TRANSPORT SECTOR STRATEGIC DIRECTIONS DOCUMENT 2006/7

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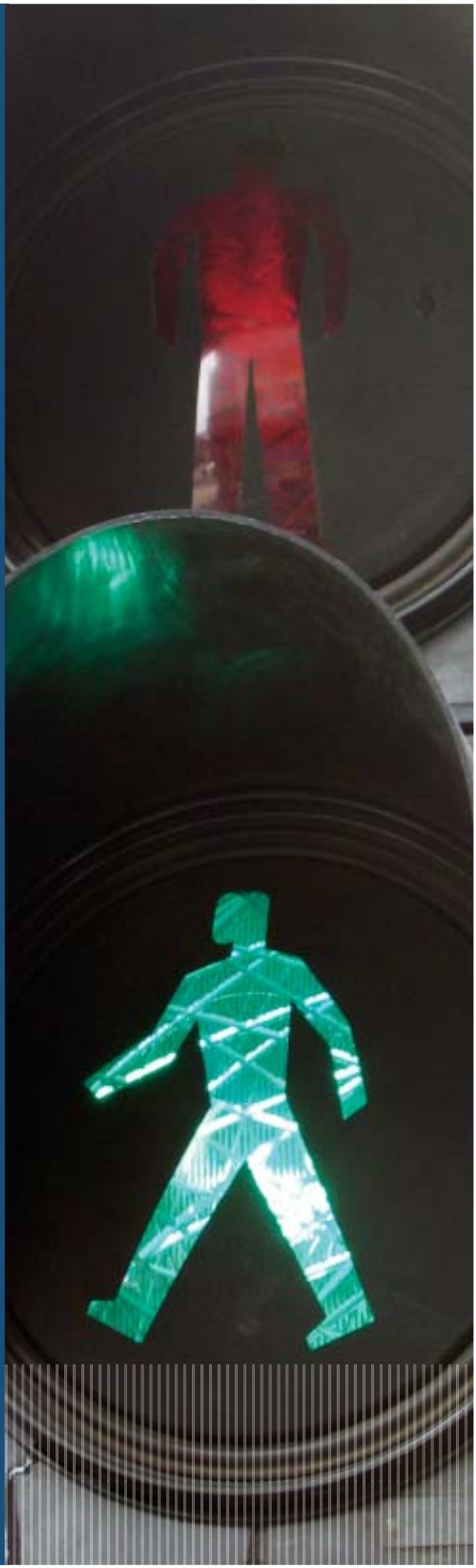

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FOREWORD

I am pleased to present the first *Transport Sector Strategic Directions* document (TSSD). This document sets out the Government's priorities for achieving the cross-agency objectives of the *New Zealand Transport Strategy* (NZTS).

A sustainable and effective transport sector is one of the foundations for improving living standards for all New Zealanders. The transport system underpins our economic prosperity. It enables the movement of people and goods and connects us to international markets in the world economy. It contributes to our well-being as a society by providing basic freedom of movement and access.

The publication of the NZTS in 2002 signalled the Government's intention to develop a transport system that provides for New Zealand's long-term needs and is integrated with its environmental, social, and economic context.

The NZTS recognises that transport's growth in a successful economy has presented problems. We need more integrated sector-wide planning if we are to reduce congestion in our cities, decrease the negative environmental and health impacts of transport, and address our unacceptably high level of fatalities across all transport modes. These are real costs to society, the environment, and the economy, and they need to be reduced.

The TSSD is an important step in advancing the gains made from this Government's investment in a successful New Zealand transport system, while reducing that system's costs. The strategy's broad and collaborative approach is a key means of securing a sustainable future for New Zealand transport. It will contribute meaningfully to the Government's vision of New Zealand as a great place to live, learn, work, and do business.

I extend my thanks to the boards of the transport agencies for their support and participation in the development of this strategy. Representatives of regional government have also played a valuable role, and one that I hope will be extended in future iterations of this document.

I am committed to the TSSD's on-going development and collaborative implementation.

