Ministry of Transport
TE MANATŪ WAKA

Government Policy Statement on land transport (GPS) 2018 Year 1 Report

Year 1 (2018/19) – Access

The Government Policy Statement (GPS) on land transport 2018 includes a priority of Access which includes six long-term results across three aspects of Access:

	Long-term results
Access	• Metropolitan and high growth urban areas are better connected and accessible • Better access to markets, business areas, and supporting tourism • Sustainable economic development of regional New Zealand is supported by safer and better transport connections
Choice	• Increased mode shift from private vehicle trips to walking, cycling and private transport • More transport choice (including for people with less or limited access to transport
Resilience	• Improved network resilience for the most critical connections

MODE SHARE

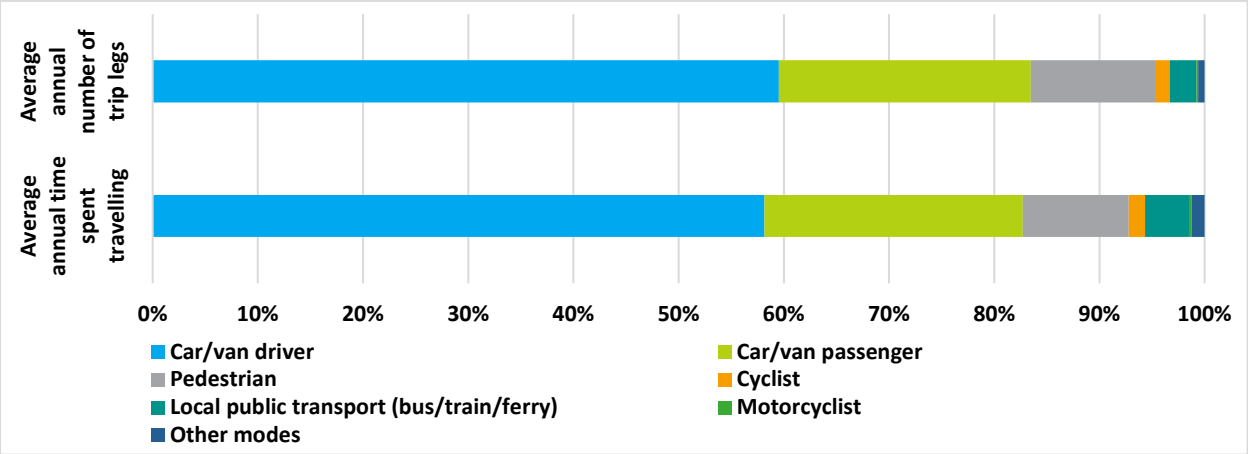
Mode share data presented in this report comes from the Household Travel Survey, a face-to-face in-home survey with a nationally representative sample. This survey collects information on household travel, including travel to and from work but does not include travel as part of one's work (e.g. taxi driver, delivery drivers, tradespeople driving between jobs, travel to meetings etc).

Given the low prevalence for some travel modes, mode share data is provided as a three-year average between 2015/16 and 17/18. Recent changes to data collection methodologies and the delay in the release of 2018 Census results, mean that analysis required to link Household Travel Survey time series data in to a meaningful trend analysis is currently not possible.

Mode share by trip legs and travel time

83.5% of all trip legs[1], and 82.7% of time spent travelling, is by car (either as a driver or passenger). In future years it is anticipated that mode share will also be able to be reported by distance travelled (i.e. % of kilometres travelled per year by mode) to capture risk exposure.

[1] See the Household Travel Survey glossary for a definition of trip legs and other terms.

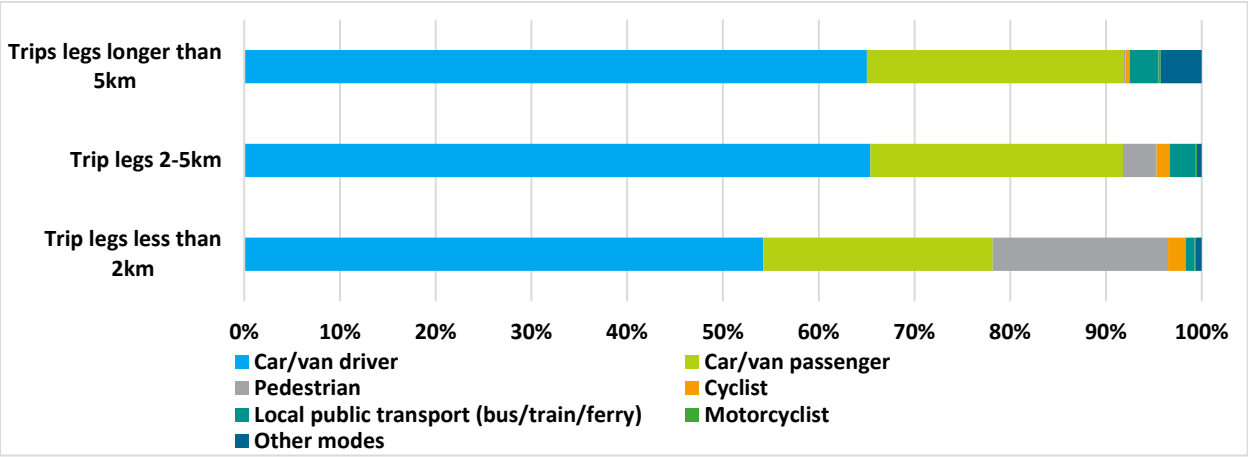


Mode share by trip legs and travel time 2015-18 average. *Data source: Ministry of Transport Household Travel Survey. Average annual numbers for the period 2015-18 are provided. 2018/19 data is not yet available. Future reporting of this measure will be provided as a rolling three-year average. Note Skateboarding and being in a pushchair are included as pedestrians. "Other modes" includes aircraft, boats (excluding ferries), mobility scooters, horses etc.*

Mode share by trip distance

Active travel is more likely to be used for shorter trip legs than for longer trip legs:

