Increasing population, changes in lifestyle and employment, increasing rates of car ownership¹ and improvements in the quality of the road network in New Zealand has encouraged the outward expansion of urban areas and increasing settlements in coastal locations. Developments have often been centred around state highways, especially outside main urban areas, leading to ribbon and other forms of dispersed development.

These factors have led to increases in trip distances and made public transport, cycling and walking less viable options for many people. This has contributed to increases in the number of trips taken by car, particularly single occupancy. Furthermore, economic growth and structural changes within industry and commerce has changed commercial transport patterns and significantly increased the number of HCV trips.

¹ Currently one of the highest in the world at 620 cars per 1,000 people (National State Highway Strategy)

2.1 – Introduction to integrated planning

These factors have contributed to growth in road traffic. Data for state highways shows that since 1989 total traffic has increased at 3-4% per annum, with the increase in heavy commercial vehicles higher at 5-6% per annum.²

Consequences of trends

The economic growth that has led to this increase in road traffic has brought wealth and social opportunity for New Zealand. However, there has also been a range of other consequences including:

- increases in consumption of fossil fuels, energy and emission of carbon dioxide;
- congestion, increased journey times and journey time variability on major urban networks;
- reduced capacity and safety on arterial roads; and
- increased noise, air pollution, community severance and other social and environmental impacts of traffic growth.

Response to trends

A number of measures are available to address these trends, the delivery of which involves multiple agencies:

- maximising the efficiency of existing transport infrastructure;
- providing new multi-modal capacity;
- managing land use in a way that reduces transport impacts;
- ensuring integration and balance between different transport modes and networks; and
- encouraging modal shift from single occupancy vehicles.

However, no single measure can work in isolation. Appropriate measures will depend on local context, affordability, environmental and social conditions and investment priorities. In particular there is more scope for using all five measures in urban areas as compared to rural areas.

The challenge for Transit

The challenge for Transit is to work with other agencies and contribute to these responses by:

- maximising the efficiency of existing state highways;
- providing new and improved multi-modal state highways;
- influencing land use to ensure that impacts on state highways are identified and addressed;
- ensuring integration and balance between state highways and local roads and providing for multiple modes; and
- progressing Transit's commitment to travel demand management, including contributing to measures that encourage modal shift from single occupancy vehicles.

This PPM sets out how state highway integrated planning contributes to this challenge.

² National State Highway Strategy

2.2 Integrated Planning Policy (IPP)

State highways play a significant role in the development and functioning of urban, rural and peri-urban areas. For Transit, as the steward of the state highway system, integrated planning is about ensuring land use and transport decisions are made and implemented together. This helps ensure growth, development and land use are supported by sustainable transport infrastructure.

Policy

Transit is committed to working with others to ensure integrated land use and transport planning helps deliver an affordable, multi-modal transport system that supports a growing economy, vibrant communities and a healthy environment, now and in the future.

A Transit seeks planning outcomes that ensure state highways:

1. Provide safe, efficient and pleasant links between cities, towns, airports, ports, transport hubs and places of interest.
2. Balance the needs of national productivity and through traffic with the needs and aspirations of surrounding communities and local economies.
3. Support well planned local transport networks that in turn service sustainable land use patterns.
4. Support the provision of travel choices and accessibility while encouraging low impact travel behaviours.
5. Are a legacy we can all be proud of.

B Transit will fulfil its commitment to integrated planning by:

1. **Undertaking long-term multi-modal planning in partnership** with local authorities, transport providers, utility companies, developers and local communities, covering periods of 30 years or more.
2. **Adopting a context-sensitive approach** to planning, designing and managing the state highway network within the wider transport system, through the use of state highway categorisation.
3. **Maximising benefits from existing investment in state highways** by improving their efficiency and maintaining their strategic function.
4. **Taking account of the transport needs of growth identified in statutory planning documents**, alongside the wider transport needs of a growing economy, in the development of the State Highway Forecast.
5. **Designing and delivering new and improved state highways** that contribute to sustainable outcomes while being prudent and affordable.
6. **Addressing local planning issues that involve state highways** in a proactive and timely manner.