Hon David Parker
Minister of Transport

INTRODUCTION

The TSSD has been produced to support the NZTS. The NZTS recognises the role that transport plays in addressing New Zealand's social, environmental, and economic needs. Its vision is:

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

The NZTS objectives are:

- assisting economic growth
- assisting safety and personal security
- improving access and mobility
- protecting and promoting public health
- ensuring environmental sustainability.

The TSSD identifies the nationally important cross-sectoral transport priorities that must be addressed collectively by government transport agencies to achieve the NZTS objectives. It presents an integrated programme of action to achieve these priorities.

The TSSD strategy is intended to complement existing work programmes of government transport agencies and not impinge on their statutory roles. Agencies will continue to deliver the NZTS objectives in their individual work programmes where sector-wide action is not required.

The TSSD is the next step in the series of measures that the Government has put in place to achieve the NZTS. New legislation gives transport agencies wider responsibilities to achieve the NZTS and to facilitate a more collaborative approach. Regional councils are required to consider the NZTS objectives when preparing *Regional Land Transport Strategies*. The Ministry of Transport has a new focus on strategic transport leadership.

A Board Reference Group (BRG), representing government transport agency boards and regional government, has guided the TSSD development. A Planning Task Force, comprising senior staff from government transport agencies, the Ministry of Transport and a representative from regional government, has led the joint planning process.

NEW ZEALAND TRANSPORT STRATEGY

Vision

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

Objectives

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

NZTS DIRECTIONAL STATEMENTS

New Zealand is moving towards an affordable, integrated, safe, responsive, and sustainable transport system when:

- growth and development are increasingly integrated with transport
- negative impacts of land use developments on the transport system are reducing
- costs are increasingly understood and met
- international and domestic linkages are improving
- effectiveness is maintained or improving
- efficiency is improving
- safety and security are increasing
- the ability to recover from adverse events is improving
- community access is increasingly affordable and reliable
- negative impacts on public health are reducing
- use of non-renewable resources is reducing.

CRITERIA FOR DETERMINING ACTIONS

Actions will occur where:

- momentum is needed
- an action has benefits in achieving more than one of the NZTS directional statements
- benefits are high for the investment
- cooperative action is more effective
- the benefits are high in meeting performance indicators based on the directional statements
- consideration has been given to what is achievable quickly.

STRATEGIC PRIORITIES AND ACTIONS TO BE DEVELOPED IN 2006/07

An integrated approach to planning

- Identify gaps and barriers to achieving integrated planning.

Information and research

- Develop a *Transport Research Strategy* based on the NZTS.

Cross-modal approach to safety

- Develop a cross-modal approach to drugs and alcohol.

ACTIONS TO BE SCOPED IN 2006/07

Cross-modal approach to safety

- Exchange best practice between modes & establish common guidelines and principles.
- Encourage information sharing.
- Improve safety culture.
- Promote open communication and reporting.

Influencing demand for transport services

- Identify the factors that influence demand.
- Identify the range of mechanisms available to influence demand.
- Encourage information sharing.

Managing environmental and public health impacts

- Develop a strategy for cross-modal management.

NEW ZEALAND TRANSPORT STRATEGY DIRECTIONAL STATEMENTS

The following directional statements have been developed to provide greater understanding of the NZTS vision and objectives, and a basis against which progress in achieving the NZTS can be measured.

New Zealand is moving towards an affordable, integrated, safe, responsive, and sustainable transport system when the directional statements listed below are being met.

Assisting economic development

- 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 intermodal 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.

Assisting safety and personal security

- 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.

Improving access and mobility

- The transport system is increasingly providing affordable and reliable community access.

Protecting and promoting public health

- Negative impacts of transport are reducing in terms of fatalities, injuries, and harm to health.

Ensuring environmental sustainability

- 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.

STRATEGIC PRIORITIES AND ACTIONS

The following strategic priorities have been identified for 2006–2009:

- An integrated approach to planning
- Research and information
- A cross-modal approach to safety
- Influencing demand for transport services
- Managing environmental and public health impacts.

The actions described within each strategic priority have been determined using the following criteria:

Actions will be undertaken where:

- momentum is needed
- an action has benefits in achieving more than one of the NZTS directional statements
- benefits are high for the investment
- cooperative action is more effective
- the benefits are high in meeting performance indicators based on the NZTS directional statements
- consideration has been given to what is achievable quickly.

