

“The transport strategy aims to provide clarity to Manukau City Council’s role, priorities and actions.”



Chapter

1

Policy and Funding Framework

- The strategy has been designed to deliver on the outcomes of Tomorrow's Manukau
- The strategy demonstrates how the council will meet the key objectives of national and regional transport strategies.

1.1 Purpose of this Transport Strategy

Manukau City Council has chosen to produce this transport strategy for three reasons:

- To provide an overall strategic framework for city transportation.
- To demonstrate compliance with the requirements of the legislative and funding frameworks.
- To provide clarity of transport priorities and accountabilities.

Although it is a statutory requirement for regional councils to prepare land transport strategies, there is not a statutory requirement for city councils to do so.

An Overall Strategic Framework for City Transportation

This strategy provides the over-arching policy framework and strategic directions for the ongoing development, funding and operation of Manukau's transportation system. Under that framework it ties together a number of existing plans and programmes which deal with component parts of the system such as: passenger transport; road safety; cycling and walking; and a number of roading plans, studies and programmes of work. It also makes provision for new future work including planning and support for travel demand management initiatives.

The policy framework comprises:

| | |
|---------------------|--|
| Goal and Objectives | Which describe the transport outcomes that will exist in the city when the strategy has been successfully implemented. |
| Policies | Which state in broad terms what the city will be doing in order to achieve the goals and objectives. |
| Actions | Specific plans, projects and programmes of work that will be undertaken on a one-off or ongoing basis (as appropriate) to deliver the policy and objective outcomes. |



“The transport planning and funding environment remains complex.”

Compliance with Legislative and Funding Requirements

Central government subsidy funding is provided to city and regional councils, ARTA and to Transit NZ via Land Transport NZ for the transport activities, projects and programmes that are contained in their annual land transport programmes. The Land Transport Management Act specifies that in order to receive subsidy funding, each transport activity contained in a land transport programme must contribute towards achievement of some of five national transport objectives. Regional councils are also required to give effect to that same set of objectives in their regional land transport strategies.

City councils are required to demonstrate that their transportation activities are consistent with the objectives and policies contained within the Regional Land Transport Strategy.

Preparation and adoption of this transport strategy by Manukau City Council will assist in demonstrating overall compliance with these requirements. It will also demonstrate how the council's various transport activities and projects will contribute to the transport objectives specified in the Act and the Auckland Regional Land Transport Strategy. It will be of particular use in working with other funding organisations and stakeholders in the city's transport system.

Clarity of Priorities and Accountabilities

There has been ongoing reorganisation of the transport sector over the last 25 years, but in spite of the recent legislative changes aimed at simplifying accountabilities and reducing the number of agencies involved, the transport planning and funding environment remains complex.

Within the environment there exist:

- i. Multiple levels of accountability (local, regional, national).
- ii. Many agencies involved.
- iii. Large numbers of strategies, policies, guidelines and programmes.
- iv. Large numbers of planning studies, project plans and options papers.

In this context it can be difficult for the various community organisations and stakeholders to obtain clarity regarding what the council and the other participating agencies are each responsible for; what the real transport priorities are; and how they are being addressed.

The Manukau Transport Strategy aims to provide clarity with respect to Manukau City Council's role, priorities and actions.

1.2 Style and Form

Although the audience for this strategy is largely a professional one, it is also intended to be usable and readable by a general one. It is deliberately non-technical in style and language, and does not include technical background material or complex analysis that has been utilised to justify the specific projects, priorities or policies that comprise the strategy. Analysis and technical material is contained in background study reports, which have been produced for specific projects. Similarly this strategy document does not replicate other, more detailed or specific policy and strategy documents that address specific transport modes or programmes. Rather, it includes the higher level policies, and specific actions that will be taken to implement those policies. For example, Chapter 6 - Safety and Security refers to, but does not replicate detailed content from Manukau's "Road Safety Plan 2004-07".

1.3 National and Regional Policy Context

The national and regional context in which this strategy fits is summarised in Figure 1.1 that identifies the major (not all) policy and strategy documents and pieces of legislation that the Manukau Transport Strategy is influenced by and seeks to comply with.