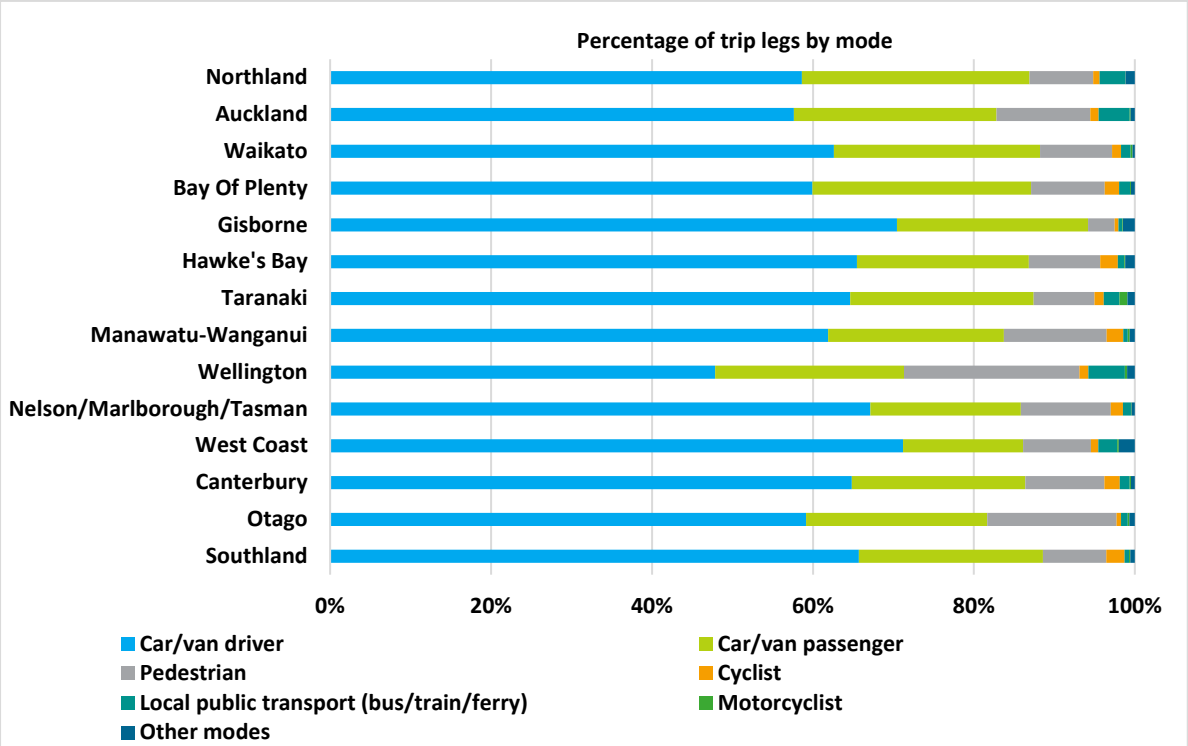
- 18.3% of trip legs under 2km, but only 3.5% of trip legs 2-5km, are by walking
- 1.9% of trip legs under 2km and 1.4% of trip legs 2-5km, are by cycling
- Of trip legs longer than 5km, less than 1% are completed by walking or cycling.



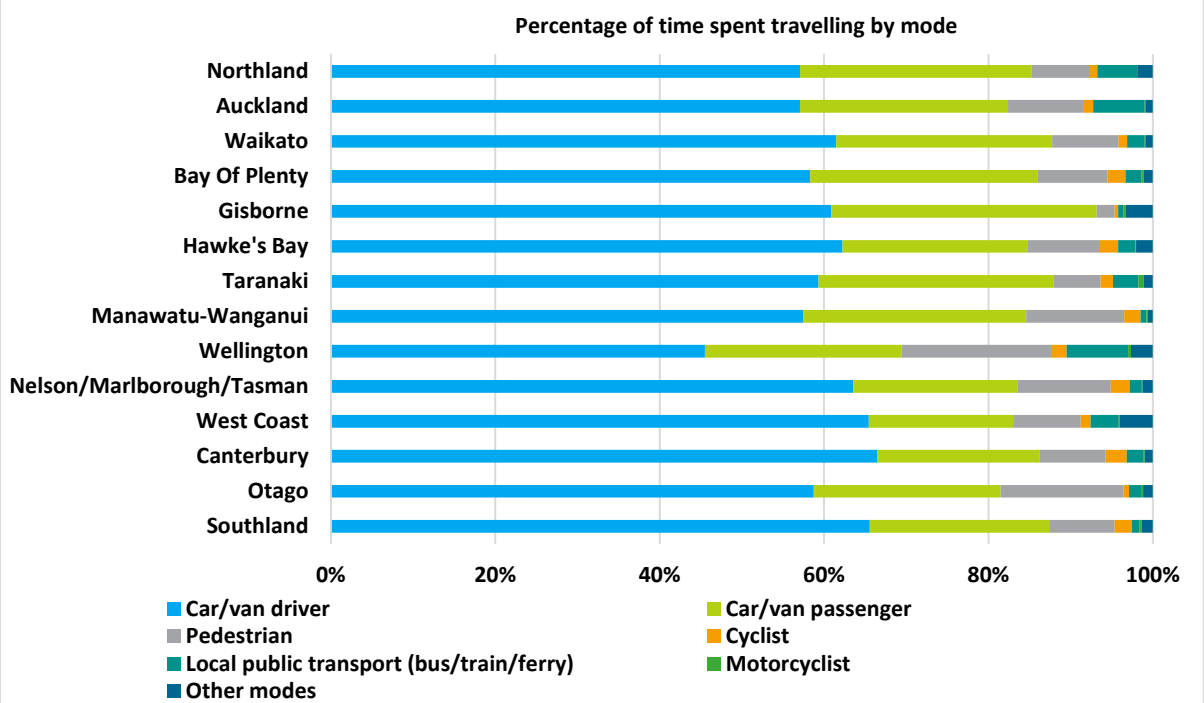
Mode share by trip distance. *Data source: Ministry of Transport Household Travel Survey. Average annual numbers for the period 2015-18 are provided. 2018/19 data is not yet available. Future reporting of this measure will be provided as a rolling three-year average. Note Skateboarding and being in a pushchair are included as pedestrians. "Other modes" includes aircraft, boats (excluding ferries), mobility scooters, horses etc.*

Regional mode share by trip legs taken and travel time

In all regions, the majority of trip legs taken are by car. Wellington has the highest use of public transport at 4.5% of trip legs, as well as the highest proportion of walking trip legs at 21.8%. The regional trends of mode share by time spent travelling are similar to the regional trends of mode share by trip legs taken.