The strategic priorities represent the major issues facing the New Zealand transport sector. Progress towards them is essential for achieving the NZTS. In 2006/07 achieving these priorities will depend largely on the ability of government transport agencies to utilise existing resources and processes. The priorities and actions for 2006–2009 were developed within a condensed timeframe and were identified using a problem-solving approach.

Owing to the scale and complexity of the strategic priorities, the focus for 2006/07 will be on implementing the actions described in 'An integrated approach to planning' and 'Information and research'. The other strategic priorities will be scoped.

The strategic priorities and actions will evolve in subsequent years as the transport sector's national, international, and long-term strategic context is more closely considered, and as the basis for analysis improves. The TSSD will become an important component of each agency's contribution to sector-wide achievements.

Engagement with stakeholders will also influence the development of the strategy. Regional and local government, industry, and sectors associated with transport will be consulted increasingly as the strategy develops.

The following section explains the strategic priorities, provides background on the problems associated with each priority, and lists the proposed actions to address these problems.

STRATEGIC PRIORITY:
AN INTEGRATED APPROACH TO PLANNING

The lack of systematic integration within and between transport planning and wider planning impacts negatively in a number of areas, for example, where unconstrained residential or industrial development requires the support of unaffordable transport services. Transport planning may not meet future needs because it does not take adequate account of land use and growth plans. Equally, land-use planning may not take full account of its impact on transport.

The proposed actions will help build a more systematic and integrated approach to planning across government (central, regional, and local), business, and community. This will improve efficiency; enhance the transport sector's strategic role in achieving wider, long-term national objectives; reduce bureaucracy and costs; increase public clarity about planning processes; and result in quicker implementation of sustainable improvements. As the TSSD develops, this priority will expand to include consideration of the international and long-term strategic contexts.

PROPOSED ACTIONS TO BE DEVELOPED IN 2006/07

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

Subsequent years

The proposed actions will:

- identify the practical tools available to achieve better integration, including best practice guidelines, information sharing to the wider public and private sector, and developing better estimates of prices and resource pricing
- undertake advocacy and information sharing on transport planning issues and priorities
- make greater and more effective use of legislative mechanisms, for example, the *Resource Management Act 1991* provision for national and regional policy statements and the *Local Government Act 2002* community plan requirements. Use other mechanisms to develop and promulgate national policy to give direction to regional processes.

Background

The absence of integrated planning policies and decisions reduces efficiency in those sectors reliant on or impacted upon by transport. It results in lost opportunities for achieving the most efficient transport system. Land use and growth planning that relies on a 'predict and provide' response from transport risks reliance on unaffordable solutions. Equally, transport planning that does not take adequate account of land use and growth plans will not meet future needs. Imbalance in either direction puts at risk the effective operation of the existing transport system. Only integrated planning and decision making can achieve a balanced result.

The legislative framework is inconsistent and does not create integrated processes. For example, the *Resource Management Act* is implemented on a regional and local basis by individual councils. This results in transport planning requirements that may vary throughout the country. There are few formal mechanisms for collaboration or intermodal and inter-sector planning – accountabilities have traditionally been narrow and sectoral. Similarly, there is an absence of macro-infrastructure planning within and between regions. Decisions made at a local level are often made without a balanced regard for national priorities. Overall, the current system does not facilitate a national interest approach or the identification of strategic priorities, and timeframes for planning are relatively short.

Other aspects of the problem include insufficient attention to intermodal transfers, decisions being made without factoring in their true costs, and the frustration of many transport plans due to lack of finance and commitment to implement them. Also, the negative effects of developments on the transport system are often not considered.

Some of these issues are contributing to a failure to achieve progress in the way signalled in the *New Zealand Transport Strategy.* For example, large freight companies, without consideration of the consequences for infrastructure provision and urban development, are potentially determining future port strategy in New Zealand.

The proposed actions will address these problems by achieving more integrated, comprehensive, an systematic planning. Improved levels of sustainability will arise through reducing transport's unintended negative effects. The actions will produce better understanding, including by the public, of transport's relationship with wider economic, social and environmental planning issues. There will be reduced bureaucracy and costs, less confusion for the public, and quicker implementation of improvements. Increasingly, transport will be planned as a means of serving society's needs, and not as an end in itself.