Figure 1.1: National and Regional Transport Policy Context

| | | | | | |
|-------------------------|--|------------------------------------|--|--|--|
| Statutory Context | Land Transport Act 1998 | Land Transport Management Act 2003 | Local Government Auckland Amendment Act 2004 | Resource Management Act 1991 | Local Government Act 2002 |
| National Policy Context | NZ Transport Strategy | | National Energy Efficiency and Conservation Strategy | | National Transport Policies and Strategies - "Road Safety to 2020" - "Getting there - on foot, by cycle" |
| Regional Policy Context | Auckland Regional Growth Strategy | | Regional Policy Statement | | Auckland Regional Land Transport Strategy |
| | ARC Plans - Auckland Regional Economic Development Strategy - Auckland Region Road Safety Plan | | | ARTA Transport Plans - Auckland Transport Plan 2006 (Draft) - Auckland Passenger Transport Network Plan 2006-16 - Auckland Sustainable Transport Plan 2006-16 - Rail Development Plan 2006 - Auckland Regional Arterial Road Plan (under development) - Regional Passenger Transport Plan (under development) - Regional Road Safety Plan | |
| Manukau Policy Context | Manukau Transport Strategy (see Figure 1.3) | | | | |

Of particular importance are the five key objectives listed in Figure 1.2. Legislation requires land transport programmes and regional land transport plans to take into account how each transport activity and strategy gives effect to the objectives.

The policies and actions contained in this transport strategy are also aligned with, and deliver on these five key objectives.

The Auckland Regional Land Transport Strategy (ARLTS) includes the following two additional objectives:

1. Supporting the Auckland Regional Growth Strategy.
2. Achieving Economic Efficiency.

The legislation also requires that the National Energy Efficiency and Conservation Strategy, any national land transport strategy, and the needs of the transport disadvantaged be taken into account.

Figure 1.2: Statutory Transport Objectives

1. Assist Economic Development
2. Assist Safety and Personal Security
3. Improve Access and Mobility
4. Protect and Promote Public Health
5. Ensure Environmental Sustainability

1.4 Manukau's Vision and Outcomes

Tomorrow's Manukau – Manukau Ārōpō

The aspirations of Manukau's communities are expressed in Tomorrow's Manukau – Manukau Ārōpō which comprises a comprehensive set of community outcomes, grouped according to seven theme areas. Collectively these provide a picture of overall

wellbeing to achieve a progressive, proud and prosperous Manukau to which the various communities and the city as a whole aspire.

These themes and the associated outcomes are contained in Figure 1.3.

Figure 1.3: Tomorrow's Manukau Themes and Outcomes

| Themes | Outcomes |
|--|--|
| Moving Manukau | |
| <p>Quality of life for many people living in cities depends significantly on how easy it is to move between home, work, educational institutions, shops and recreation areas. For businesses, the ability to move products and supplies quickly from factories to warehouses to distribution points is critically important for competitiveness. Transport is a major issue for Manukau. People here are geographically dispersed and more likely to rely upon their cars rather than using public transport or alternative modes of transportation. Congestion must be reduced and an attractive, efficient public transport system developed, with more opportunities for walking and cycling.</p> | <ul style="list-style-type: none"> • The people of Manukau have safe and convenient transport networks that provide access from their home to work, education, leisure and services. • Business in Manukau is able to transport goods and services economically and efficiently throughout the city and the region. • Manukau will have fully integrated, affordable, safe, clean and user-friendly public transport services. |
| Thriving Economy | |
| <p>Manukau's population is growing rapidly. To build and sustain high quality lifestyles for current and future generations it is important to develop the kind of economic growth that will generate jobs and wealth for the region, while at the same time safeguarding the natural environment. This means fostering both the growth of high-value businesses that are environmentally friendly and the skills and knowledge of the community.</p> | <ul style="list-style-type: none"> • Manukau is the best location in the Pacific Rim for business to invest • Manukau is a logistics and distribution hub for the Pacific Rim • Manukau has a highly skilled and educated workforce which supports a thriving economy • Manukau will be a high-quality destination for national and international visitors. |
| Sustainable Environment and Heritage | |
| <p>A rapidly growing population puts pressure on protecting and maintaining our natural environment and unique heritage. The quality of the city's environment can affect its image and how people feel about where they live. Clean air and water, access to green space, and an attractive and clean environment are crucial to our sense of health and wellbeing. Manukau's range of historic and archaeological buildings and sites play a key role in promoting a link with the past and a distinctive and positive image for the city. One of Manukau's strengths is our cultural diversity. To ensure sustainability we need to celebrate, embrace and protect that cultural diversity, preserving the environment, history and heritage.</p> | <ul style="list-style-type: none"> • Manukau's natural and cultural heritage and significant sites are recognised, protected and enhanced • Development in Manukau is sensitive to the need to protect cultural heritage and promote environmental well-being • The natural qualities of Manukau's lakes, streams, waterways and coastlines are protected and enhanced • Manukau is clean, green and pollution free • Manukau parks and recreation spaces will be safe, well maintained and designed to reflect the aspirations of their local communities. |