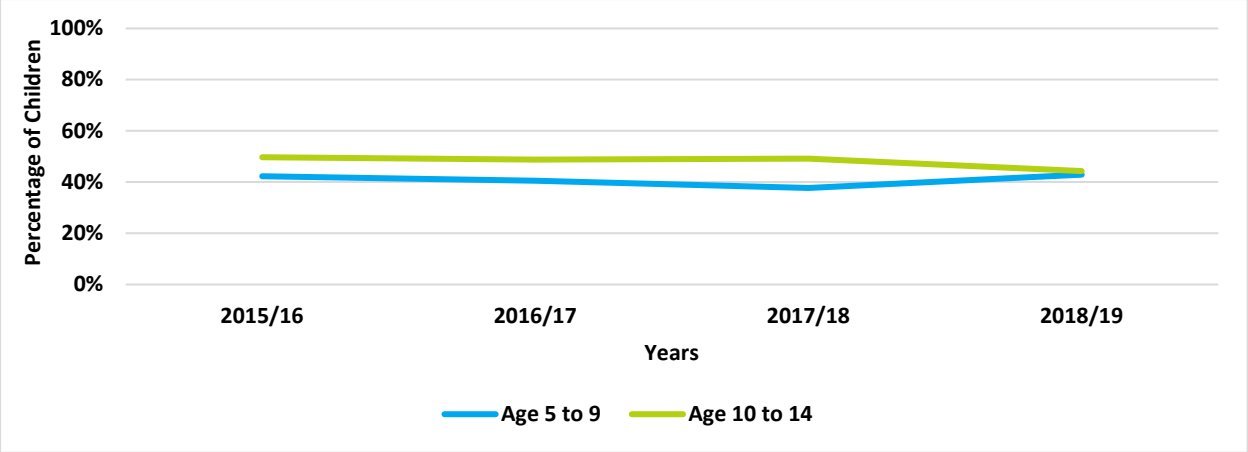
Regional mode share by trips taken 2015-18 average. *Data source: Ministry of Transport Household Travel Survey. Average annual numbers for the period 2015-18 are provided. 2018/19 data is not yet available. Future reporting of this measure will be provided as a rolling three-year average.*



Regional mode share by travel time 2015-18 average. *Data source: Ministry of Transport Household Travel Survey. Average annual numbers for the period 2015-18 are provided. 2018/19 data is not yet available. Future reporting of this measure will be provided as a rolling three-year average.*

Active travel to school

In 2018/19, 43.6% of children aged between 5 and 14 used active modes (e.g. walking, cycling, skating) to travel to school. This was an increase for younger children aged 5-9 years since the previous year (37.7% in 2017/18 to 42.9% in 2018/19), but a decrease for older children aged 10-14 years since the previous year (49.1% in 2017/18 to 44.3% in 2018/19).



Percentage of children using active travel modes to travel to/from school. *Data source: Ministry of Health NZ Health Survey. Active travel is defined for children (aged 5–14 years) as travelling to and from school by walking, cycling, or other non-motorised modes such as skates. The survey question is asked to parents or caregivers as "How does [child's name] usually get to and from school? Multiple responses are possible. Due to data constraints numbers are not able to be reported on for each active mode separately.*

Distance per capita travelled in single occupancy vehicles

Across main urban areas, New Zealanders travel an average of 2,969km per year in single occupancy vehicles (i.e. as a driver with no passengers). This includes travel to and from work but does not include travel as part of one's work (e.g. taxi driver, delivery drivers, tradespeople driving between jobs, travel to meetings etc). This measure is also relevant to the Environment priority of the GPS.

Annual number of kilometres travelled in a single occupancy vehicle per capita for main urban areas 2015-18 average*. Data source: Ministry of Transport Household Travel Survey. Average annual numbers for the period 2015-18 are provided. 2018/19 data is not yet available. Future reporting of this measure will be provided*

as a rolling three-year average. "All main urban areas" includes all population areas with a population greater than 30,000 people. City-specific data is only available for Auckland, Wellington and Christchurch. Auckland is defined as the Auckland Super City. Wellington is defined as Upper Hutt, Lower Hutt, Porirua and Kapiti. The measure is calculated based on the total distance driven by drivers resident in Main Urban Areas as a single occupant (excluding travel for work) on weekdays, divided by the population of people resident in main urban areas. For each of the subset locations, it is total distance driven as single occupant drivers resident in that location, divided by the population resident in that location.

More information

More information about the NZ Health Survey is available online, including regional breakdowns of active travel to school. They also have interactive dashboards online as part of their Annual Data Explorer. You may also be interested in the findings of the Built Environment and Active Transport to School (BEATS) study from the University of Otago. When available, future GPS reporting will also include mode share of freight. In the meantime, the latest National Freight Demand Study reports data from 2017/18. The Ministry also publishes more detailed data and analysis relating to household travel on its website.

PUBLIC TRANSPORT

Investment in public transport

Investment in public transport, rapid transit, and transitional rail

In 2018/19, $948.4 million was invested into public transport. This is 25.2% increase on what was spent in 2017/18, and in addition to the $10.3 million spent on rapid transit and $19.2 million on transitional rail.

	2015/16	2016/17	2017/18	2018/19
Public transport	$596,390,949	$661,114,993	$757,439,326	$948,441,406
Rapid transit	-	-	-	$10,325,326
Transitional rail	-	-	-	$19,211,000

Data source: Waka Kotahi. Includes funding from the NLTF, Crown funding, and, where applicable, local share.

