



Integrated Transport Strategy

Draft - April 2010

Our Mission

People and freight in Franklin have access to an affordable, integrated, safe, responsive and sustainable transport system.





Transport Strategy - Draft April 2010

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“To accomplish great things, we must not only act, but also dream; not only plan, but also believe.”

Anatole France

Vision

Franklin’s vision for the district is:

Franklin - a country lifestyle in harmony with our environment.

The mission statement is:

A diverse people living within defined, planned and serviced country towns and villages surrounded by countryside offering great living, working and recreational options, connected to cities by well-developed transport links.

These statements have been used to set the guiding principles for the Transport Strategy.



Principles

The principles underlying this Strategy are the development of a transport system that:

1. Supports and maintains social connectivity throughout the district and is responsive to change.
2. Supports a strong local economy by;
 - a. ensuring efficient allocation of resources in establishing and maintaining the transport system and
 - b. creates a network which is easy to use and which promotes and supports great urban design in vibrant centres and
 - c. facilitates easy access to the rural based activities.
3. Is part of an integrated planning framework which enables well-managed growth to occur.
4. Enables people of all ages to move around the region easily, safely and securely.
5. Provides appropriate protection and access to natural resources and cultural and heritage areas of the district.
6. Takes into account improvements in technology and sustainable approaches to energy use.



“We can’t solve problems by using the same kind of thinking we used when we created them.”

Albert Einstein

Mission

Transport is an activity that affects everyone who lives, works and plays in Franklin.

This strategy expounds the guiding principles and objectives which inform and guide the long term (30 year) development of safe and easy transport in the District. More specific and immediate actions over the next three to nine years are given in the six action plans. These action plans cover safe networks for walking, cycling, passenger transport, freight movement and private vehicles while encouraging sensible parking facilities and attitudes towards travel options. The Action Plans also recommend not only the tasks and projects but provide an evaluation of their priority in promoting the strategic goals.

The mission for this Transport Strategy is to ensure that:

People and freight in Franklin have access to an affordable, integrated, safe, responsive and sustainable transport system.

The Transport Strategy therefore will need to:

- support a vibrant environment for people and places that arises from the District Growth Strategy (DGS) and Urban Residential Design Guidelines
- respond to and align with the national, regional and district strategies and desired community outcomes
- establish strategic objectives and goals
- recognise and respond to existing conditions and trends
- establish a framework to integrate and prioritise transport projects.

While guiding the construction programme this Strategy does not set standards for design. These are included in the Council's Code of Practice for Subdivision and Development, design guidelines and District Plan. Neither does it establish the work to maintain the existing system which is addressed in the Transportation Activity Management Plan (AMP) although it provides higher level guidance and direction. It supports and expects best practical standard of urban design for all works and that good stewardship principles will be applied to asset maintenance.



Context

Seven community outcomes have been established for Franklin with the desire to ensure that Franklin:

- is economically strong
- is easy to get around
- is a safe, healthy, active place
- is culturally and socially vibrant and inclusive
- retains its special character
- has well-managed growth
- has an educated and enabled population.

National Context:

This Strategy and its supporting Action Plans are consistent with the NZ Transport Strategy (2008), Government Policy Statement on Land Transport Funding (2009) (GPS), National Energy Efficiency and Conservation Strategy (2007), National Rail Strategy to 2015 (2005), and the Land Transport Management Act 2003.

In addition, the individual strategic Action Plans will address any other strategy specific to their specialist area. These are often significant, especially in areas such as road safety, freight transport, passenger transport and cycle/walking.

Regional Context:

Franklin District at present lies wholly within the Auckland Region for transport purposes but has strong links to the Waikato. The new Auckland

governance will cut the district into two areas however the transport network will continue to have strong links to the adjacent areas. The Franklin District Transport Strategy is therefore consistent with both Regional Land Transport Strategies and reflects their key principles of safety, sustainability and integration. Each of the action plans shows direct links to the equivalent Auckland and, where available, Waikato Regional strategy, statement or policy.

Local Context:

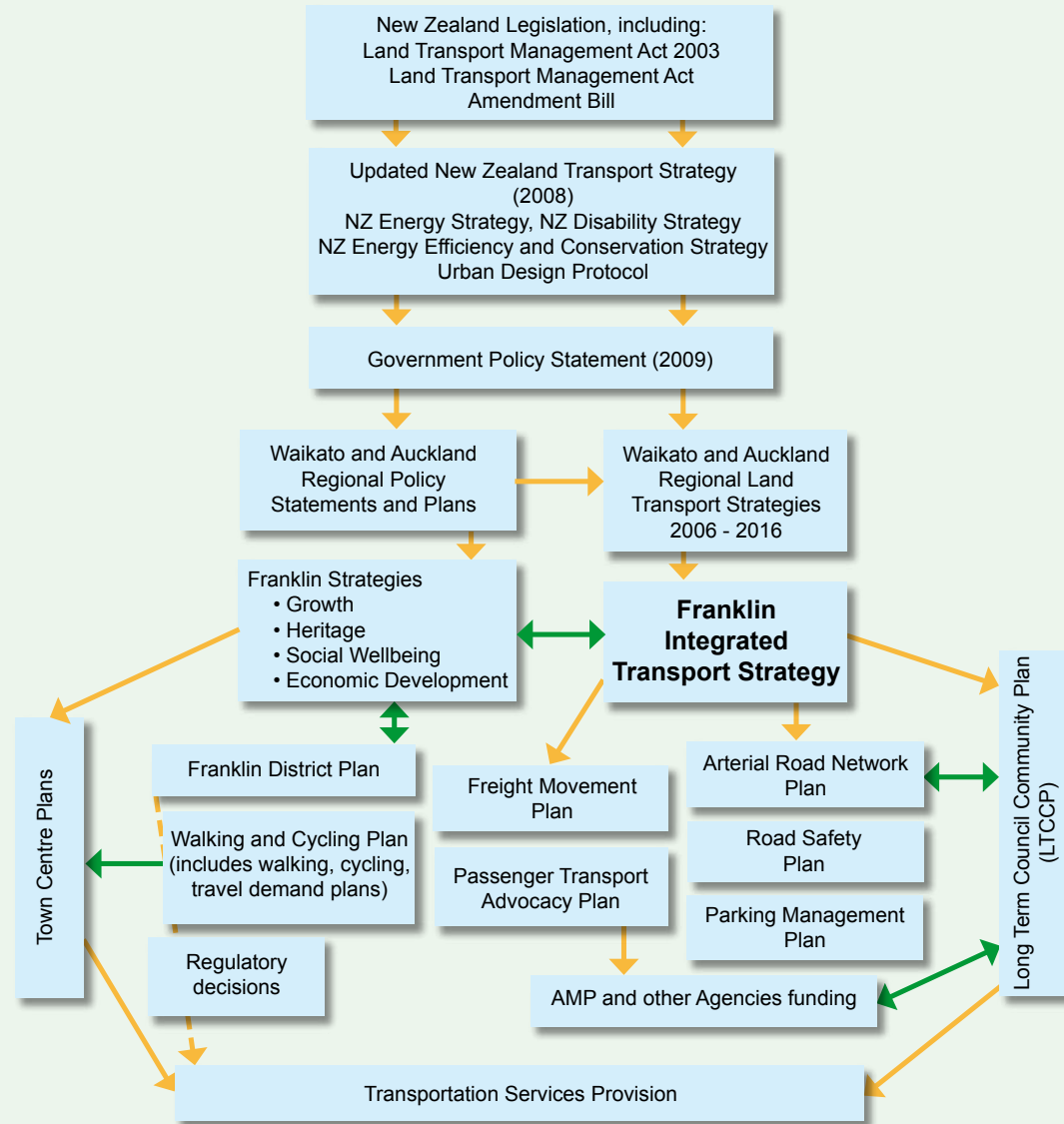
The Strategy is to provide transport actions to meet the goals established by the community outcomes and existing and draft Council strategies. These include the District Plan, District Growth Strategy, Heritage Strategy, Rural Plan, Economic Development, Social Wellbeing, Urban Residential Design, Reserves Acquisitions and Development and Councils goals on Energy Use. This Strategy will safely optimise the existing network, support rural activities and freight demands, enhance passenger transport, promote walking and cycling, support active street design and implement travel demand management. It will also cater for remaining growth by providing key corridors through the district and carrying out congestion mitigation at critical routes and intersections.