| Themes | Outcomes |
|--|--|
| Healthy People | |
| <p>The health and wellbeing of people and communities is dependent on a number of factors - environmental, physical, social, cultural and spiritual.</p> <p>This means having access to good health care and nurturing environments that people feel part of. People need adequate incomes, good quality and affordable housing, strong families as well as access to goods and services - this is a healthy city.</p> | <ul style="list-style-type: none"> • Appropriate health services will be accessible for all Manukau residents • Manukau will have high standards of public health • Healthy choices will be easy choices for all Manukau people • Inequalities as barriers to well being are reduced for Manukau people • All Manukau people have access to information and communications technology to accelerate their learning. |
| Safe Communities | |
| <p>Crime and fear of crime are significant areas of public concern. Manukau's future as a great place to live, work and play, with an attractive quality of life depends on preventing crime and reducing fear of crime so that people feel safe and secure. When people feel free from danger or risks, both real and perceived, they are more likely to be involved in their communities.</p> | <ul style="list-style-type: none"> • People in Manukau will be free from burglary, theft, and property damage • Manukau's families and communities will be free from violent crime • Manukau will have fully integrated, affordable, safe, clean and user-friendly public transport services • Manukau will have visible and effective crime prevention services. |
| Educated and Knowledgeable People | |
| <p>Education, training and knowledge are critical in determining social, economic, cultural and environmental wellbeing. Skill levels and qualifications have a major impact on people's ability to find work and on their personal income levels. These things impact on the quality of their housing and environment, and may correlate with their level of health and ability to participate in their communities, and on crime rates.</p> | <ul style="list-style-type: none"> • Manukau is recognised for an effective education system that produces confident, innovative and skilled people • All Manukau people have access to information that allows them to make informed decision about education • All members of the Manukau community have the opportunity to be engaged in supporting or guiding the work of their local schools • All Manukau people have access to life-long, quality education pathways that strengthen social, economic and cultural wellbeing • All Manukau people have access to information and communications technology to accelerate their learning. |
| Vibrant and Strong Communities | |
| <p>Communities will be vibrant and strong when people feel that they belong and can contribute to community life. Strong community, cultural and family ties underpin community cohesion and these contribute to people having a sense of health and wellbeing. The image and character of the city has a significant impact on this. The city's design must cater for diverse lifestyle and cultures. It must be functional for business and have quality urban design that connects people and places, and goods and services.</p> | <ul style="list-style-type: none"> • Rural and urban growth in Manukau is managed to protect sensitive environments, enhance lifestyle options and improve transport efficiency • Manukau's town centres will be designed to reflect the distinctive character of their local communities, and will be commercially vibrant, well maintained, and safe • Places, spaces and events that celebrate and strengthen the identities of all cultures within Manukau are maintained and improved • Manukau people are engaged with their communities regardless of age, ability or ethnicity. |