C Transit looks to planning and development stakeholders to:

1. Plan for the transport implications of growth and development and, where appropriate, share the transport costs of growth.
2. Pursue affordable, multi-modal transport solutions that offer communities transport choices.
3. Recognise and provide for existing and proposed state highways by sharing the responsibility for land use and transport integration.
4. Involve Transit early and fully in all planning matters that involve or may affect state highways.

2.3 Integrated planning policy and legislation

New Zealand Transport Strategy

Achieving integration between transport modes and between transport and land use is one of the foundations of government transport policy. The vision for transport is set out in the New Zealand Transport Strategy (NZTS) published in 2002:

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

This vision is underpinned by four principles:

- Sustainability
- Integration
- Safety
- Responsiveness

NZTS and integrated planning

The NZTS sets out the benefits of integration between land use and transport planning, stating:

“The government will promote...integrated land use planning and energy efficiency to facilitate sustainable transport systems...This approach will minimise the extent of transport growth necessary to achieve economic development goals and in particular minimise transport-related energy consumption.”

In relation to integration within the transport sector, the NZTS states:

“Transport policy will help create an efficient and integrated mix of transport modes. To facilitate integration, co-operation 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.”

NZTS objectives

The NZTS sets out five objectives for transport. Transit’s contribution to improving integration between transport and land use and within the transport sector will help meet those objectives as follows:

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NZTS objective	Contribution of Transit’s integrated planning
Assisting economic development	<ul style="list-style-type: none"> • reducing congestion and journey delays to support freight movements and international competitiveness; and • reducing the cost of future transport solutions by maximising the value of the state highway asset.
Assisting safety and personal security	<ul style="list-style-type: none"> • reducing the impacts of traffic volumes on network safety; • providing safe facilities for walking, cycling and public transport interchange; • providing for safe long distance travel while accommodating local needs; and • delivering and maintaining infrastructure that fulfils Transit’s commitments to the Urban Design Protocol.
Improving access and mobility	<ul style="list-style-type: none"> • reducing trip distance and frequency through influencing land use planning; and • making public transport, cycling and walking more viable and attractive options.
Protecting and promoting public health	<ul style="list-style-type: none"> • improving the viability of walking and cycling as transport options; • reducing the impacts on air quality by enabling free-flowing traffic; and • reducing the harmful effects of traffic noise by network improvements and land use planning to separate incompatible land uses.
Ensuring environmental sustainability	<ul style="list-style-type: none"> • reducing greenhouse gas emissions, noise, air pollution and other adverse environmental and social effects of traffic by reducing journey lengths, relieving congestion and reducing traffic growth; and • addressing the environmental and social effects of new and improved state highways.

Legislative context

The relevant legislation to assist integrated planning includes:

- Land Transport Management Act 2003 (LTMA)
- Transit New Zealand Act 1989 (TNZA)
- Resource Management Act 1991 (RMA)
- Local Government Act 2002 (LGA)
- Land Transport Act 1998 (LTA)
- Local Government (Auckland) Amendment Act 2004 (LG(A)AA) in relation to the Auckland region.

An analysis of these statutes in the context of integrated planning is set out in Appendix 2.