The Strategy's context and structure within this framework of a significant number of strategies and policies, is illustrated in Figure 1.

The Strategy's subordinate action plans will operate at two levels, reflecting:

- The need for more detailed consideration and consistency of treatment for each mode and activity across the district and region and,
- The need to prioritise and coordinate effort, allocation of road space and funding activities.

Figure 1 Strategic Context



Land Use

In 2007 Council adopted a District Growth Strategy (DGS) for the district. At a similar time Enterprise Franklin Development Trust (EFDT) produced an Economic Growth and Innovation Framework. These reports made an assessment of existing situations and noted:

- Franklin is essentially rural in character
- District-wide population growth since 1991 was 35.8% with 48.4% in towns, 35.8% in rural areas and the remainder in villages
- Manufacturing (18%) and agriculture (12%) are the main economic drivers of GDP
- Agriculture (31%), Manufacturing (17%) and Retailing (12%) are the main employers.

The population was 59,000 at the 2006 census, an increase of more than 11,000 in the previous 10 years. Based on 2009 projections Franklin's population is expected to grow to more than 117,000 by 2051. The growth since 1996 is reported by Statistics NZ as “the largest increase experienced by any secondary urban area in New Zealand.... Over the same period the commute to the north has risen by two and a half times the population growth to now be 38% of the employed population”.

The adopted arrangement in the Franklin District Growth Strategy is shown in Figure 2.

This Strategy will provide data and help to inform future reviews of the District Plan. Each of the Action Plans provides particular insights which can lead to recommendations for changes to the District Plan.

Transport issues

- Traffic flows, vehicle emissions and trip lengths

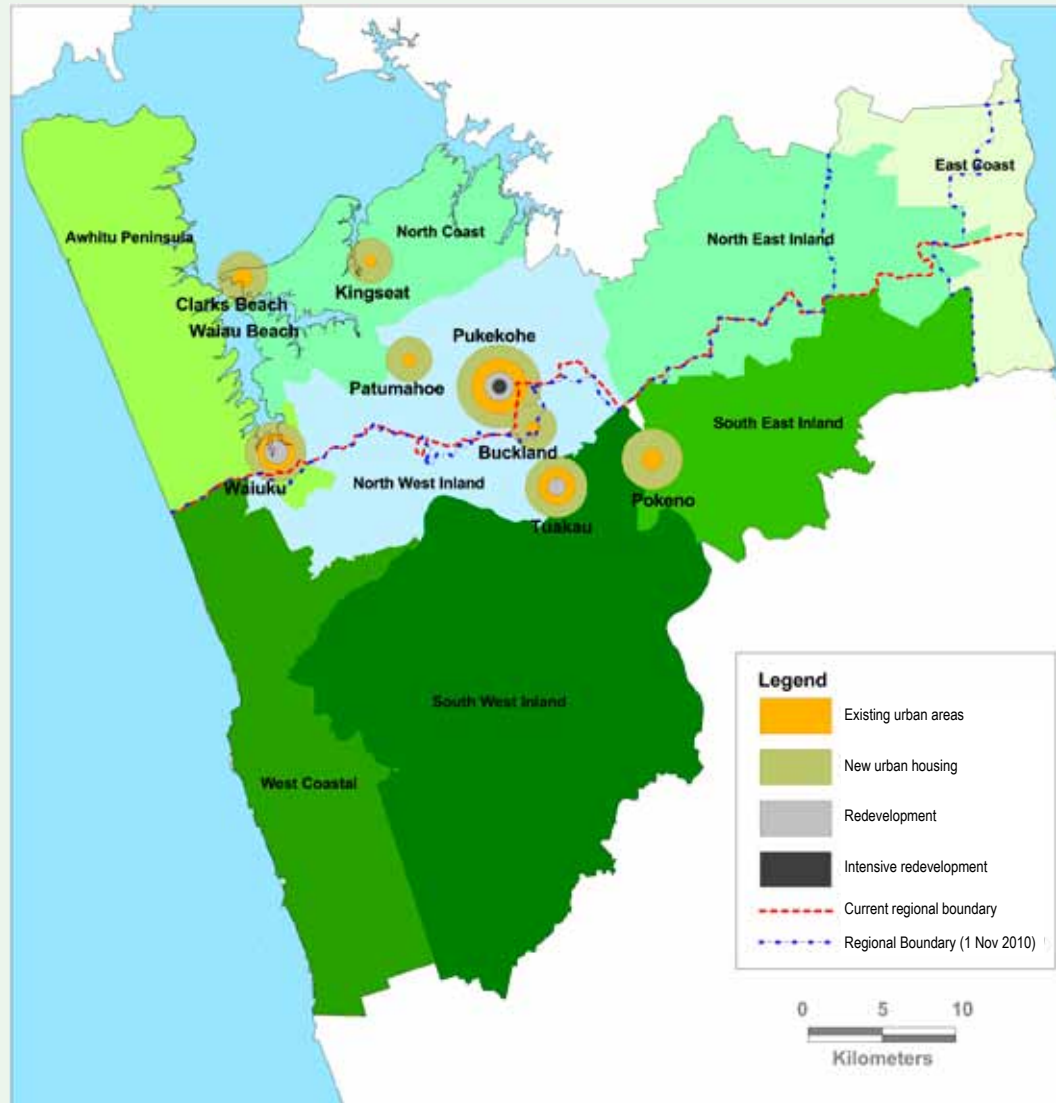
Franklin District Council has developed a traffic model for the district. It indicates how the average trip numbers, trip length and total travel are likely to change over the next 40 years as shown below. The model has been validated for the latest census year of 2006 and for future estimates. It assumes that proposed network improvements funded in the LTCCP and the population and business activities as shown in the District Growth Strategy will occur. No significant changes to travel costs or opportunities are assumed.