STRATEGIC PRIORITY:
RESEARCH AND INFORMATION

The New Zealand transport sector is becoming steadily more complex, not just in terms of relationships between the various modes, but also in terms of the need to understand the impacts of decisions in one area on other parts of the transport system and society as a whole. This increasing complexity of relationships – which is at the core of the move to a sustainable transport system in a sustainable society – requires a better understanding of how transport works and how it impacts on society. Ultimately, the ability to move towards any of the directional statements will depend on good information and analysis as the basis for policy development and operations.

PROPOSED ACTIONS TO BE DEVELOPED IN 2006/07

Develop a *Transport Research Strategy* based on the *New Zealand Transport Strategy* that:

- identifies the areas where existing research and information are available on the transport sector and/or modes
- identifies the areas where research and information are not available on the transport sector and/or modes
- includes a programme to develop integrated research and information collection and dissemination
- identifies areas where research effort needs to be concentrated to enable progress to be made
- includes a consequential programme to develop research programmes
- focuses on research that is useful for decision making
- incorporates learning from outside the sector.

Subsequent years

Develop a consequential programme to monitor progress with the NZTS that includes:

- developing a monitoring framework to evaluate progress towards the NZTS
- developing a bank of key performance indicators to measure progress
- prioritising research across the modes and agencies.

Background

Transport sector information is currently collected in an uncoordinated manner that lacks significant areas of focus, including those relating to sustainability. There is a significant body of research especially in relation to safety policy and outcomes, with some understanding of cause and effect in the related policy areas. However, information and research linkages between individual modes and across the whole transport sector need to be improved.

Transport research has traditionally been technically focused. New research needs to incorporate cross-modal, strategic, behavioural, and sustainability objectives and recognise interaction between transport and land use.

The NZTS identified the need to develop a *Transport Research Strategy* to set out the future development of research in the transport sector to inform policy development and operations.

Preliminary work on the *Transport Research Strategy* has already begun by defining four elements of research that support this approach:

- collection of basic information on the transport sector in terms of the directional statements that assesses the overall direction that is being achieved. This information will initially be derived from the data already collected by transport and other agencies, but will likely need to be expanded into some areas where little or no information is available. Information collected under this heading would include, but not be limited to:
  - the relationship between costs and charges in all transport sectors
  - the impact of transport activity on the environment and the systems that govern this
  - the safety performance of the transport sector
  - the way in which the transport sector uses natural resources and
  - impacts on public health.
- analysis of the basic data – with supporting investigation in order to understand the way relationships and impacts in the transport sector can change and the influences on such changes. This would in turn generate strategic policy direction.
- development of specific policy options for addressing the issues identified in analysis of the basic data
- monitoring the contributions of various agencies and organisations in delivering on the chosen policy options identified, leading in turn to identifying overall impact on the transport sector.

The initial task will be for the transport agencies to cooperatively develop the *Transport Research Strategy* within this framework, setting out the proposed work programme for the next 3–5 years, as well as the long-term aims.

The strategy will need to be a precise and measured document that makes it clear to all in the transport sector and in the wider community what needs to be done and what can be expected to be done in the next decade, as well as the scale of resources to be committed. The strategy should be ready for Ministerial approval by December 2006.

There will need to be close cooperation with other agencies, including the Foundation for Research, Science and Technology, the Ministry of Economic Development, and regional councils, to ensure that available resources are used to best effect. It will be crucially important that the resulting information is freely available to all in the community.

The Ministry of Transport has already taken steps to begin to establish a Research Group within the Strategic Directions team to progress this work, in close cooperation with transport and other agencies.

STRATEGIC PRIORITY:
A CROSS-MODAL APPROACH TO SAFETY

Transport agencies within each of the transport modes do not share a clear and common understanding of safety guidelines, principles, or targets. Increasing the level of cooperation between agencies will help to develop this understanding and promote the adoption of similar approaches to common safety problems. It would also ensure that good ideas are shared between the modes, that new multi-modal safety tools are developed and utilised, that New Zealand's research and resources are used to target the areas of greatest need, and that agencies work together to promote a cross-modal safety culture.