Alignment between the LTMA, RMA and LGA

There is alignment between the objectives of the different agencies and the outcomes expected under the NZTS, RMA, LTMA and the LGA. For example:

2.3 – Integrated planning policy and legislation

Alignment between the LTMA, RMA and LGA

- the NZTS objectives are to assist economic development, assist safety and personal security, improve access and mobility, protect and promote public health and ensure environmental sustainability;
- under the LGA, part of the purpose of local government is to promote the social, economic, environmental and cultural well-being of communities, in the present and for the future. In making decisions, a local authority must assess options by considering the extent to which community outcomes would be promoted or achieved in an integrated and efficient manner by each option;
- one of the purposes of an LTCCP is to provide integrated decision making and coordination of the resources of the local authority;
- under the LTMA, Transit’s objective is to operate the state highway system in a way that contributes to an integrated, safe, responsive and sustainable land transport system and Land Transport NZ’s objective is to allocate funding to achieve similar objectives;
- each regional land transport strategy (RLTS) prepared by a regional land transport committee (RLTC) under the LTA must contribute to the overall aim of achieving an integrated, safe, responsive and sustainable land transport system;
- the purpose of the RMA is to promote the sustainable management of natural and physical resources;
- under the RMA local authorities are required to establish, implement and review objectives, policies and methods to achieve integrated management of natural and physical resources and regional councils have the specific function of “the strategic integration of infrastructure with land use through objectives, policies and methods”; and
- the efficient use and development of resources and having an ethic of stewardship are matters to which particular regard must be given to under the RMA. Under the LGA, when making decisions, a local authority is required to ensure prudent stewardship and the efficient and effective use of its resources.

Partnership working

The various statutes also require all agencies to work in partnership to achieve these outcomes and have a strong focus on stakeholder involvement in planning and decision making. For example:

- in meeting its statutory objective Transit is required to take into account the views of affected communities and provide early and full opportunities for local authorities, land transport users and providers, affected communities, Maori and the public to contribute to the development of its land transport programmes;
 - under the RMA all policy statements and plans and all notices of requirement for new designations must be publicly notified and many resource consent applications are required to be publicly notified or served on affected persons;
 - under the LGA a local authority must collaborate and cooperate with other local authorities and bodies as it considers appropriate;
 - each RLTS under the LTA must take into account the views of land transport network providers and identify persons or organisations who should be involved in the development of strategic options; and
 - when preparing a RLTS, a RLTC must consult Transit, the territorial authorities in the region, the adjoining local authorities, land transport users and providers, the public in the region and affected communities.
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2.4 State highway categorisation and integrated planning

State highway categorisation

The NSHS establishes state highway categorisation as a fundamental element in Transit’s approach to planning and managing the state highway network. Under this approach, each state highway fits within one of nine categories according to its primary function and the surrounding environment as follows:

Function	Environment		
	Urban	Peri-urban	Rural
<i>National</i>	1	2	3
<i>Regional</i>	4	5	6
<i>Sub-regional</i>	7	8	9

The NSHS sets out the criteria that have been used to categorise the function of highway function as *national*, *regional* or *sub-regional*. These are based primarily on traffic flows, vehicle composition and the nature of the destinations and conurbations they connect. The maps showing the current categorisation of the state highway network follow.

The NSHS also sets out definitions of *urban*, *peri-urban* and *rural* areas, which are based on the character of land use and level of development in the vicinity of the state highway and the state highway posted speed limit (refer Appendix 1 – glossary).

Implications for the PPM

An integrated approach to planning recognises and provides for each state highway in accordance with its category. Wherever possible, policy within the PPM is linked to state highway categorisation. For example, Transit’s approach to access management will be more flexible on a *sub-regional* state highway in a *rural* area (category 9) than on a *national* state highway in a *peri-urban* area (category 2).