Year	2006	2021	2051
Population	59,000	82,206	117,366
Total vehicle kms driven	464M (7,800)	NA	NA
Data for the critical PM peak			
Trips made	18,500 (0.31)	25,900 (0.31)	37,700 (0.32)
Average trip length in km	13.3	13.5	13.1
Fuel use in litres	23,044 (0.39)	33,638 (0.41)	50,873 (0.43)
CO2 production (tonnes)	51 (0.8 kg)	81 (1.0 kg)	117 (1.0 kg)

The value per person is shown in ()

The likely change in trip length can also be estimated based on the proposed land uses. The data indicates that over 40% of trips are greater than 15 km. The district's travel pattern therefore creates significant vehicle emissions and is quite susceptible to oil price increases. Notable also is that 30% of trips are less than 5km so are well within walking/cycling distance.

Figure 2 Franklin District Growth Strategy



With the rapid increase in the number of short trips (less than 2km) as the town intensification policy takes effect, especially after 2021, the sustainable travel plans will be critical in ensuring best use of transport infrastructure.

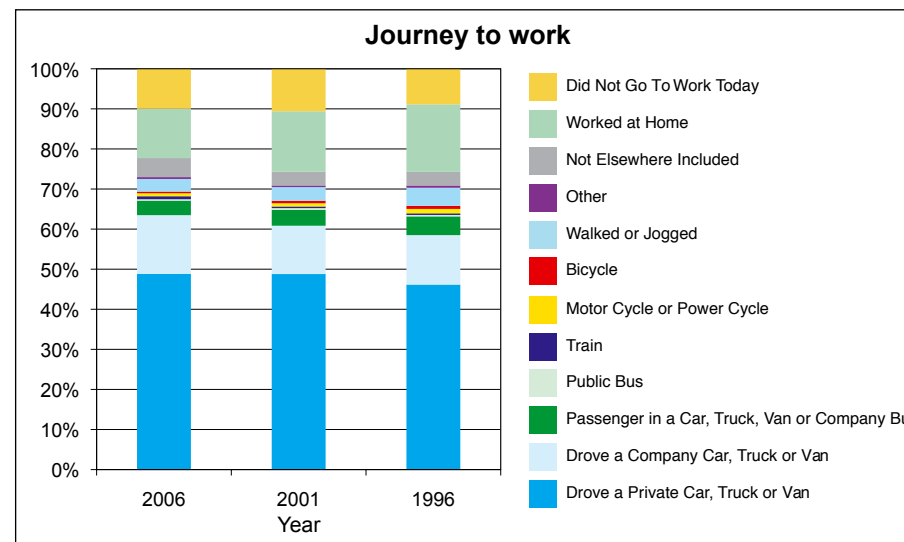
- Safety

While the number of injury and fatal crashes have been decreasing in New Zealand over the last 10 years, Franklin District is not following this trend. This may be somewhat attributed to the increased distance traveled on the roads, particularly on arterials. The annual social costs of the injuries and deaths are significant and are estimated at \$19.4 million or \$330 for each person in the district every year. This is clearly an important issue for the Strategy to address.

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Injury crashes	104	79	77	124	146	147	145	176	151	169
Crashes per 100M km traveled	27	20	18	30	35	31	31	36	31	35

- Travel modes

Data from Statistics NZ indicate the following Franklin travel-to-work modes.



As might be expected in a largely rural environment, the car has remained the predominant means of travel, especially for employment. Recent changes such as improved rail connections, cessation of local bus services and increased ACC levies for motorcycles have delivered conflicting messages to non-car users.

These issues are considered in more detail in the associated Walk and Cycle and Passenger Transport Action Plans.

Data on education travel is not available at present, but at this stage it is assumed that many of the short journeys in vehicles within the district are related to school pick ups and drop offs. The Strategy is a basis for researching these patterns and supporting initiatives that are cost effective in reducing the use of private cars where viable alternatives are available.

- Business land provision

The Auckland region has a shortage of business land. Section 5 of the DGS has predicted how the District can support some of this business land growth. These changes in land uses together with the underlying population increases have formed the basis in Franklin's Transport model for the evaluation of the travel modes and network requirements. Over 80% of the business land growth is in the three main towns and builds on the existing infrastructure.

The freight impacts for both urban and rural business are addressed in detail as part of the Freight Action Plan which also covers their specific needs, including routes, new connections and the promotion of alternative transport options.

- Ageing population

The ageing of communities will, according to the United Nations and OECD, have a profound impact on economic, political and social conditions. It will require more thought regarding the location of shopping centres and health facilities, accessibility of passenger transport and appropriate recreational and cultural facilities near where people live.

In Franklin the population is slightly younger than the New Zealand average with 24.6% of the population under 15 and 10.5% over 65 in the 2006 census. This compares with 21.5% and 12.3% respectively for the whole of New Zealand. However, the number of elderly people will continue to increase with more than half the population more than 40 years old by 2030. It is anticipated that people will continue to drive as long as they are able, with continued mobility being essential to maintaining their independence. In particular, for Pukekohe the proportion of households consisting of people 65 years old and over will double between 2004 and 2051. Catering for their needs will be an important aspect of the Safety, Passenger Transport and Sustainable Travel Plans.

- Environmental sustainability

Environmental sustainability fundamentally lies in reducing the amount of energy and materials used per kilometre of travel. It also requires avoiding or reducing the emission of greenhouse gases where feasible. Mechanisms that may be promoted under the Strategy include promotion of passenger transport options; upgrading of fleets; use of alternative 'healthy' options such as cycling, walking and organised school and institutional transportation; minimising road 'blockages' and inefficiencies through good design and avoidance of development that will unduly increase the transport loading because of distance and location.

This approach is supported in national and regional transport policies.