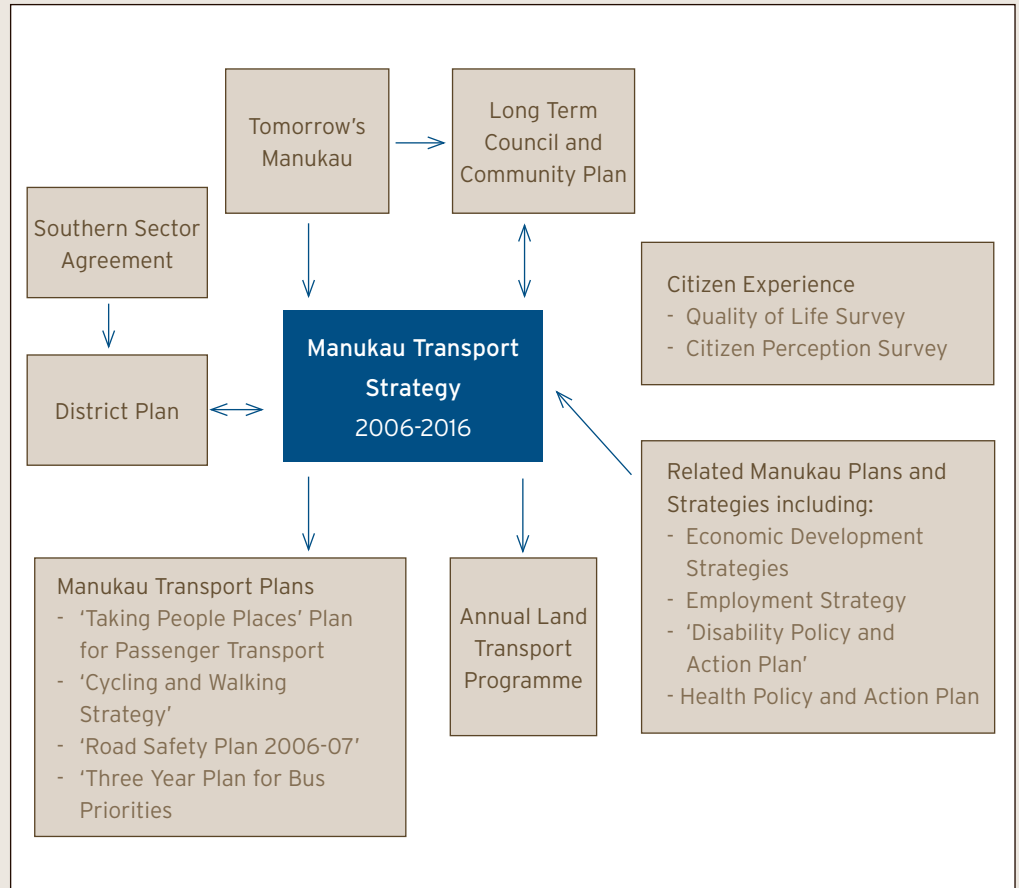
“One of the purposes of this strategy is to demonstrate the expenditure put forward in the annual Land Transport Programme fits within the overall transport framework.”

Manukau Policies and Plans

The local policy context for this strategy is shaped by a large number of other strategies, plans and documents as illustrated in Figure 1.4. In turn, the strategy shapes, and provides an overarching policy context for a set of transport plans that address specific modes, corridors and projects in more detail. It also guides the content of the Annual Land Transport Programme. The Long Term Council Community Plan determines the local component of funding for that programme and the delivery of this strategy.