PROPOSED ACTION TO BE DEVELOPED IN 2006/07

Develop a cross modal approach to the use of alcohol and other drugs in the maritime, aviation and rail industries, in conjunction with land transport work in this area.

PROPOSED ACTIONS TO BE SCOPED IN 2006/07

Identify options to improve transport safety by exchanging best practice between modes, and establish cross-modal safety guidelines, principles and responsibilities.

Encourage information sharing across modes.

Identify ways of achieving an improved safety culture.

Promote open communication on safety and facilitate the reporting of the majority of safety- related failures (accidents and incidents).

Subsequent years

Use cross-modal safety principles and guidelines to inform future decision making, including resource allocations (both the costs and the benefits).

Prioritise New Zealand safety research and analysis to gain the greatest overall value and inform more common approaches across modes.

Strengthen safety accountabilities and enhance public engagement on safety issues by identifying opportunities and incentives to improve systemic, institutional, and individual safety performance.

Research and begin to implement in stages:

- fully allocated pricing systems across all modes to change behaviour towards safer modal choices
- integration of the impacts of non-transport-related decisions on the safety of the transport system.

Background

Over the last 20 years, levels of safety within the transport sector have steadily improved through a combination of targeted education campaigns, infrastructural and technological improvements, and enhanced compliance programmes. However, the rate of improvement has slowed in recent times, and in some areas has stalled. It seems unlikely that past rates of safety improvement can be achieved without further innovation in technology, safety policy, and the application of resources.

To date, safety gains have been made by each of the transport modes – land, sea, and air – working largely in isolation. Consequently, there are no common safety principles or guidelines that apply consistently to all modes of transport and across government (both central and local). While the NZTS provides guidance, it lacks specificity, particularly with respect to the issue of safety costs, and requires a balance to be struck between safety and other outcomes such as environmental landscaping. There is also no cross-modal agreement on safety targets and actions within the transport sector and amongst the general public.

Similarly, while there is a substantial body of international safety research and analysis that is applicable to the New Zealand transport system, there is a variance in local accident analysis between the modes and a paucity of usable accident information and behavioural research in some areas. In part, the shortage of usable accident data is a function of a safety culture in which both corporate and individual responsibility for safety is sometimes not well understood or accepted, and the reporting of safety failures has not become entrenched.

Safety implications of decisions that are taken outside the transport sector are not always well known or understood. Consequently, they are often not integrated within the transport system, for example, the implementation of fishing quotas with fixed expiry dates coinciding with increases in accidents and fatalities.

The proposed actions set out in the section above are designed to address these issues by providing a common, more clearly defined direction to the safety efforts of those working within each of the modes, and the means by which they can work more closely together to reduce the social cost of accidents. Adopting a common set of safety principles or guidelines will help to promote a more consistent approach to safety policy and ensure that limited resources are used to target the areas of greatest return.

Greater intermodal cooperation will promote the sharing of ideas and information to address common safety problems. It will ensure that new multi-modal tools – such as the use of pricing to influence the use of safer modes of transport – are considered, and foster the more effective management of the impacts of planning decisions that are taken outside the transport sector.

STRATEGIC PRIORITY:
INFLUENCING DEMAND FOR TRANSPORT SERVICES

Economic growth in New Zealand historically has produced parallel growth in demand for transport services, new transport infrastructure, and transport energy consumption. This is unsustainable over the long term. Decoupling transport and economic growth is both feasible and desirable. More effective management of the existing transport system and investment is becoming as important as new investment.

Implementing transport demand and cost management measures can address transport's negative effects by encouraging more efficient use of transport modes, improving utilisation of existing resources, and reducing requirements for new infrastructure.

A key strategic question is the degree to which the New Zealand transport system should eventually take responsibility for all the costs it imposes on society as a whole, and the extent to which policy tools, including pricing, should be used to influence overall demand for transport services.

PROPOSED ACTIONS TO BE SCOPED IN 2006/07

Identify the factors that influence demand for New Zealand transport services.

Identify the range of mechanisms available to influence demand.