Conclusions:

In Franklin over the last 10 years there has been a continued reliance on the car as the predominant means of travel for commuting. This is likely to continue without major policy or economic changes. The leveling of the total kilometres driven over the last two years in Franklin may be a reflection of fuel price, economic conditions or a permanent travel mode shift associated with regional initiatives such as improved passenger transport, ramp metering, parking costs/availability and growing congestion. However long-term assessments indicate that if the conditions of the last five years continue (increased commuting, higher amounts of freight carried and increased development across the district) then travel will increase in both individual and total amounts despite countervailing influences that have recently depressed the private transport growth curve. Franklin District therefore cannot be complacent.

The traffic growth over the last decade in Franklin is high in terms of New Zealand data but is predominately occurring on arterial roads. Recent counts indicate that heavy vehicle volumes appear to also be rising rapidly indicating the dependence and importance of road freight for the rural economy. The

DGS provides intensification of the urban areas in and adjacent to the existing towns and villages to assist the change to an urban form which helps reduce car dependence, however its effects will not be immediate. Road safety has not improved in recent years.

While the District has some issues to address, the predicted rapid growth can be managed by well balanced multimodal transport strategy. Council policies and rules can be directed to obtain a good transport outcome for the region. A series of opportunities exist for the growth predicted in the area to be arranged to meet the travel needs of the population without threatening the environment. It will also be able to provide real travel choice to people and industry particularly within the proposed growth cells.

The Strategy needs to ensure all means of travel are realistic and safe options and that any network improvements proposed ensure that sensible demand management measures will enable the long term economic benefits to be realised.

Policy Summary

The Transport Strategy for Franklin is consistent with the RLTS, the RPS and the DGS. As such it involves both land use and transport actions namely:

- Most growth is focused into compact, contained settlements which are designed in a manner that provides people with easy access to work, leisure, education, shopping, health and other services, and to each other, served by good public transport. Pukekohe will be the focus of this growth, reflecting its role as the key public transport interchange in the District
- High trip generating activities are encouraged to locate in areas that are well served by walking, cycling, freight routes and public transport
- The need to travel, especially by car, will be reduced, giving people

greater transport choices and encouraging active living by providing for all transport modes, parking management, urban design and education

- Safe transport will be achieved through engineering design, education and enforcement
- The strategic road network, together with the rail system, will be managed to provide for the reliable movement of goods and services within and beyond the District.



“Trying to cure traffic congestion with more capacity is like trying to cure obesity by loosening your belt”

Glen Heimstra, Futurist

Objectives for the Strategy

The Franklin Transport Strategy will be successful if it:

- Supports a strong local economy
- Enables well managed growth to occur
- Provides all groups of residents with real choices for access and mobility
- Assists in providing for a safe, healthy and active community
- Makes best use of finances and existing facilities
- Encourages environmental sustainability.

In setting these objectives the Strategy has accepted that;

- the Franklin District Growth Strategy (2007) and
- the preferred option recommended in the Auckland Regional Land Transport Strategy (RLTS)

are the primary documents that the transportation strategic outcomes must support.

The Franklin District Growth Strategy (DGS) evaluated population changes up to 2051 and has recommended a preferred strategy that “meets the Regional and District intention to contain and intensify urban development and enhance transport networks by concentrating most of the growth within the existing urban boundaries of Pukekohe, Waiuku and Tuakau. At the same time, it meets lifestyle aspirations by providing a broad range of living environments in appropriate locations”. The DGS sets the growth framework, around which any transport strategy must interpret and design, as this is the primary strategy for linking the different sizes and types of communities across the District.

This to some degree is consistent with the Auckland RLTS. At the time of writing, the RLTS’s preferred strategic option is a public transport led approach, where public transport services and infrastructure are provided ahead of demand in order to encourage greater public transport use. The focus of investment shifts from state highway construction into public transport improvements, behaviour change, walking and cycling and local roads. While Franklin is a district made up of a mix of rural and small community centres and larger towns, and is different from a core urban centre, the preferred strategic option emphasises the planned intensification of development in the main growth centres which will be well served by public transport. Developments in new growth areas can proceed on the basis that public transport services will be in place as the development is taken up. By providing for a much more coherent approach to growth the Auckland region will be better placed to cope with oil price volatility and reduce transport-related carbon dioxide emissions.

Main components of this preferred regional strategic option are:

- Improve the Rapid Transit Network and Quality Transit Network networks
- Continued resourcing of behaviour change initiatives
- Improve the road network at selective locations, especially for public transport and the regional strategic freight network.

Other important elements include:

- Walking and cycling improvements such as completion of the regional cycle network
- Improved inter-regional linkages to Northland, Waikato and the Bay of Plenty, in order to support production, trade and tourism
- Road safety and rural transport improvements.

The option includes introducing parking measures in centres across the region which are planned for growth and have good public transport.

Objectives and the Action Plans

The relationship between the objectives and Transport Action Plans are shown in the table below.

Action Plan	Walking and Cycling	Freight	Passenger Transport	Arterial Corridors	Safety	Parking
Objectives						
Supports a strong local economy		xx		xx		xx
Enables well-managed growth to occur	x	x	x	xx		x
Provides all groups of residents with real choices for access and mobility	xx		xx	x	x	xx
Assists in providing for a safe, healthy and active community	xx			x	xx	
Makes best use of finances and existing facilities	x	x		xx	x	x
Encourages environmental sustainability	xx	x	x	x		x

Key xx *Primary relationship* x *Secondary relationship*

Additionally the connection between the local, regional and national outcomes is shown in Appendix 1. As the National Land Transport Strategy is likely to be reviewed in the near future, the latest direction of the government as provided in the Government Policy Statement (May 2009) has been included.

All recommended projects arising from the strategy will be measured against their ability to address the six strategic objectives outlined above.

Challenges and opportunities

The division of Franklin through the Auckland governance changes will more strongly coordinate local transport planning with that of the wider region. This may have implications in terms of prioritisation and resourcing of local projects. This document, which identifies challenges and issues, will be a basis for advocating for rural, small town and village transport projects.

The predicted rapid growth of Franklin will need to be served by well balanced multimodal transport infrastructure which provides people with real transport choice for both their personal travel and freight distribution.

Priorities in the longer term include improving accessibility and mobility through sustainable management of natural and physical resources, addressing climate change issues, ensuring energy conserving methods of freight transport and an advocacy programme to influence travelers to switch modes. These particularly include:

- Improving accessibility, availability and affordability of alternative modes of transport to private cars for all District users, including walking, cycling and public or community transport. This would have economic benefits, including increased productivity and competitiveness for local industry, due to a decrease in road congestion. It would also have health benefits for those walking and cycling
- Using a strong advocacy programme to influence travelers to reduce private car usage by switching to alternative modes of transport (public transport, cycling and walking) – this will assist in reducing congestion and parking problems
- Reducing the Districts contribution to climate change and protecting the rural landscape through integrated land use and transport policies. Locating services and employment closer to users reduces car usage, therefore reducing greenhouse gas emissions. A well-designed roading network will also decrease the length of vehicle journeys for freight etc.
- Advocating for more frequent, affordable, reliable and punctual public transport to encourage its increased use, both within, to and from the District
- Advocating with the Region, energy conserving policies / methods for the transport sector
- Support the provision of efficient freight movements and transfer for the rural economy to its final destination.