Fulfilling urban design through categorisation

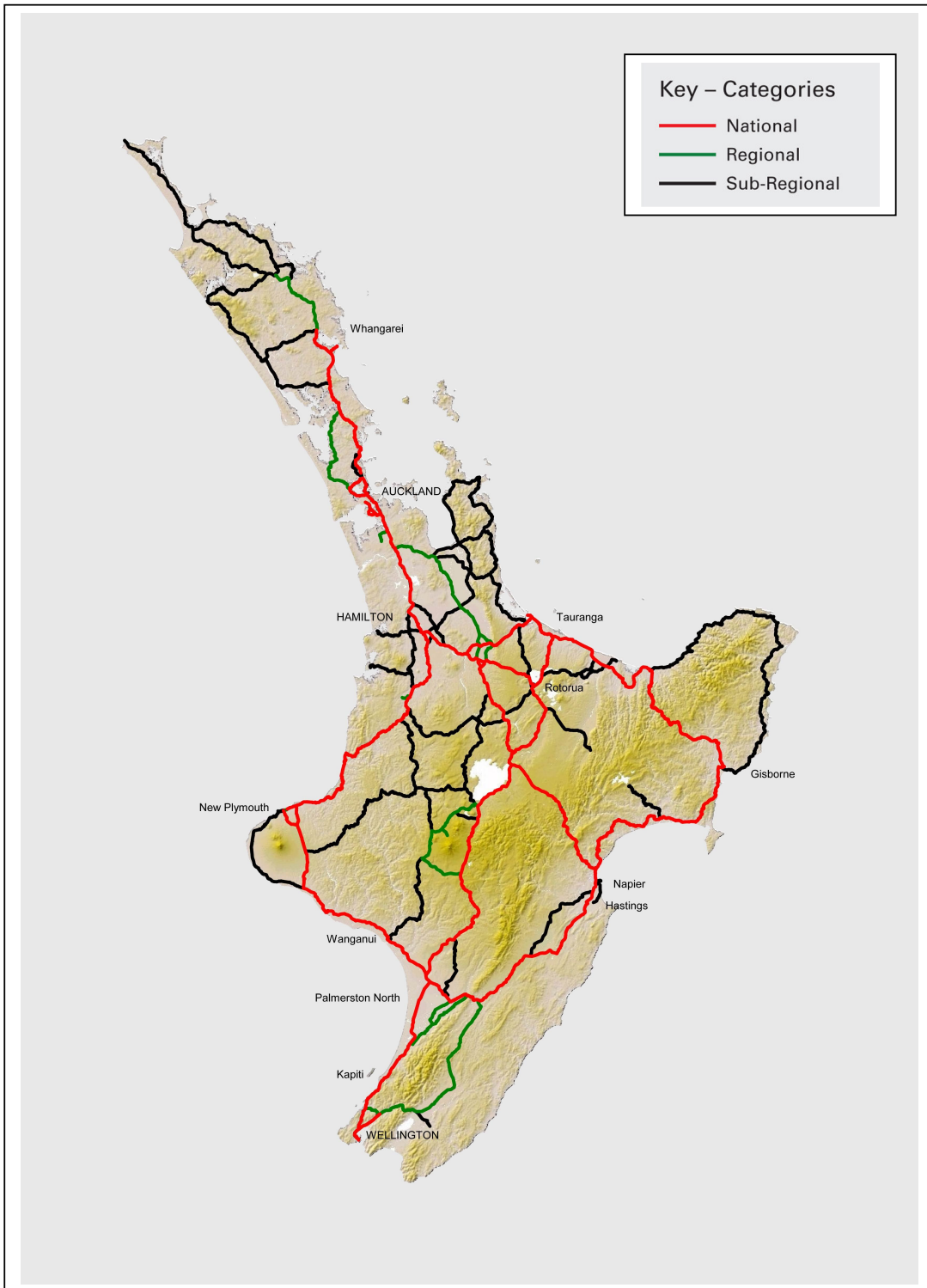
Transit’s commitment to urban design is assisted by the categorisation approach that enables local context to feature in the way the state highway network is planned, designed and managed. While an important aim for Transit is sensitivity to the local environment, the extent to which this is achieved in each case is influenced by the function of the state highway as a *national*, *regional* or *sub-regional* route.

Road hierarchies

The relationship between road hierarchies and state highway categorisation is described in section 3.2.3.1.

2.4 – State highway categorisation and integrated planning

Figure 2 – State Highway Categories (North Island)



2.4 – State highway categorisation and integrated planning

Figure 3 – State Highway Categories (South Island)