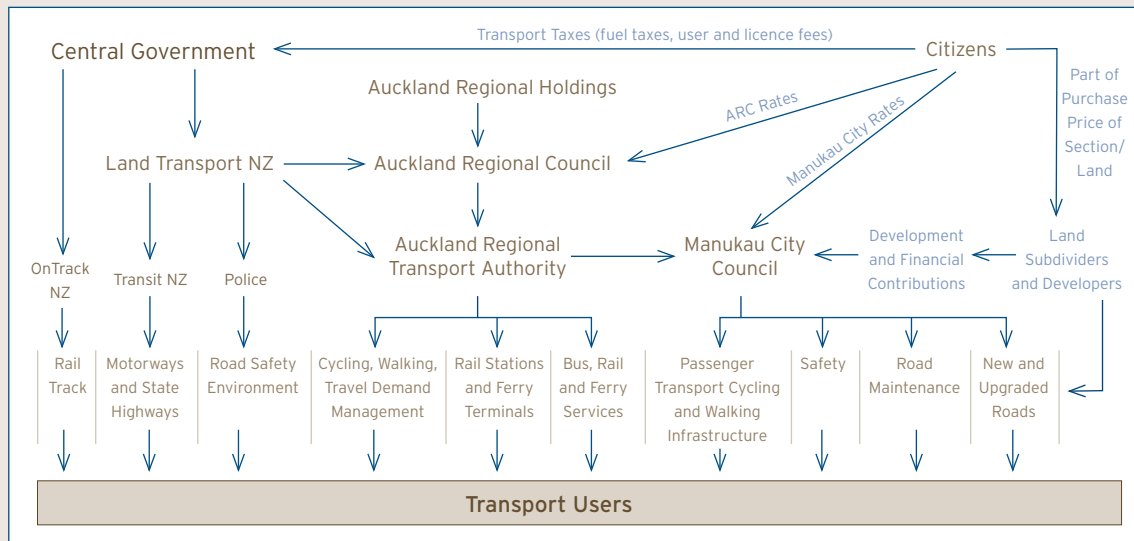
These other strategies and plans are not re stated or summarised here because the emphasis and aspirations of Tomorrow’s Manukau (as described in the previous section) reflect their content and policy directions.

Figure 1.4: Manukau’s Transport Policy Context



1.5 Transport Funding

Figure 1.5: Transport Funding and Subsidy Regime



The transport funding and subsidy regime is portrayed in Figure 1.5. Central government distributes the revenue it collects from transport related taxes, via Land Transport New Zealand, to the range of transport planning and service delivery agencies shown in the diagram.

The other principal sources of funding are land rates and investment funding from Auckland Regional Holdings via the Auckland Regional Council. The majority of new local roading is constructed each year by the private sector as part of the land development and subdivision process, the cost of which is borne by purchasers of newly created land parcels.

Since legislative change in 2003 there are fewer funding flows. Although central and regional government transport subsidies to Manukau City Council and other Auckland local authorities are now channelled through the Auckland Regional Transport Authority (ARTA), rather than paid directly. ARTA is currently developing criteria and processes for assessing and prioritising expenditure proposals (including local authority roading) so subsidies can be allocated according to the greatest priority and/or benefit.

Manukau City Council (along with other agencies) is required to submit its expenditure programme and subsidy requests to Land Transport NZ (via ARTA) in the form of an annual Land Transport Programme. It is important that all items for which subsidy is sought, can demonstrate compliance

with the policies of the ARLTS and how they contribute to the five outcomes listed in Figure 1.2. One of the purposes of this strategy is to demonstrate that the packages of expenditure proposals put forward in the annual Land Transport Programme fit within and play a sound role in the overall transport framework and contribute to the five key outcomes and the policy aspirations of Tomorrow's Manukau.

The Land Transport Management Act 2003 and the Local Government Auckland Amendment Act introduced structural changes to the transport sector, eliminated some agencies, clarified the roles of others and created ARTA. ARTA has responsibility for planning, funding and delivering (itself or via contractors) a coordinated transport system to meet the region's needs in accordance with the ARLTS. Despite these changes, the funding and planning system remains rather complex. The roles and responsibilities of the key transport agencies are summarised below.

It is relevant to note that the ARC is no longer permitted to directly contract passenger transport services, as this is now part of ARTA's role. The ARC provides the policy direction and local funding input to ARTA. Manukau City Council is not permitted to directly contract/subsidise passenger transport services either. But it does have a role in the direct funding of supporting infrastructure, such as bus priority measures, bus stops and shelters, and transport interchanges, in addition to roading.