Evaluate where these mechanisms have succeeded or not succeeded.

Identify transport's priorities for demand management measures.

Subsequent years

Determine relevant priorities for analytical models of the mechanisms available to influence demand and develop those models.

Lead the promotion of demand management, innovative solutions, and new ideas. This will involve sharing ideas and coordinating the provision of information on:

- demand management techniques
- successful national, regional, and local initiatives.

To encourage innovative solutions and new ideas, the following will be supported:

- pioneers
- pilot projects
- applied research
- pioneering of practical opportunities that push boundaries and provide the basis for learning
- moves towards price signalling.

Implement solutions to manage demand including encouraging moves towards cost-based pricing.

Background

New Zealand has a relatively low urban population density, high per capita car ownership, and a dispersed and small-scale economy. New Zealanders traditionally have been able to afford active and mobile lifestyles. Mobility is a positive value, synonymous with freedom and economic and social advancement – even though users of the transport system do not always understand the full range of negative social and environmental impacts of that mobility. Access is essential for social and economic vitality. New Zealanders expect these freedoms to continue. Pressure will also continue to be placed on land, sea, and air transport by factors such as the growing tourism industry, and the transport of products and perishable goods requiring just-in-time dispatch.

Land transport planning and improvement activities have traditionally focused on a 'predict and provide' approach, where investment in infrastructure has been driven by projected demand for travel. There has been a similar approach in the aviation, rail, and maritime sectors. New Zealand is now facing the reality that it is economically, socially, and environmentally unsustainable to continue managing transport on a demand-driven basis. Space and resources are limited and the costs of providing and maintaining the transport infrastructure are increasing.

Active transport demand management and a well-coordinated transport sector can address the problems of inefficiencies between transport modes, modes not being used to their best advantage, and the absence of incentives to use alternative modes. A significant contribution can be made to a more efficient and effective New Zealand economy by such approaches, while still maintaining transport's role in providing access.

Transport demand management is likely to reduce the growth in motor vehicle use and the reliance on non-renewable fuel and other resources. Lower transport emissions will have a positive impact on human and environmental health. The need for continued infrastructure expansion, and the related landscape impacts, will be reduced. New Zealand will have greater ability to meet its increasing number of international obligations, such as the Kyoto Protocol. Urban liveability will be enhanced through reduced congestion, noise, and emissions. Social benefits may include better public health, greater access, and improved transport safety.

The objective is to manage transport activity by providing people and goods with efficient options to choose from, within and across modes, and with non-transport options. The challenge is to ensure that the ability for people and goods to move relatively freely does not continue to present unsustainable costs. The provision of improved walking and cycling facilities in urban areas is an example where maximum benefit may be gained from existing infrastructure, while community, health, and environment outcomes can be significantly improved.

Demand management covers a range of activities that address the substantial long-term changes that are required to reduce transport's negative impacts. In considering such changes, it is important to understand the factors that influence demand for transport services.

There is an increasing local and international understanding of what drives demand for transport services, some of its complexities (for example, the hidden full costs of private travel and social status). There is a growing body of information, experience and precedents for transport demand management. Nevertheless, more comprehensive information will need to be developed in key areas. For example, there is currently limited available data relating to the size of the main freight flows within New Zealand. There is also no cross-sector policy framework within which to influence demand for transport of people and freight.

Transport demand management measures (including pricing) may need to be introduced in stages. Costs and benefits will also need to be carefully balanced, taking into account issues of social equity, and inherent resistance to pricing and other contentious mechanisms that affect both freight and people movement.

STRATEGIC PRIORITY:
MANAGING ENVIRONMENTAL AND PUBLIC HEALTH IMPACTS

The negative impacts of transport on environmental and human health are increasing, for example, emissions to air, emissions to water, and use of non-renewable energy sources. Many positive actions are being taken, but sector-wide priorities have not been identified, and gains are being outstripped by transport growth.

The actions proposed will enable a sector-wide, targeted approach to managing negative environmental impacts. In parallel, information will be shared to promote positive actions.

