Mahere Waka Whenua ā-rohe
Regional Land Transport Plan

2021 - 2031

horizons
REGIONAL COUNCIL

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Horowhenua District Council
Palmerston North City Council
Manawatū District Council
Whanganui District Council
Tararua District Council
Rangitikei District Council
Ruapehu District Council
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Front cover image
Horizons Regional Council

2021
Report No: 2021/EXT/1720

ISBN
978-1-99-000954-9

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HE MIHI NĀ TE HEAMANA / INTRODUCTION FROM THE CHAIR

As chair of the Horizons Regional Transport Committee, I am pleased to present to you Horizons' draft Regional Land Transport Plan 2021-2031 (the Plan).

The development of the Plan is a requirement under the Land Transport Management Act 2003. Regional transport committees are required to develop a regional land transport plan, in consultation with their community and stakeholders every six years.

The Plan is a 10-year document. It sets out the strategic direction for land transport in the Horizons Region. It states the regional priorities for the duration of the Plan and outlines the proposed land transport activities that seek to contribute to these priorities to secure and guide investment in the region. This document has been developed in partnership with our regional partners with agreement on which activities we want to pursue and in what order of priority. Based on the Plan, Waka Kotahi NZ Transport Agency will decide which activities it will include in the National Land Transport Programme (NLTP). Once included in the NLTP, an activity can then be funded from the National Land Transport Fund and subsequently delivered.

The core focus of this Plan is to provide a safe, connected and efficient land transport system that offers plenty of choice in transport modes. We are also committed to doing our part to reduce carbon emissions and meet the Government's goals for reducing greenhouse gases and improving overall environmental outcomes. Critical to achieving this will be the availability and uptake of alternative transport modes such as rail, or public and active transport. This focus is reflected in our 30-year vision and transport investment priorities, which guide infrastructure investment in the region.

There are a number of projects committed or proposed within our region that will help achieve this vision, namely the construction of Te Ahu a Tūranga, Manawatū-Tararua highway, the KiwiRail Regional Freight Hub and the Ōtaki to north of Levin highway. In addition, a number of other significant infrastructure projects have been identified across the region; a few projects of immediate priority are listed below:

- Progressing and developing the Regional Freight Ring Road (as part of the Palmerston North Integrated Transport Initiative);
- Continuation and replacement of the current Capital Connection passenger rail service with a new modern fleet of trains and increased service frequency; and
- Multiple safety interventions.

These projects will allow for safer and more efficient movement of freight and people through central New Zealand and will have far reaching benefits for our communities and beyond.

The Plan underpins and takes into account previous work undertaken at a national and regional level, such as the Government Policy Statement (GPS) on Land Transport 2021, Arataki, the region's Economic Development Action Plan (Accelerate25) and Accessing Central New Zealand. The Horizons Regional Transport Committee is satisfied that this Plan is consistent with these documents.

Part One of the Plan identifies the region's land transport issues and challenges. Objectives, policies and measures have been identified in subsequent sections to address them as the region works towards its strategic vision for the future.

The list of projects/activities identified in Part Two of the Plan seek to address our regional priorities in the near future.

On behalf of the Regional Transport Committee, I would like to thank all of those individuals and organisations that have contributed to the preparation of this document. I look forward to working with you in delivering a connected, safe and environmentally friendly land transport system in the future.

Rachel Keedwell

CHAIR

He kupu whakataki
Introduction

RAUTAKI WHAKAMUA / STRATEGIC CONTEXT AND DIRECTION

1 He kupu whakataki / Introduction

Transport contributes strongly to our wellbeing as individuals, as a community and as a region. It connects people to services, recreation opportunities, employment and education. The transport sector faces many challenges with a growing population and increasing demands for better services. With limited funds to pay for everything, a national, regional and local prioritisation process is in place to determine the best transport activities to invest in. Transport plays a vital role in enabling wider social, cultural and economic outcomes. The impacts of good (and bad) transport are widespread, ranging from the safe and efficient movement of people and freight, enabling land use and population growth, shaping community liveability, and influencing the health and wellbeing of the population. Transport also directly impacts climate change and the environment, primarily through the release of carbon emissions. New Zealand is committed to reducing our greenhouse gas emissions and, as a region, we need to keep this at the forefront of our thinking as we consider our current and future transport system. Ultimately, a well-functioning transport system is critical to the region's wellbeing.

This Plan, the Horizons Regional Land Transport Plan, sets out the current state of the region's transport network, the challenges the region faces, and the priorities for future investment in order to achieve the following vision:

"A region that connects central New Zealand and supports safe, accessible and sustainable transport options"

The Plan considers and takes into account, the strategic direction provided by the Government through the Ministry of Transport's Outcomes Framework and the Government Policy Statement on Land Transport. In addition, other key strategic documents, such as Arataki, Waka Kotahi NZ Transport Agency's 10-year land transport view on how to deliver Government's current priorities and long-term objectives, have also been considered in the development of this Regional Land Transport Plan.