1.6 Responsibilities of Transport Agencies

| Agency | Planning/Policy Responsibility | Funding Responsibility |
|--|---|---|
| Manukau City Council | <ul style="list-style-type: none"> - Plans development of the city including land use and transport - Plans local implementation of roading, passenger transport infrastructure and other modes in a manner which is consistent with local aspirations and regional/national policies and plans - Advocates to transport agencies on behalf of the city. | <ul style="list-style-type: none"> - Expends funds on local roading and passenger transport facilities. |
| Auckland Regional Council (ARC) | <ul style="list-style-type: none"> - Plans and manages the environment including land use and transportation - Produces the Regional Land Transport Strategy, which comprises objectives and policy directions to meet the region's travel needs in conjunction with the Regional Growth Strategy and Regional Policy Statement. | <ul style="list-style-type: none"> - Provides funds to ARTA. |
| Auckland Regional Transport Authority (ARTA) | <ul style="list-style-type: none"> - Plans and develops the regional land transport system - Plans to deliver the objectives and system set out in the Regional Land Transport Strategy - Contracts passenger transport services. | <ul style="list-style-type: none"> - Expends funds for passenger transport infrastructure and services and demand management - Co-ordinates and prioritises applications for funding from Land Transport NZ. - Prepares the Auckland Land Transport Programme. |
| Land Transport New Zealand (LTNZ) | <ul style="list-style-type: none"> - Delivers central government's vision expressed in the NZ Transport Strategy - Promotes land transport safety and sustainability - Conducts licensing and regulatory functions. | <ul style="list-style-type: none"> - Administers the land transport funding regime; and - Disperses central government subsidy funds via the land transport programmes. |
| Transit New Zealand (Transit) | <ul style="list-style-type: none"> - Develops, manages and maintains the state highway network - Contracts maintenance and construction works - Develops standards - Produces a 10 year forecast detailing future projects, expenditure and funding requirements. | <ul style="list-style-type: none"> - Expends funds per its Land Transport Programme. |
| Ministry of Transport (MOT) | <ul style="list-style-type: none"> - Develops national level policy - Advises central government on policy and funding issues. | <ul style="list-style-type: none"> - No direct funding role. |

1.7 A Strategy to Deliver Transport Outcomes

This strategy has been designed to deliver on both the outcomes of Tomorrow's Manukau and the key objectives identified in transport legislation, national and regional policy.

In broad transportation terms the seven themes and five key objectives are in alignment.

| Tomorrow's Manukau: Outcome Themes | | Transportation Legislation and Policy: Key Objectives |
|---------------------------------------|---|--|
| Moving Manukau | ↔ | Improve Access and Mobility |
| Thriving Economy | ↔ | Assist Economic Development |
| Sustainable Environment and Heritage | ↔ | Ensure Environmental Sustainability |
| Healthy People | ↔ | Protect and Promote Public Health |
| Safe Communities | ↔ | Assist Safety and Personal Security |
| Educated and Knowledgeable People | | |
| Vibrant and Strong Communities | | |

The Goals, Objectives, Policies and Actions that comprise this transport strategy have been designed to align with and deliver on both of these policy strands. This is explained and illustrated in the following discussion that comprises the specific transport related emphasis from Tomorrow's Manukau, the New Zealand Transport Strategy and Auckland Regional Land Transport Strategy.

Moving Manukau/Improve Access and Mobility

- Completion of planned road and rail networks will provide better access and movement across Manukau and connection with the rest of the Auckland region
- Better passenger transport options will help reduce congestion
- Fast efficient road networks will support movement of goods and services for business
- Well developed, efficient passenger transport which is pleasant and easy to use is required
- Passenger transport is important for providing mobility to the 'transport disadvantaged' especially the young, the elderly and the disabled
- Upgraded ferry services and berthing facilities are required
- Upgraded rail rolling stock and refurbishment of stations is required in conjunction with integrated bus/train services and integrated ticketing.

Thriving Economy/Assist Economic Development

- Good congestion-free transport access to Wiri, East Tamaki, Highbrook and the Ports of Auckland, Tauranga and Onehunga and Auckland International Airport will enhance business investment
- Road and rail transport is essential for Manukau to become a logistics and transport hub servicing the Pacific Rim and capitalising on its land availability, warehousing and logistics systems, and geographic/location advantage
- Efficient, well-connected land transport networks are key to growing the existing success of the international airport as Auckland's primary tourist entry/exit point.