Use of public transport

Access to public transport services

Around one-third of Aucklanders (33.4%), one-quarter of those in Christchurch (23.9%), and one-fifth of Wellingtonians (19.1%) have access to frequent peak-hour public transport. These numbers have changed little since the previous year.

Access to frequent peak-hour public transport is defined as living within 500m walking distance of a bus-stop or ferry terminal, or 1km of a train station, that has scheduled services every 15 minutes during peak weekday mornings (or 30 minutes for ferries). Currently this measure is only available for Auckland, Wellington and Christchurch but is expected to be expanded to other metropolitan and high growth areas.

Note that this measure only focusses on geographical access and does not account for other factors such as physical mobility or financial ability to pay for the relevant services.

	2017/18	2018/19
Auckland	31.4%	33.4%
Wellington	20.2%	19.1%
Christchurch	23.0%	23.9%

Data source: Waka Kotahi. Proportion of the population that is within 500m walking distance (isochrones using footpaths, rather than 'as the crow flies') of a frequent bus-stop or ferry terminal, or within 1km of a frequent rapid transit stop (mainly trains, but also includes grade-separated bus ways). Frequent means scheduled every 15 minutes (or 30 minutes for ferry) during the morning peak Monday to Friday (7am–9am).

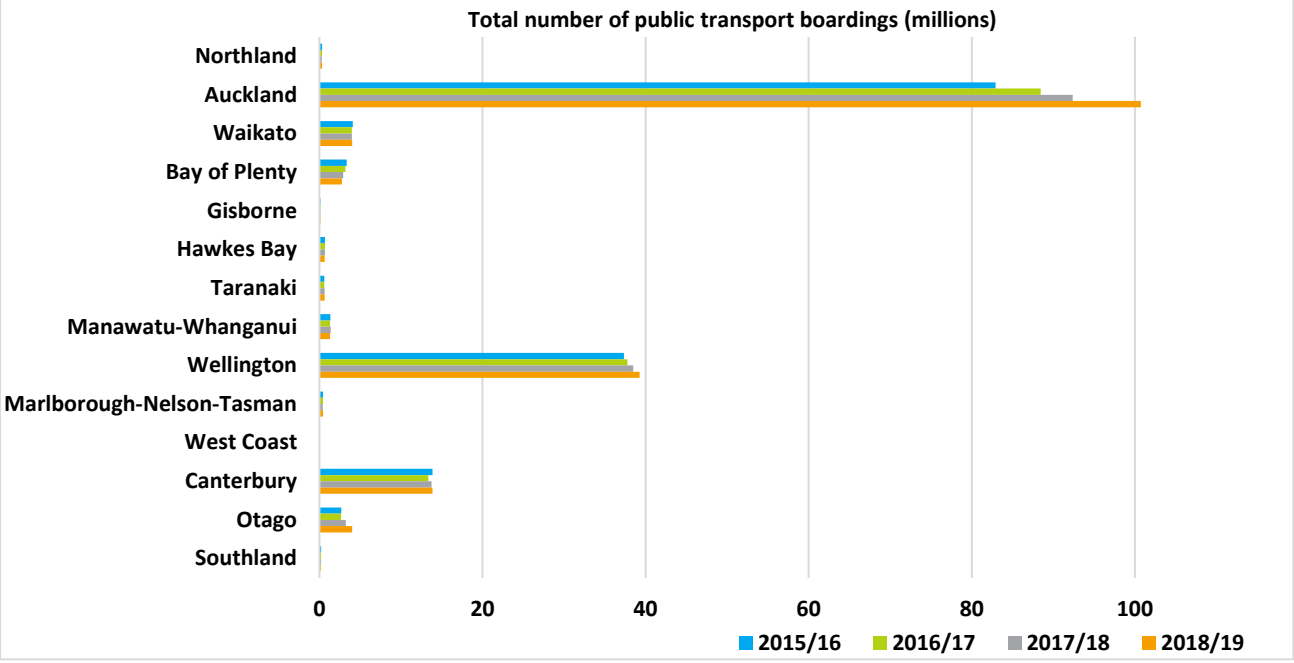
Public transport patronage

The majority of public transport use in New Zealand is in the three major metropolitan areas of Auckland, Wellington and Christchurch (Canterbury). In all three cities public transport boardings are increasing each year:

- Auckland: from 92.4 million in 2017/18, to 100.7 million in 2018/19.
- Wellington: from 38.5 million in 2017/18 to 39.3 million in 2018/19.
- Canterbury: from 13.8 million in 2017/18 to 13.9 million in 2018/19.

Many of the other regions had very low numbers of public transport use. However, the West Coast was the only region that recorded no public transport boardings in 2018/19 (and also in 2017/18).

A boarding is a single trip made on public transport, for example from when a person boards a bus to when they get off. This is different from a journey which is the entire travel from origin to destination and may include multiple trips and modes (e.g. you may drive to the train station, take the train, and then walk from the station to your final destination – this is three separate trips but only one journey).



Number of boardings using urban public transport services by region. *Data source: Waka Kotahi. This is the sum of all public transport passenger boardings by bus, train and ferry across all regions, including boardings using SuperGold card concessions.*

SuperGold boardings

The SuperGold Card is available to all eligible New Zealanders aged 65 years or over (and those under 65 who receive the New Zealand Superannuation or the Veterans Pension) and enables cardholders to travel for free on off-peak scheduled urban public transport. The Waka Kotahi administers the SuperGold cardholder scheme on behalf of the Ministry of Transport.

Like public transport use more generally, the number of SuperGold boardings has increased each year since 2016/17, including a 14.3% increase between 2017/18 and 2018/19. This is likely primarily due to the ageing population and the subsequent increasing numbers of SuperGold cardholders.

	2015/16	2016/17	2017/18	2018/19
Number of boardings using SuperGold concessions	12,902,000	12,760,000	13,779,000	15,743,000

Data source: Waka Kotahi. A boarding is a single trip made on public transport, for example from when a person boards a bus to when they get off. This is different from a journey which is the entire travel from origin to destination and may include multiple trips and modes.