Political

Shifting the transport system towards becoming more sustainable depends on the development and application of a wide range of mutually reinforcing policies at both central and local government levels, including funding provision. This strategy will support government and regional initiatives to promote a more sustainable system and monitor outcomes from the operation of the transport/land use system to enable the results of political decisions to be tested for their efficacy and changed as appropriate.

Both central and local government have important roles in ensuring that all transport modes pay their full costs, in the interests of an efficient, competitive and resilient economy, and a healthy environment. Local government spends a significant proportion of its budget on transport. How it spends these resources is therefore very significant to the community which provides those resources.

Environmental

The transport system both generates environmental effects (eg. air, water, noise and visual pollution, community severance) and is affected by the environment (land use types and patterns, natural constraints). The District Growth Strategy and Transport Strategy, and their implementation plans, aim to develop an optimal transport and land use system which minimises the adverse effects of environment on transport and vice versa. Means for mitigating environmental effects from motor vehicles include locating land uses in a way which reduces the need to travel, and providing real transport choices so people can get to where they want by less impactful modes such as public transport, broadband and walking and cycling. Purchasing policies of councils, council controlled organisations and private firms also have the potential over time to shift the total district fleet towards a more energy efficient vehicle mix. The health consequences from pollution and crash incidents are also part of the environmental consequences of transport policy.

Social

Children, youth, lower socio-economic sector, disabled and the elderly are often transport disadvantaged. These are regional and local issues and this strategy addresses their particular needs through the Passenger Transport Advocacy Plan and the Sustainable Travel Action Plan.

As the district has a significant rural area, the provision of rural transport and the need for a good road network are highlighted in the Passenger Transport and Arterial Corridor Plans

A healthy and active community needs not only access to cycling and walking but also the promotion of safety on the transport networks. These issues are included in the Social Wellbeing Strategy. The Road Safety Action Plan has special emphases on the provision of networks for cycles, walkers, bridleways and vehicles and the need to deal with the effects of speed, alcohol and failure to give way on the roads.



Economic

The District wishes to retain existing and create new wealth by:

- Retaining a skilled workforce with District amenity from a well planned transport system and well connected towns with a good configuration of town and industrial centres so that the right amount of parking is supplied in the right places
- Facilitating the establishment of business clusters by planning for freight movements to best serve the new and/or growing business clusters and rural economy, including:
 - Motorsport
 - Equine
 - Distribution centre
 - Horticulture
 - Business land in Tuakau/Waiuku/Paerata
- Attracting visitors to a District that is easy to get around and provides good access to places of interest such as Glenbrook Vintage Railway – a Heritage Trail could be developed (see Heritage Strategy). There is also potential for the establishment of a network of rural pathways designed to service the villages and towns, tourism and the training needs of the equine industry
- Attracting tertiary education providers to locate in the District and visitors will require good transport links to other towns/cities for accessibility.

Risks

Five risk areas have been identified. Most require national and regional policies to provide mitigation.

Land use/transport

This strategy, despite proposing land uses to reduce vehicle trip number and length by managing travel demand and providing sustainable transport choices, is expected to fall short of the NZTS greenhouse gasses emissions target. Alignment of all stakeholders and suitable enabling measures is therefore needed.

Technical

The accuracy of costs, route protection and performance estimates are in this group where there are expected future changes.

Political

Uncertainty regarding government policies, international commitments, local government reform, alignment of transport agencies, and public support of strategies may require the strategy to be reviewed.

Funding

Timing and amount of funds will affect delivery of the strategic goals.

External

Growth, energy availability and price and catastrophic events all affect the strategy and availability of transport choices.



“The paradox of transportation in the late 20th Century is that while it became possible to travel to the moon, it also became impossible, in many cases, to walk across the street.”

Joell Vanderwagen

Action Plans

The Six Action Plans

Walking and Cycling Plan

The main outcome of this plan will be to ensure that walking and cycling are safe and viable travel options in the District. To do this it will not only need to provide an infrastructure network but also develop programmes with successful results that encourage people to choose these modes of travel where appropriate. These programmes include school and future business travel plans, walking school buses, ride share and car pooling.

At present we have:

A series of works in parks, on footpaths and walkways with a strong commitment to improvements but without a fully agreed comprehensive development plan.

The plan will ensure that:

People understand the available choices of transport for work, education, recreation and tourism and that walking and cycling are safe and enjoyable and the right connections are made between desirable journey points.



By undertaking a programme:

- to understand and consider the needs of pedestrians and cyclists in all relevant Council activities and plans
- to encourage and support people to choose alternatives to the car
- to improve and expand the bridle trails, pedestrian and cycle routes
- to support enforcement of the relevant road rules, the appropriate use of the facilities and compliance with development policies.



Freight Movement Plan

Freight is essentially a servant to the needs of the region's people and businesses and should be facilitated in such a way that it helps the sustainable development of the region. Freight is generally taken to include the process of transporting goods, the transported goods themselves and the associated charge for goods transported. This plan focuses on the transportation of goods and the investments, interventions, and communication required to facilitate that movement as these are the aspects of the impact of freight in the district that the Council or a Regional Transport CCO can influence the most.

At present we have:

A traffic counting programme that identifies the likely road maintenance effects of heavy vehicles.

The plan will:

Identify how Franklin District Council intends to facilitate freight movement to support the growth and development of Franklin and the Auckland Region.

By undertaking a programme:

- To research freight patterns
- Identify and support logical freight routes
- Carry out works that facilitate freight movement and reduce conflict with other transport users
- Encourage high freight generators to locate near the designated freight routes.



Passenger Transport Advocacy Plan

While the car remains Franklin’s predominant means of transport, there exists a significant group of residents for whom this is not an available mode. These people together with the recognised social, economic and environmental benefits of other modes, require the Strategy to adequately fund and support their implementation.

At present we have:
A recently increased rail service to Auckland, weekday bus services within Pukekohe and to Papakura, services between Pukekohe and Tuakau, Waiuku and Papakura with a weekly service between Pukekohe and Port Waikato. There are three school bus networks operating in the District funded by the Ministry of Education.

The plan will ensure that:
Passenger transport is a viable transport option and that Franklin’s needs for local connector network and targeted services are addressed in regional plans.