PROPOSED ACTIONS TO BE SCOPED IN 2006/07

Develop a strategy for the cross-modal management of transport's environmental and public health impacts that:

- identifies and evaluates options for mitigating transport's negative impacts on the environment and human health, including (but not limited to):
  - moving towards better pricing
  - provision of cost-effective mode choices and alternatives
  - better use of existing infrastructure
  - improving the transport fleet
  - substituting renewable resources where non-renewables are currently used by transport.
- establishes a cross-sectoral policy framework that addresses transport's full costs, including externalities arising from transport and non-transport decisions.

Subsequent years

Provide guidelines on how to prioritise environmental objectives.

Share ideas with other sectors and regional government about advocacy, information sharing, communication, and persuasion, including:

- promoting the benefits of more environmentally friendly modes
- providing trip generation information.

Recommend a pragmatic, targeted, approach to management of negative environmental impacts, based on the assessed potential, likely efficacy, timescale, and priorities of the options.

Background

The increasing impact of transport on the environment is evident in several areas, for example, use of non-renewable fuels and emissions to air and water. As well as environmental aspects such as the contribution from transport to human-induced climate change, there are growing concerns about impacts on human health such as heavy metal run-off into storm water.

Because transport activity is growing faster than the economy, growth is overtaking any gains being made. For example, fuel efficiency is being outstripped by increased vehicle use. The full costs and benefits of different transport modes are not well understood, or accepted, by transport users and there are few incentives to use modes with fewer negative impacts. Current pricing structures may be giving cost advantages to inefficient modes.

We lack information about the social and environmental impacts of transport. For example, information about emissions is incomplete. Other areas, such as the impacts of transport on urban liveability and community well-being, are not yet well understood. There is increasing social and political pressure to find solutions. In our New Zealand context, where across all modes we have a relatively energy-inefficient vehicle fleet, the potential impacts of technology are not known. Few realistic and affordable solutions are likely to be available in the foreseeable future.

A sector-wide approach will increase the capability to prioritise and address key opportunities. It will also enable information pooling and thereby better advocacy. This is particularly important to inform transport users more effectively about the full costs of their transport choices. They may then understand why paying those costs is essential to help reduce transport's negative impacts.

SECTOR-WIDE IMPLEMENTATION PROGRAMME AND NATIONAL LEADERSHIP

The TSSD is a strategy for those components of the NZTS that require government transport agencies to plan and work collaboratively. The strategy is intended to complement existing agency work programmes and assist the sector's progress towards achieving the NZTS vision.

Government transport agencies, regional government representatives, and the Ministry of Transport will take a leading role in implementing the TSSD strategic priorities. Project leadership will be shared across agencies in 2006/07. The strategy also recognises that some of the necessary action for a sector-wide approach will happen regionally and locally.

Action to implement this first TSSD will occur in parallel with the continued development of the TSSD for 2007/08 and subsequent years.

Implementation programme

The implementation programme for 2006/07 will focus on two priorities:

- identifying gaps and barriers to achieving integrated planning in the strategic priority 'An integrated approach to planning'
- identifying and addressing information and research requirements through the development of the *New Zealand Transport Research Strategy*.

Project scoping will be undertaken for the other three strategic priorities: 'A cross-modal approach to safety', 'Influencing demand for transport services', and 'Management of environmental and public health impacts'. Within the safety work stream, work will also be undertaken to develop a cross-modal approach to use of alcohol and other drugs in the maritime, aviation, and rail industries.

The Planning Task Force will continue its oversight of the TSSD development process and the delivery of the strategic priorities. This will include:

- monitoring the delivery of the strategic priorities against the TSSD directional statements
- annually reviewing and publishing of the TSSD
- developing annual implementation plans that identify the contributions of the transport agencies, the Ministry of Transport, and other stakeholders.

It is envisaged that the Board Reference Group will continue to provide guidance to the TSSD development process throughout 2006/07.

Monitoring and evaluation

Monitoring and evaluation will be undertaken to review the implementation of TSSD priority actions and to assess the effectiveness of the strategy. This information will help inform the annual review of the document.

The following resources will be put in place to deliver the TSSD strategic priorities for 2006/07.