More information
The Ministry also publishes more detailed data and analysis relating to public transport boardings on its website.

ACTIVE MODES

Investment

Network kilometres of walking and cycling facilities delivered refers to the total length of new walking and cycling facilities added to the network, including lengths on existing pathways and cycleways where improvements were made.

There were concerns that many footpaths may not be of an adequate standard to encourage an increase in walking. To support an increased focus on walking there is provision for funding for footpath maintenance within the local road maintenance activity class of GPS 2018.

	2015/16	2016/17	2017/18	2018/19
Investment in walking and cycling	$67,579,935	$96,827,333	$129,826,273	$107,060,377
Network kilometres of walking and cycling facilities delivered	45.5km	91.4km	79.3km	104.8km

Data source: Waka Kotahi. Investment includes funding from the NLTF, Crown funding, and, where applicable, local share.

Walking trails

Te Araroa refers to the 3000km walking trail from Cape Reinga to Bluff. In 2019, 13% of the trail was on a road shoulder, that is, the path involves traffic and there is no opportunity to walk off the paved surface. Fluctuations in the proportion of track that is at a roadside

without a path largely reflect a reduction in the length of other ('safer') off-road categories (e.g. tramping tracks).

	2017	2018	2019
% of Te Araroa at a roadside without a path	13%	14%	13%

Data source: Te Araroa Trust / Waka Kotahi.

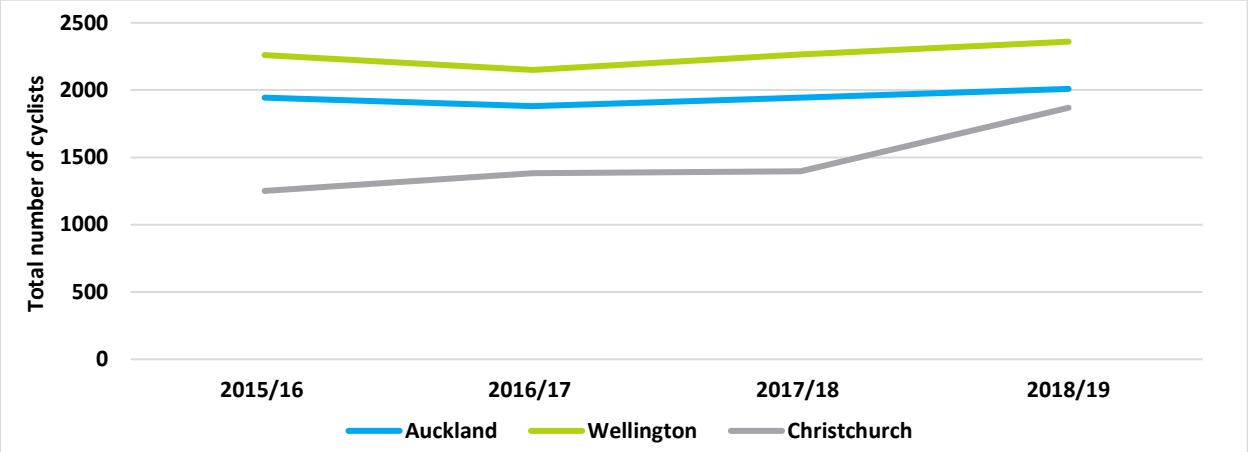
Cycling trails

5,450km or 59% of national cycling tourist routes had been completed by the end of 2018/19. This includes the 22 Great Ride trails, and the 24 Heartland Ride trails.

Data source: Waka Kotahi. The Ministry of Business, Innovation and Employment (MBIE) collects data on use of these routes as part of their tourism work but were unable to provide use data at this point.

Cycling count

This measure of cycling is included as a proxy for a measure of a fit for purpose cycling infrastructure. There has been a slight increase in cycling numbers in Wellington (2,264 in 2017/18 to 2,360 in 2018/19) and Auckland (1,944 in 2017/18 to 2,009 in 2018/19). In Christchurch the number of cyclists has increased 33.8% in the last year, from 1,397 in 2017/18 to 1,869 in 2018/19.



Number of cyclists in Auckland, Wellington and Christchurch (2015/16 - 2018/19). *Data source: Waka Kotahi. It is defined as the number of cyclists counted in the annual cycling cordon count in Auckland, Wellington and Christchurch.*

Perceived safety of walking and cycling

Perceptions of safety are included as a measure of access since people are more likely to walk/cycle if they perceive it to be a safe option. Overall, perceptions of safety have improved since the previous year (note that the percentages below refer to people who reported feeling unsafe).

	Auckland		Wellington		Christchurch		New Zealand	
	2018	2019	2018	2019	2018	2019	2018	2019
Don't feel safe walking in the day	5%	3%	4%	3%	4%	3%	5%	3%
Don't feel safe walking in the dark	38%	34%	31%	26%	33%	29%	34%	29%
Don't feel safe cycling in the dark	46%	47%	44%	37%	43%	39%	44%	40%
Don't feel safe walking because of how people drive	10%	10%	8%	6%	7%	6%	8%	7%
Don't feel safe cycling because of how people drive	57%	53%	51%	47%	51%	44%	52%	47%
Feel safe or extremely safe riding a bicycle	30%	32%	31%	33%	42%	53%	38%	42%
Agree it has become more safe to cycle on the road	20%	23%	25%	27%	27%	35%	25%	28%

Data source: Waka Kotahi Understanding Attitudes and Perceptions of Cycling and Walking survey. Numbers are based on a sample of 2,174 adults aged 18 years and over, living in Auckland, Wellington, Christchurch, Hamilton, Tauranga and Dunedin. Regional data for Hamilton, Tauranga and Dunedin is available in the downloadable Excel spreadsheet.