- By undertaking a programme that:***
- Provides local infrastructure
 - Promotes public transport information and use through the Regional Passenger Transport Plan by the provision of
 - improved rail service
 - Park and Ride facilities in Pukekohe
 - local connector routes
 - targeted community services in the District
 - Encourages increased development density by using “design lead” provision for public transport.



Arterial Corridor Plan

Arterial roads play a critical role in the transport network. Such roads link urban areas within the region, connect significant facilities and play a critical role in the movement of people and goods in the region. Franklin's growing population and economy will place pressure on the arterial network as the demand for travel increases and the capacity of the network comes under further pressure. This poses a challenge for the network to support viable alternatives to car travel to better meet the needs of pedestrians and cyclists and encourage the development and implementation of engineering measures to improve road safety. It is important to focus on making better use of existing road space for the alternatives to single occupant cars and where appropriate on moving freight efficiently. This is best addressed by corridor management plans which include ongoing arterial maintenance and upgrades and increased expenditure on arterial road safety engineering on both rural and urban arterials.



At present we have:

A list of arterial roads in the District Plan and road design standards.

The plan will:

- Establish a road hierarchy
- Establish a framework for the integrated management and planning of arterial roads, and their interaction with surrounding land uses and other parts of the local and regional road network
- Provide guidance in the development of more detailed corridor management plans.

By undertaking a programme that:

- Ensures that the objectives of the District Growth Strategy are supported
- Enables the Urban Design Protocol objectives to be met
- Identifies gaps in current performance, and provides priorities for improvement
- Establishes corridor management plans for regional and local arterials that
 - Recognise the multi-modal function of roads as defined in the Sustainable Transport Plan
 - Ensure the Safety Plan objectives are supported
 - Ensure that the Freight Plan objectives are supported
 - Ensure the Passenger Transport Advocacy Plan objectives are met
- Provides input to the next iteration of the Auckland Transport Plan and the next RLTS review
- Contributes to better integration between state highways and local roads, between roads and land use, and between transport modes.

Road Safety Plan

The present NZTS introduced challenging national road safety targets, while also outlining challenging increases in active transport trips. Specifically, the government was looking for there to be fewer than 200 deaths and 1,500 serious injuries by 2040.

The RLTS provides a broad context for transport within the region and provides general guidance for the Regional Road Safety Plan 2009 to 2012 (RRSP). This plan is presently under revision. The RRSP builds on previous plans that focus on a long-term “vision zero” approach to road safety and highlights the importance of a broader public (or population) health approach advocated internationally and locally. The RRSP has a proposed 2012 goal of no more than 400 fatal and serious injury crashes in the region in one year. The plan addresses Franklin’s efforts in road safety to meet their specific issues. These targets include “Number of reported injury crashes less than 125” and “Number of fatal/serious crashes less than 24 per year and only 19 on local roads”. As the 2008 number of reported injury crash numbers are 169 with 39 of these fatal or serious this is a sizeable drop over the existing level despite Councils significant level of safety improvement activity.

At present we have a road network;

- That has a unacceptably high crash rate
- That has a significant number of crashes resulting from speed and alcohol
- Where crashes at night and on rural bends are over-represented in comparisons with similar districts.

The plan will:

Provide a safe and efficient road network that meets the needs of the community by reducing the incidence and severity of road crashes.

By undertaking a programme:

- That provides for a Safety Management System for managing the transport networks.
- Of physical improvements via
 - Minor Safety programmes
 - Walk/cycle facilities
 - Street lighting upgrades
 - School travel plans
- To liaise with other safety partners
- With education campaigns to raise awareness within the community.



Parking Management Plan

The Plan supports the general objectives of the sustainable growth and development of the district. This includes ensuring that the way we manage the transport system contributes to economic, social, and environmental outcomes through greater provision and use of public transport, more walking and cycling, and enabling high density mixed use development in selected centres. Although requiring significant area per vehicle, parking is obviously an essential component of the transport system. As most vehicular journeys involve parking at both the start and end of each trip, the availability, cost, and convenience of car parking can influence decisions on transport mode used, the time of travel and, potentially, the choice of destination. A lack of available parking can compromise economic development and transport system performance, particularly where the aim is to encourage commuter use of public transport (park and ride options).

Parking management is, therefore, an important travel demand management mechanism that can reduce car use, traffic congestion and help achieve a more sustainable district. A balance must be struck in providing an adequate supply of parking to meet the needs of a dynamic, competitive economy, without crowding out other activities or undermining the use of travel and lifestyle alternatives.

The need for a more balanced approach to parking is recognised by the 2005 and the draft 2010 Regional Land Transport Strategy. The Auckland Regional Council (ARC) subsequently developed a Regional Parking Strategy which sets out objectives, policies and actions to improve integration between the supply, management and price of parking, and the land use, transport, economic, social and environmental outcomes sought by the region. The Plan follows the Regional Parking Strategy and provides a framework to align district policy and methods with outcomes sought, taking into account the District's specific circumstances. It considers changes in parking policies and rules for the review of the District Plan and parking plans and policies particularly for urban and settlement design guides so that parking can be facilitated without sacrificing quality of place.



At present we have:

Parking restrictions applied to address local concerns and a table of minimum parking space provision for individual land uses in the District Plan.

The plan will ensure that the;

- Supply and management of parking in the district, is in line with the desired land use, transport and sustainability strategies and outcomes
- Use of more sustainable forms of transport such as car pooling, car sharing, cycling and the use of motorcycles or scooters is encouraged where appropriate
- Policy on parking in the Arterial Corridor Plan and Town Centre plans is achieved
- Need for and the benefits of change is clearly communicated to the community.

By undertaking work to:

- Reform parking standards in urban areas across the district
- Provide comprehensive parking management plans for town centres that
 - Ensures car parking supports good urban design
 - Gives priority to short stay parking
 - Ensures public off-street parking provision meets parking policy objectives
 - Encourages use of sustainable transport modes
- Ensures that parking management policy and controls for arterial roads and town centres meets expected outcomes
- Engages with and educates the community on the need for change.



Strategic Priority Method

The availability of funds for the projects recommended in the Action Plans will always be an area of robust discussion in the LTCCP considerations. FDC staff have used a ranking system that covers 10 performance measures divided into strategic and priority areas. In addition, supporting data was provided by the Asset Manager on the criticality, constructability and funding issues for each capital budget line item.