INDICATIVE RESOURCE COMMITMENTS FOR 2006/07*

	Transit	ONTRACK	Land Transport NZ	CAA	AvSec	Maritime NZ	MOT	TAIC	Local Govt	TOTAL
Planning Task Force	0.1	0.1	0.1	0.1	0.1	0.1	1.85	0.1	0.1	**2.65**
TSSD strategic priorities	0.9	0.3	0.9	0.95	W	0.75	5.15	0.35	0.8	**10.1**
Total by agency	1	0.4	1	1.05	0.1	0.85	7	0.45	0.9	**12.75**

Notes

* Expressed in full-time equivalent positions.
Indicative resource commitments are subject to confirmation and change.
W: watching brief.

APPENDIX A: *TRANSPORT SECTOR STRATEGIC DIRECTIONS DOCUMENT* — CONTEXT

The New Zealand Transport Strategy

The *New Zealand Transport Strategy* (NZTS) was developed to guide the transport sector's response to the broader social, economic, and environmental needs of the country. Released in December 2002, it provides the vision and focus for the transport sector in achieving a sustainable transport system. The NZTS vision is:

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

The NZTS is underpinned by four principles: sustainability, integration, safety, and responsiveness. The NZTS objectives are:

- assisting economic development
- assisting safety and personal security
- improving access and mobility
- promoting and protecting public health
- ensuring environmental sustainability.

The *Land Transport Management Act 2003* put the NZTS principles and objectives into the statutory objectives of Transit New Zealand and Land Transport NZ. It also required regional councils to take account of how their *Regional Land Transport Strategies* contribute to the objectives of the NZTS.

The Transport Sector Review

The 2004 *Transport Sector Review* considered whether the sector had the capability and best arrangements to implement the NZTS. The review initiated a more integrated approach to the sector's delivery of the NZTS objectives.

The Ministry of Transport was given a new focus on strategic leadership and sector coordination and collaboration in planning, policy development and delivery. Land Transport NZ was established with a focus on the integrated management of land transport planning, funding, and delivery. The Civil Aviation Authority (CAA) and Maritime New Zealand (MNZ) were given a broader focus on the NZTS objectives in policy development and delivery.

The Transport Legislation Bill was passed on 30 November 2004 to implement the key recommendations of the review. The Bill was passed as four separate Acts: the *Civil Aviation Amendment Act (No 2) 2004*, *the Land Transport Management Amendment Act 2004*, *the Land Transport Amendment Act 2004*, *and the Maritime Transport Act 2004*. Together these Acts:

- established Land Transport NZ and disestablished Transfund New Zealand and the Land Transport Safety Authority
- broadened the focus of the CAA and Maritime New Zealand
- provided wider transport rule-making powers
- integrated safety funding decisions with other land transport funding decisions and
- changed the name of the Maritime Safety Authority to Maritime New Zealand from 1 July 2005.

Agencies' programme alignment with the NZTS

Before the beginning of the joint transport sector strategic planning process in 2004, transport agencies took a sector-based approach to programme alignment with the NZTS. Agency measures to comply with the NZTS requirements included:

- aligning strategic and business plans with NZTS objectives
- developing work programmes more broadly focused on sustainability, integration, safety, and responsiveness.

On 17 March 2005 the Minister of Transport launched the transport sector strategic planning process. The Minister asked the sector to collectively identify national cross-agency transport priorities and outline a programme of action to achieve them. The strategy's main features are:

- for the first time, government transport agencies, MOT, and regional government participate in joint planning for the delivery of the cross-agency components of the NZTS
- a Board Reference Group comprising one nominated member from each transport agency board and regional government oversees the direction of the strategy
- the agreed priorities and work programme will be set out in an annually published *Transport Sector Strategic Directions Document*
- an evaluation and monitoring programme will be developed to measure the strategy's progress against the NZTS.

Ministry of Transport
TE MANATŪ WAKA

CIVIL AVIATION AUTHORITY OF NEW ZEALAND

Land Transport NZ
Ikiiki Whenua Aotearoa

MARITIME NEW ZEALAND

ONTRACK
New Zealand Railways Corporation
Rere Tolika

TRANSIT NEW ZEALAND
ARARAU AOTEAROA

TRANSPORT ACCIDENT COMMISSION INVESTIGATION