More information

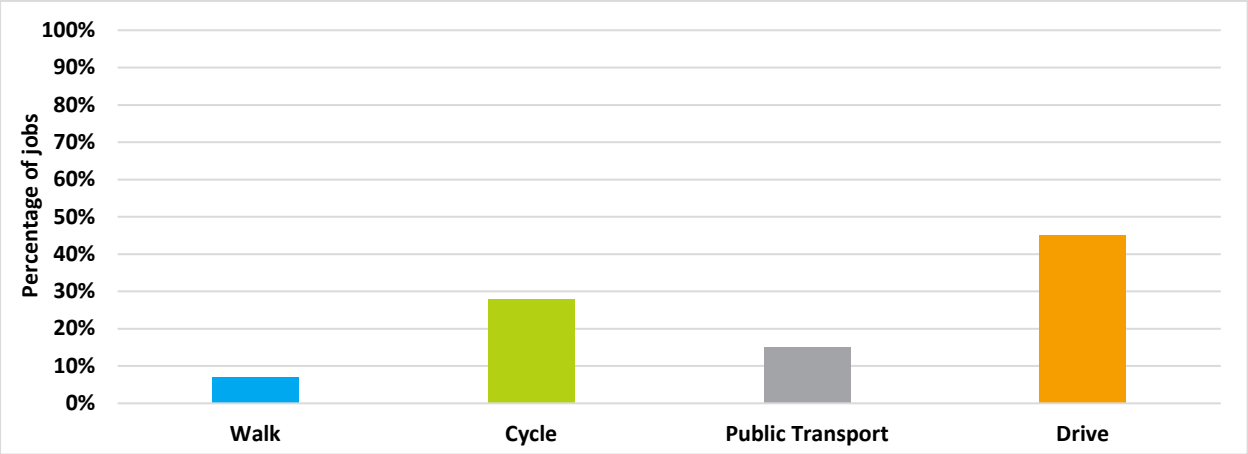
The Ministry also publishes more detailed data and analysis of walking and cycling data on its website. Further information about the Waka Kotahi Understanding Attitudes and Perceptions of Cycling and Walking survey is available here.

ACCESS TO SOCIAL AND ECONOMIC OPPORTUNITIES

Job accessibility

This measure is used as a proxy for access more generally since most places people need to travel to are also places where people work. Nearly half of all jobs (45%) are accessible within 45 minute drive time (door-to-door); only 7% are within 45 minutes walk.

Note that the measure refers to the proportion of jobs that are accessible, not the proportion of people who can access a job.

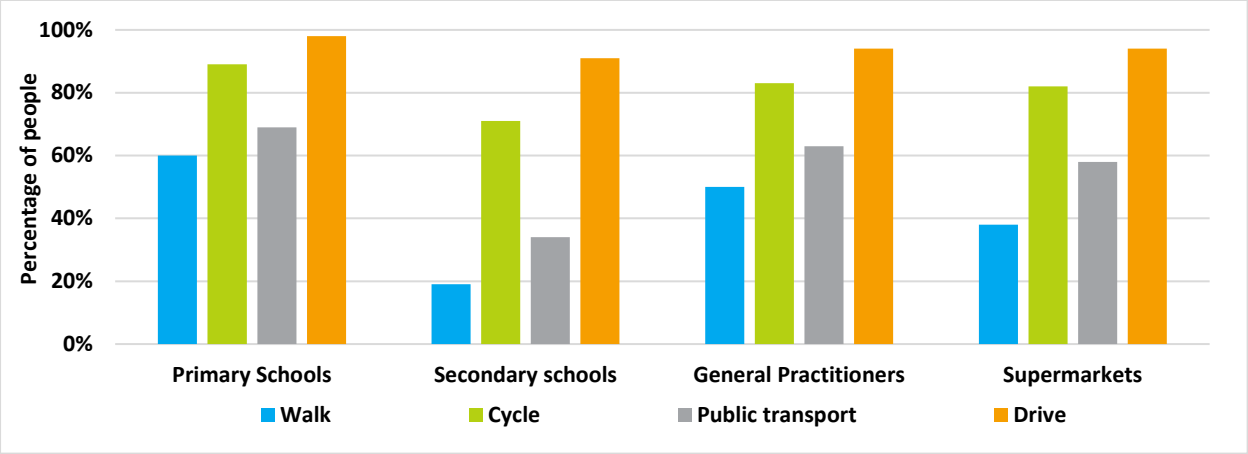


Proportion of jobs accessible within a reasonable time frame by mode. *Data source: Waka Kotahi. This is a new measure for 2018/19. Access to jobs is defined as travel within a reasonable time during weekday morning peak. For walking this is defined as 45 minutes, for cycling this is defined as 45 minutes door to door cycle time for a confident cyclist who is willing to cycle on the road, for public transport this is defined as 45 minutes and includes walking to/from the stop and both transfers and transit time, for driving this is defined as 45 minutes drive time including approximately 15 minutes to find a carpark and get to/from parked car to final destination. Regional figures are not available.*

Access to essential services

While the measure above refers to the proportion of jobs that are accessible, this measure uses meshblock data to calculate the proportion of people who can access various essential services, including education, health, and grocery shopping.

Primary schools, secondary schools, General Practitioner ("GP") clinics, and supermarkets are all accessible to over 90% of the population within 15 minutes drive time. These facilities are accessible to about 80% of the population within 15 minutes by cycling.



Proportion of people with access to primary schools, secondary schools, GP clinics and supermarkets by mode. *Data source: Waka Kotahi. The measure uses meshblock data from Stats NZ 2013 Census and examines how long it takes people (based on GoogleAPI calls conducted on a non-holiday Tuesday peak morning travel time in April 2019) to get to the nearest primary/secondary school, GP office, or supermarket. The measure is then reported as the % of people within this meshblock who can access these essential services within 15 minutes' travel time (whether driving, public transport, cycling, or walking). This threshold is considered good access. Data on GP locations sourced from the Ministry of Health. Supermarket locations scraped from chain "store map" web pages New World, Pak'nSave, Fresh Choice, Four Square, Countdown, SuperValue.*

School locations sourced from Education Counts Facilities Dataset – note that this included state schools but excluded private schools and state integrated schools. This is a new measure for 2018/19.