Sustainable Environment and Heritage/Ensure Environmental Sustainability

- The design and layout of the city's transport systems, particularly roads and the vehicles that use them, can be significant contributors to adverse affects and environmental degradation. By contrast Manukau people want development that protects the quality of their natural environment and cultural heritage and a city that is free of pollution.
- In providing for transport access and mobility through roading, high standards of design and sensitivity will minimise damage to the environment and existing communities



“People will increasingly use passenger transport when the facilities and services are safe.”

- Development of a more environmentally sustainable transport system in Manukau will be assisted through future promotion of travel demand management techniques, and greater emphasis on fuel efficient and lower impact modes such as passenger transport, walking and cycling
- The city's urban form, residential and employment densities and intensive development nodes will be planned in conjunction with transport networks and services. This is in order to maximise accessibility and transport efficiency.
- Land use and transport will be planned and developed in an integrated manner. This integration at Flat Bush, which includes higher residential densities and mixed-uses, is an example of the approach to be undertaken.

Healthy People/Protect and Promote Public Health

- The transport system must provide access for residents to the health and medical services they require in order to achieve their desired levels of wellness and wellbeing. This is especially relevant for passenger transport services to meet the needs of the city's transport disadvantaged people.
- Planning and promotion of efficient and cleaner forms of transportation, and avoidance of the need to travel altogether where feasible, will manage further generation of air and waterborne pollutants which can result in health problems if of significant magnitude. Reduction of roading congestion during peak travel periods will assist.
- Increasing physical activity is a known reducer of health risks for obesity and associated diseases such as heart disease, cancers and diabetes. Manukau has some of the highest prevalence rates in New Zealand for these, particularly among Maori, Pacific Island peoples and young people. This transport strategy supports objectives to increase physical activity, achieve less sedentary time in cars, reduce air pollution and reduce accident risks in Manukau.

Making connections between land use, transport and public health are known to influence active transportation and levels of physical activity in a population.

- Increased participation in the 'active' transport modes of walking and cycling will directly counter obesity and promote public health. This is especially important for the trip to and from school and is achievable for local and shorter distance travel.

Safe Communities/Assist Safety and Personal Security

- Manukau people want a reduction in crime and violence in public areas and want the freedom to use and enjoy public spaces. This includes town centres, passenger transport services/waiting areas/stations, streets, and walking and cycling facilities.
- Good design and built-in safety and security features will enhance all modes of transport including providing good lines of sight, lighting, space layout, and where appropriate more active monitoring such as CCTV and patrols.
- People will increasingly use passenger transport, and walk or cycle when the facilities and services are safe and perceived to be safe. Cleanliness, maintenance and graffiti removal all contribute to this perception and will be provided for transport facilities.
- Road safety improvements will reduce the economic and social costs of fatalities and casualties for all users - motorists, pedestrians and cyclists.
- Increased road safety involves engineering better roads and facilities, providing appropriate enforcement levels, and undertaking ongoing education. Community based programmes will be increasingly important in Manukau as the community is encouraged and empowered to identify issues, design and deliver solutions for itself.
- Access for emergency services will be ensured through the application of appropriate standards and designs for roads, footpaths and cycle paths.

Educated and Knowledgeable People

- The transport system must provide access to educational facilities as part of enhancing residents' training and skills for life and employment.
- Many of those most in need of education and skill development to obtain employment and a better income are transport disadvantaged – poor, young, or elderly. Passenger transport service levels and network coverage need to reflect these requirements.

Vibrant and Strong Communities

- The city's design will provide convenient connections between people, business, goods and services to enable them to fully function and participate in its full and diverse range of opportunities
- That design is particularly important in the town centres so they are efficient and attractive places that can be conveniently and safely accessed by a full range of transport modes and not just the car.

1.8 Consultation

This strategy is heavily based on the aspirations of Tomorrow's Manukau that has been relatively recently revised, and included extensive public input and consultation. Active consultation has been undertaken with transport agencies and related stakeholders. The draft of this strategy was made available for public comment and input.

The Manukau Transport Strategy is not a statutory document. Therefore it is not a legal requirement for it to follow the legislative requirements for preparation

and consultation which are prescribed for regional land transport strategies. However the provisions of Section 179 of the Land Transport Act 1998 have been used as a guide in this respect to make this strategy as inclusive and aligned as possible. This is particularly important regarding other transport agencies and stakeholders.