With the establishment of Auckland Transport Authority it is envisioned that the NZTA assessment process will become the major priority measure. The NZTA assessment profile is:

Assessment factor	Focus	Description	Rating
Strategic fit	Focus on the problem, issue or opportunity being addressed	A strategic fit assessment considers how an identified problem, issue or opportunity aligns with the NZTA's strategic investment direction. Strategic fit ensures that the activities the NZTA approves for funding address issues that are significant from a national perspective.	High, medium or low
Effectiveness	Focus on the effectiveness of the proposed solution	The effectiveness assessment considers the contribution that the proposed solution makes to achieving the potential identified in the strategic fit assessment and to the purpose of the LTMA and the relevant NZTS objectives.	High, medium or low
Economic efficiency	Focus on the economic	The economic efficiency assessment considers how well the proposed solution maximises what is produced from the resources used.	High, medium or low

A Transport Strategy prioritisation method has been devised which uses the data needed in LTCCP process together with the LTNZ assessment criteria. This ensures that any planned work will meet to Councils strategic goals and that it will be more likely to obtain national financial subsidy where that is available.

However the NZTA assessment profile is such that local road infrastructural improvements are unlikely to be rated above medium for strategic fit. Consequently a more detailed assessment of the local strategic impact of any project is required to ensure a finer screen for the projects ability to meet the Transport Strategy's objectives. Any recommended project from every action plan will need to determine how it addresses each of the five objectives of this strategy in a five point range from strongly negative to strongly positive (XX, X, -, √, √√)

- **Supports local economy**
 - Will it create or increase economic activity (this does not include the work associated with constructing the project).
- **Enables growth**
 - How well does it address DGS issues
- **Improves access**
 - Does it increase the available transport options or improve the access to or frequencies of the effected transport mode
- **Safe, healthy and active**
 - Is the health and safety of the users increased and does it encourage active participation in the district (for a strongly positive ranking, all three areas are to be addressed).
- **Best use of and builds on existing facilities**
 - Will the project overload or make better use of the available facility
- **Environmentally sustainable**
 - Are the environmental measures improved or degraded by the project.

These measures will equate to NZTA's strategic fit but with a strong local assessment.

This is then supported by measures using high, medium and low (H.M.L) as specified by NZTA project/programme's assessments for:

- **Effectiveness**

This measure includes meeting the strategic goals but also ensures the project is integrated with land use, is affordable and is the optimised alternative.

- **Economical efficiency**

This measure insures maximum value is obtained from the package or project. The ranking is required for projects greater than \$250,000 based on a benefit to cost ratio where

- $BCR \geq 4$ is High
- $BCR \geq 2$ and < 4 is Medium
- $BCR \geq 1$ and < 2 is Low

For lesser projects or on-going programmes, standard economic rankings can be obtained from NZTA Planning, Programming and Funding Manual.

As the successful implementation of this Strategy requires programmes or projects from all Action Plans in order to address Franklin's transport issues, it is expected that each Plan will receive some funding. The above priority method enables the projects to be selected so as to maximise the progress towards the strategic goals in a transparent and disciplined manner.

Examples

The following table indicates how projects from several Action Plans may be assessed. These examples use an intuitive ranking and the Action Plans will carry out a more formal review of any project together with better economic calculation.

Project	Pukekohe Eastern Arterial	P&R area at station	Crash reduction
Assessment Criteria			
Local economy	√	-	-
Growth	√√	√	-
Access	√	√	-
Safe/healthy	√	√	√√
Builds on existing	√	√	√√
Sustainable	-	√	-
Effective	M	M	M
Economic	L	M	H
Overall assessment	Expensive project that supports the strategy	Supports the thrust of Transport and Growth Strategies and Town Centre plans	High immediate and sustained benefit/cost ratio but limited support of other strategic goals

Project Coordination

Most of Franklin's Transport Action Plans are associated with similar Regional Plans but provide the local detail and emphasis. This will ensure regional compatibility but allows those issues important to Franklin are given a clear action programme.

Annual Plan preparation will ensure that coordination and prioritisation of projects occurs to obtain the maximum district benefits. Normal mapping of projects will provide clear indication of any relationship between projects. In addition, the Action Plans will provide detailed data required by Corridor Management Plans and Town Centre Plans where any further issues of priority or goals can be discussed and resolved. The inclusion of all school travel plan physical works, cycle and walking projects within the Sustainable Transport Plan means that these particular safety issues are easily cross-referenced with any recommendations in the Road Safety Plan. Similarly the Arterial Corridor Plans are required to ensure that the requirements of the Freight Plan, Sustainable Travel Plan and the longer term requirements of the Passenger Transport Advocacy Plan are met.

There could still be some situations where the location or nature of work improves an area of concern but downgrades facilities for another permitted user. This is generally addressed in the project formulation and is normally resolved in the design work. However the priority method will provide some clarity on the effectiveness of requested facility to meet the strategic goals and so assist in ensuring all areas of the strategy are fully considered.

Monitoring and Review

Generalised measures have been selected for each of the goals of this Strategy. Changes to these measures can be the result of a wide variety of inputs, often outside the influence of this Strategy but they do indicate whether in total the direction of change is in keeping with this Strategy's goals. They have been selected from existing Council reporting requirements and are measured as part of the community outcomes or activity performance.

Goal	Measure Used	Outcome Expected
Supports a strong local economy	<ul style="list-style-type: none"> Person employed as % of resident work force Other DGS and LTCCP measures Freight moved 	<ul style="list-style-type: none"> Targets met Tonnage up
Enables well managed growth to occur	<ul style="list-style-type: none"> Travel times 	<ul style="list-style-type: none"> Travel times steady
Provides all groups of residents with real choices for access and mobility	<ul style="list-style-type: none"> Journey to work mode and distance travelled Veh.Km/population 	<ul style="list-style-type: none"> Less single occupancy car use Distances driven are at least steady
Assists in a safe, healthy and active community	<ul style="list-style-type: none"> Crashes Reduce numbers exposed to adverse effects Increased walking and cycling 	<ul style="list-style-type: none"> Crash rate falling Environmental measures stable or improving Increase in cycling and walking numbers
Makes best use of existing facilities	<ul style="list-style-type: none"> Benefit Cost assessment 	<ul style="list-style-type: none"> Good benefits result from all projects
Encourages environmental sustainability.	<ul style="list-style-type: none"> Reduced greenhouse gas production Improved stormwater quality Increased use of low pollution transport Increased freight by rail 	<ul style="list-style-type: none"> Environmental measures stable or improving

In addition, individual Action Plans may set targets solely in relation to that mode or activity.