ENSURING ACCESS FOR ALL

Cost of public transport

Household spend on public transport

In 2015/16 (the most recent data available), households spent an average of 0.2% of household income on public transport fares. This includes urban train fares, short distance bus fares, urban ferry and harbour ferry fares, cable-car fares, and tram fares.

- Households in the lowest income quintile spent 0.2% of household incomes on public transport fares, compared to 0.1% for those in the highest income quintile.
- Households with at least one superannuitant (who can use a SuperGold card for off-peak public transport) spent 0.1% of household income on public transport fares, compared to 0.2% for households without a superannuitant.
- Households where at least one member identified as Māori spent 0.1% of household income on public transport fares, compared to 0.2% for non- Māori households.
- When compared with other regions, households in Wellington spent the highest proportion (0.5%) of household income on public transport fares.

	Quintile 1 (lowest quintile)	Quintile 2	Quintile 3	Quintile 4	Quintile 5 (highest quintile)
Proportion of household income on public transport fares (by income quintile)	0.2%	0.3%	0.2%	0.2%	0.1%

Data source: Stats NZ Household Expenditure Statistics based on the Household Expenditure Survey. This survey is conducted every three years and the most recent available data is for 2015/16.

More information
More detail relating to transport affordability is also available from Stats NZ.

Barriers to access

In Waka Kotahi's Customer Experience and Behaviour Journey Monitor Survey, 12% of adults aged 15 years or over reported being unable to take a journey that would have been beneficial to them in the last week. Of the 12% who reported being unable to take a beneficial journey, the most common barriers were:

- Bad weather (34%)
- Cost (23%)
- Health condition/disability (20%)
- Would have taken too long (19%)
- Family/caring responsibilities got in the way (18%)
- No suitable transport option available (14%)
- Poor driving conditions (11%)
- Traffic conditions were too bad (11%).

Data source: Waka Kotahi Customer Experience and Behaviour Journey Monitor Survey. Respondents could choose multiple barriers.

Unable to make a trip – by trip purpose

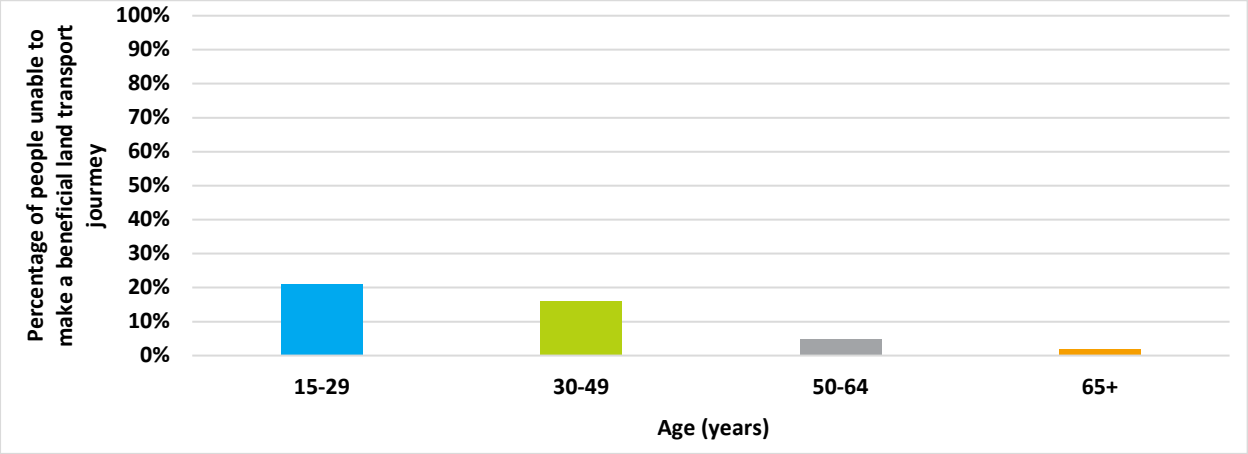
Of the 12% of survey respondents who reported being unable to take a beneficial journey in the last week:

- nearly half (47%) said that they were unable to take a journey to go shopping
- around one-third said they were unable to take a journey:
    - home (mainly from work or shopping) (35%)
    - to work (34%)
    - to make a social visit (30%)
- one-quarter (24%) were unable to take a journey for sports or exercise.

Data source: Waka Kotahi Customer Experience and Behaviour Journey Monitor Survey. Respondents could choose multiple trip purposes. Note that people could have had more than one purpose for their missed journey, for example, people who couldn't undertake a commute to work normally said that they would have 'gone to work' and would have 'gone home'.

Unable to make a trip – by age

Younger people are more likely to report being unable to take a journey because of transport barriers: 21% of 15-29 year olds report being unable to make a beneficial transport journey in the last week compared to only 2% of those aged 65 years and over. Younger people may face more barriers to transport, but they may also be more likely to be involved in undertaking educational, social, or economic activities which require travel.



Proportion of people unable to make a beneficial journey, segmented by age 2018/19. *Data source: Waka Kotahi Customer Experience and Behaviour Journey Monitor Survey. Defined as the proportion of people surveyed that reported they were unable to take a journey that would have been beneficial to them in the last week because the journey would have been too expensive, the journey would have taken too long, or there were no suitable transport options available.*

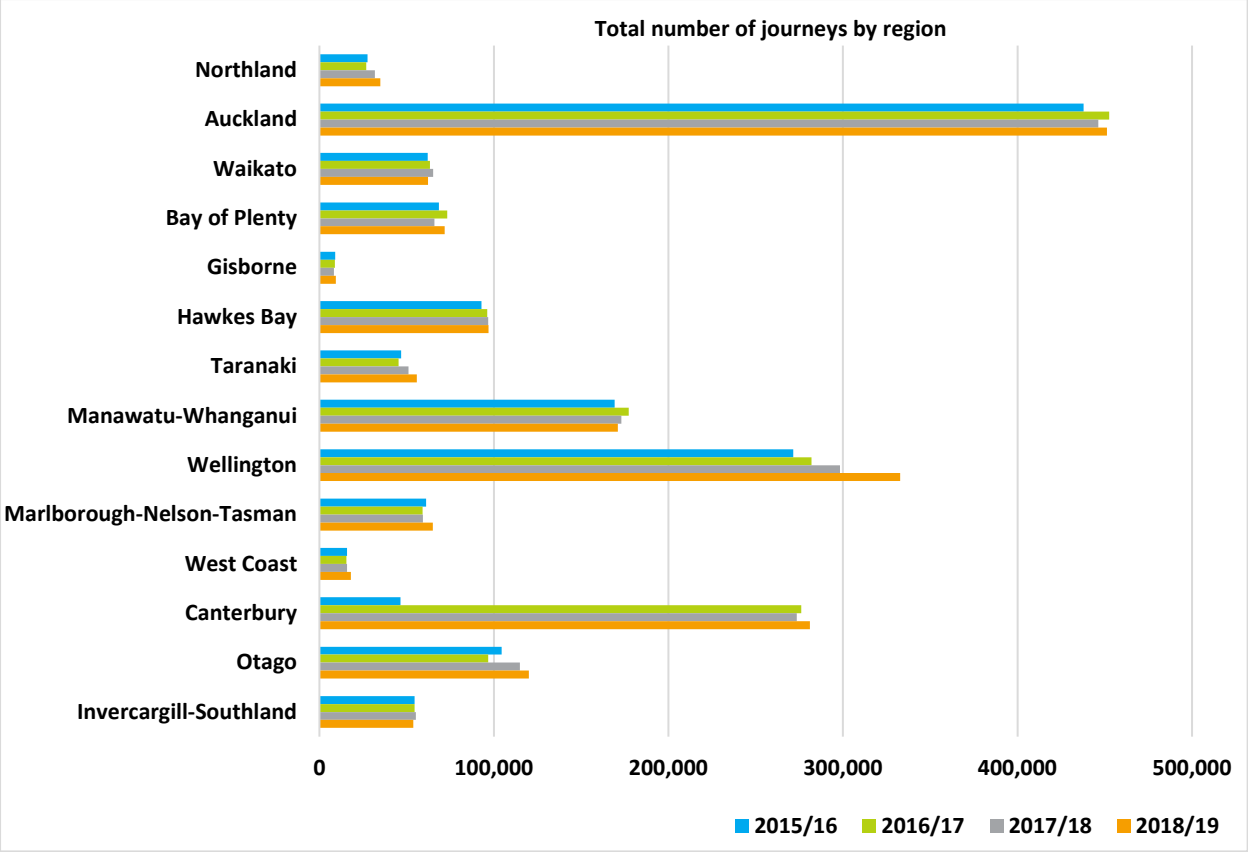
Specialised services

Use of specialised services

Funded in partnership by local and central government, the Total Mobility scheme assists eligible people with long term impairments to access appropriate transport through

subsidising door-to-door transport services for those who cannot independently use regular public transport.

Specialised services (e.g. the Total Mobility scheme) provide access to the transport system for those not able to use public transport or a private vehicle. Specialised services are used more in Auckland (451,213 in 2018/19), Wellington (332,796 in 2018/19) and Christchurch/Canterbury (281,049 in 2018/19) which reflects their high populations.



Use of specialised services by region 2015/16 - 2018/19. *Data source: Waka Kotahi. Refers to the number of journeys undertaken using specialised services (i.e. as part of the Total Mobility scheme). In future this reporting is expected to also include frequency and type of journey.*

Investment in Total Mobility

The proportion of the population who identify as disabled is increasing as our population ages and it is reasonable to assume that this trend will continue over the next decade. This likely partly explains the increased investment in Total Mobility from $18.3 million in 2015/16 to $21.6 million in 2018/19.

	2015/16	2016/17	2017/18	2018/19
Investment in Total Mobility	$18,330,939	$18,896,895	$19,776,737	$21,589,196

Data source: Waka Kotahi. Investment includes funding from the NLTF and, where applicable, local share.

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NETWORK RESILIENCE

Availability of the state highway network

In 2018/19, 85% of unplanned/unscheduled road closures were resolved within Waka Kotahi's standard timeframes (two hours in urban areas and 12 hours in rural areas). This proportion has changed little over the last four years.

	2015/16	2016/17	2017/18	2018/19
Proportion of unplanned road closures resolved within standard timeframes	87%	86%	82%	85%

Data source: Waka Kotahi. It is expressed as the sum of all unscheduled road closure incidences during the year (both urban and rural) that have a significant impact on road users addressed within standard protocol and timeframes (that is urban less than 2 hours and rural less than 12 hours) divided by the total number of road closure incidences. This indicator is a functionality asset performance measure under Cabinet Office Circular CO 15(5). Performance against this measure is influenced by the frequency and severity of extreme weather events.

Notes for reading this report

- Data is provided by financial year where available, and is otherwise provided by calendar year.
- Where available, data is provided for the most recent year (i.e. 2018/19) plus the three years covered by the previous GPS, GPS 2015 (i.e. 2015/16, 2016/17, 2017/18), to provide baseline. In some cases historical data is not available and is therefore not included in the report.
- Input or investment measures (i.e. $ invested in X) are based on Waka Kotahi's Transport Investment Online (TIO) system and include funding from the National Land Transport Fund (NLTF), Crown funding, and, where applicable, local share. It does not include money from the Provincial Growth Fund (PGF). The numbers are therefore not comparable with the Waka Kotahi-produced NLTF annual report which does not include local share but does include PGF.
- Land transport activities that are proposed and delivered by approved organisations (e.g. local road maintenance, local road improvements, public transport) are delivered by the local authority with funding assistance from the NLTF. The amount that Waka Kotahi co-invests from the NLTF in local activities is largely determined by the funding assistance rates (FARs) applicable to approved organisations. Approved organisations raise their local share from rates revenue, debt, developer contributions or other financial contributions and revenue.
- Numbers are provided to one decimal place where available to the Ministry.