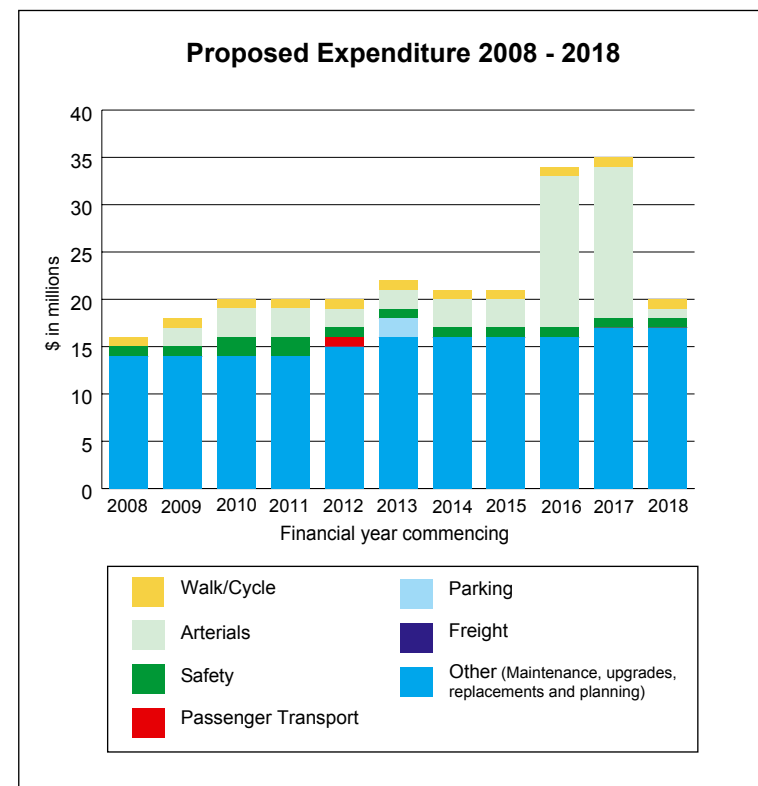
Funding

This Strategy does not attempt to predict the levels of funding which may be required to meet an uncertain future. It has a stable set of objectives which can be met through its Action Plans. These plans can readily react to changes in both local and external conditions and changes in costs and funding availability. This method appears sufficiently robust to respond to governmental policies and directions.

If significant progress towards the stated goals is to be achieved, the present trends and strategic goals suggest that the following capital funding changes. The funds are broken down to the major driver for the work but often include other Action Plans elements.

Action Plan	Existing 2009-2019 funding (\$Ms)	Requirements	Reasons
Sustainable Travel	\$10.35	More	Use of alternatives to car travel are falling
Freight	\$0.59 (+ maintenance work)	Review project locations	Integrate strategy with maintenance programme
Passenger Transport Advocacy	\$1.00	Establish rural and local programme	Little indication of regional effort for rural transport
Arterial Roads	\$52.08	Maintain and regularly review demand	Projects funded but programmed to be reviewed to maximise outcomes
Safety	\$13.23	Increase in all 3E areas	Not meeting national expectations
Parking Management	\$2.29	Retain	Parking requirements in DP review

The majority of road funds (in excess of \$153 million over the 10 years) are committed to areas such as maintenance work, upgrading, replacements, growth commitments and planning.



Stakeholders and other group inputs

The Draft RLTS has 13 main policies with 40 sections which indicate 144 areas of action. This Strategy addresses these areas predominately in its Action Plans with some areas considered in the District Plan or via Councils LTCCP. The RLTS policy framework is set such that demand side options (land use, economic measures and behaviour change) are exhausted before adding additional capacity to the system, especially for roads.

The following table indicates where responses to and actions for each of the policies can be found:

Policy Number	Regional Policy Area	Addressed in FDC documents or Action Plans
1	Land Use	District Growth Strategy, Freight, Code of Practice, Walking and Cycling Action Plan.
2	Economy	Passenger Transport, Freight, Parking
3	Behavior change	Walking and Cycling Action Plan, Passenger Transport, Safety
4	Improving Choice	Walking and Cycling Action Plan, Passenger Transport, Freight
5	Network Management	Road Network, Passenger Transport, Corridor Management Studies
6	Road Capacity	Road Network
7	RLTS	District Plan changes, All Action Plans, LTCCP
8	Funding	LTCCP and NZTA applications
9	Affordability	LTCCP (using priority method)
10	Integration	LTCCP and ARTA
11	Safety	Safety
12	Responsiveness	All Action Plans, District Plan, District Growth Strategy
13	Sustainability	Road Network, ITAs, AEEs

Appendices

Appendix 1

The connection between the local, regional and national outcomes is shown in the table below. As the National Land Transport Strategy is likely to be reviewed in the near future, the latest direction of the government as provided in the Government Policy Statement (May 2009) is also included.

Franklin Transport Strategy	Auckland Regional Land Transport Strategy (Draft 2009) Objective number in ()	Land Transport Management Act 2003	Government Policy Statement (May 2009) - Impacts
Supports a strong local economy	Assisting economic development (#1)	Assisting economic development (#1)	Economic growth and productivity
Enables well managed growth to occur	Integrate transport and land use supportive of the Regional Growth Strategy and Regional Policy Statement (#6)		
Provides all groups of residents with real choices for access and mobility	Improve access and mobility (#3)	Improve access and mobility (#3)	More transport choices particularly those with limited access to cars where appropriate
Assists in providing for a safe, healthy and active community	Assisting safety and personal security (#2)	Assisting safety and personal security (#2)	Reductions in deaths and serious injuries as a result of road crashes
	Protecting and promoting public health (#4)	Protecting and promoting public health (#4)	Contributions to positive health outcomes
Makes best use of finances and existing facilities	Achieving economic efficiency (#7)		More efficient freight supply chains Better use of existing transport capacity
Encourages environmental sustainability	Ensuring environmental sustainability (#5)	Ensuring environmental sustainability (#5)	Reductions in the adverse environmental effects of land transport

Appendix 2

An analysis has been undertaken by the cross-sector Management Team of the present network, available strategies and organisation resources. It determined the following list should be used in the areas to be assessed by a transport strategy.

Strengths	Weakness	Opportunities	Threats
Small organisation that is flexible	Dispersed network	Chance to improve multi-modal travel	Versatile soil constraint
Not siloed	Small income base	Rail links to north and south	Waikato River is a barrier
System is not in crisis	Poor Passenger Transport	Road links via SH to N, S, E	Tuakau bridge is risk/bottleneck/lifeline risk
Traffic manageable 2 lanes generally	Lack of established 'other modes'	Land reasonably priced, not all brown fields	Network expansion threatens rural character
Good ITAs	Separate towns with varying existing LoS	Freight demand becoming available	Expanding Auckland threat to rural character
Corridors generally no barrier	Conflicting attitudes (urban/rural)	Attractive environment for living/working	High trip generations in retail and business is expanding
Policies easy to change	Key intersection problems	Some opportunities during Auckland governance changes	ITA may be wrong as to business and freight impacts
Adaptable staff	Modelling incomplete	To get PT right	Peak oil and energy costs on economic and social activities
Well developed DC strategies (re cost share)	Little parking information		
Robust growth	Little understanding of changing land use		
Wealthy population (8 th of 72 TLAs)			