This Plan has been developed during the COVID-19 pandemic. While the pandemic creates uncertainties, it has not changed the region's overarching vision and objectives for the land transport system. The Regional Transport Committee will continue to advocate strongly at a national level for the region's transport network to be acknowledged and any required improvements to be progressed.

1.1 Te whāinga o te Mahere / Purpose of the Plan

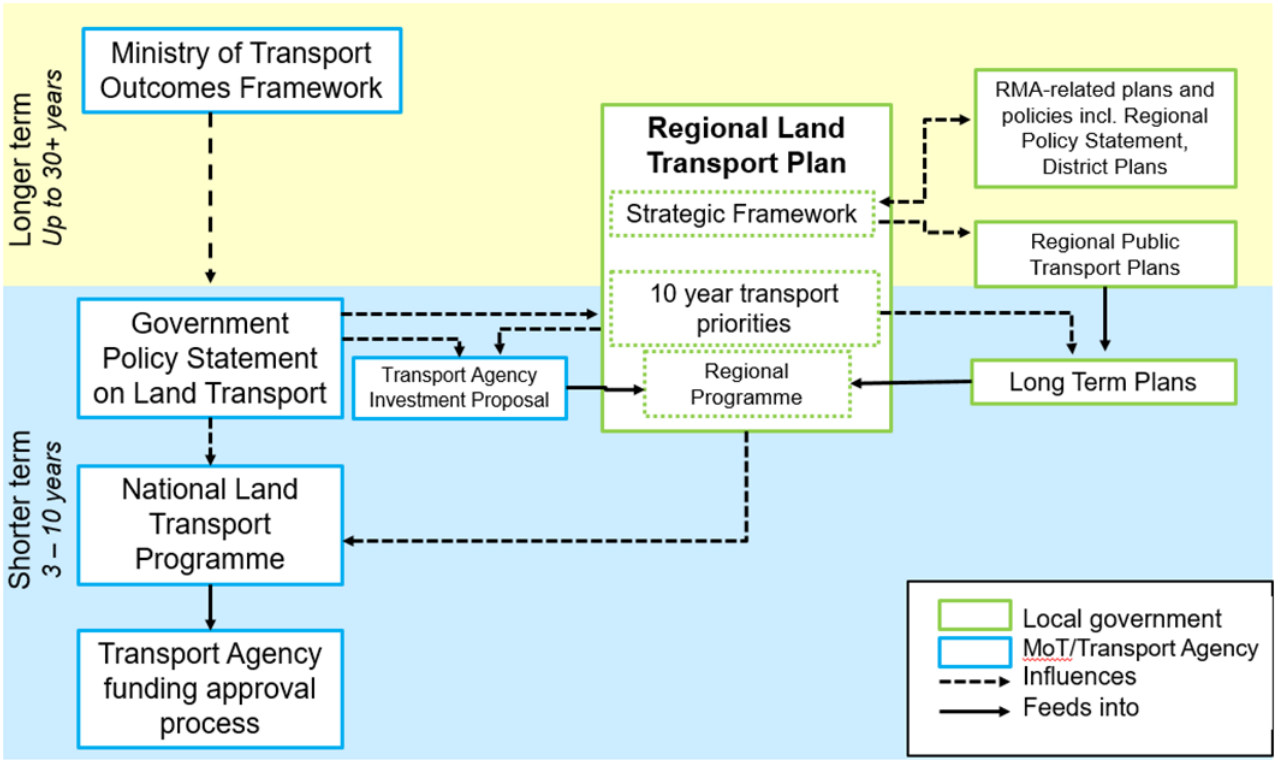
This Plan is the primary document guiding integrated land transport planning and investment within the Manawatū-Whanganui (Horizons) Region. It sets out the strategic direction for land transport in the region over the next 10 years and describes what the region seeks to achieve in order to contribute to an effective, efficient and safe land transport system. In addition to outlining the strategic direction for the region, the Plan also outlines the activities proposed to deliver the strategic direction.

The Plan has been developed by the Horizons Regional Transport Committee (RTC) on behalf of Horizons Regional Council in collaboration with key regional transport partners and stakeholders. For further detail on the plan development process in accordance with statutory requirements under the LTMA, and other matters taken into account, please refer to Appendix 2.

The following diagram outlines the four parts of the Plan and where to find various sections.

1.2 Te hononga o te Mahere Waka Whenua ā-Rohe ki ētahi atu rautaki / Relationship of the Regional Land Transport Plan to other strategic documents

There are a number of strategic documents that guide and inform the wider transport network. The diagram below shows the relationship between the Regional Land Transport Plan and other wider transport, land use planning and funding documents.



2 Horopaki o te rautaki / Strategic Context

2.1 Tō tātou rohe / Our region

The Manawatū-Whanganui (Horizons) Region is a predominantly rural region with a few main centres of population. It lies in the lower central North Island, and because of its central location, it has important land and air transport connections to the rest of New Zealand. The region extends over 22,000 km² from Ruapehu in the north and Horowhenua in the south, to Whanganui in the west and Tararua in the east. The region is bordered by the Greater Wellington, Taranaki, Hawke's Bay and Waikato regions.

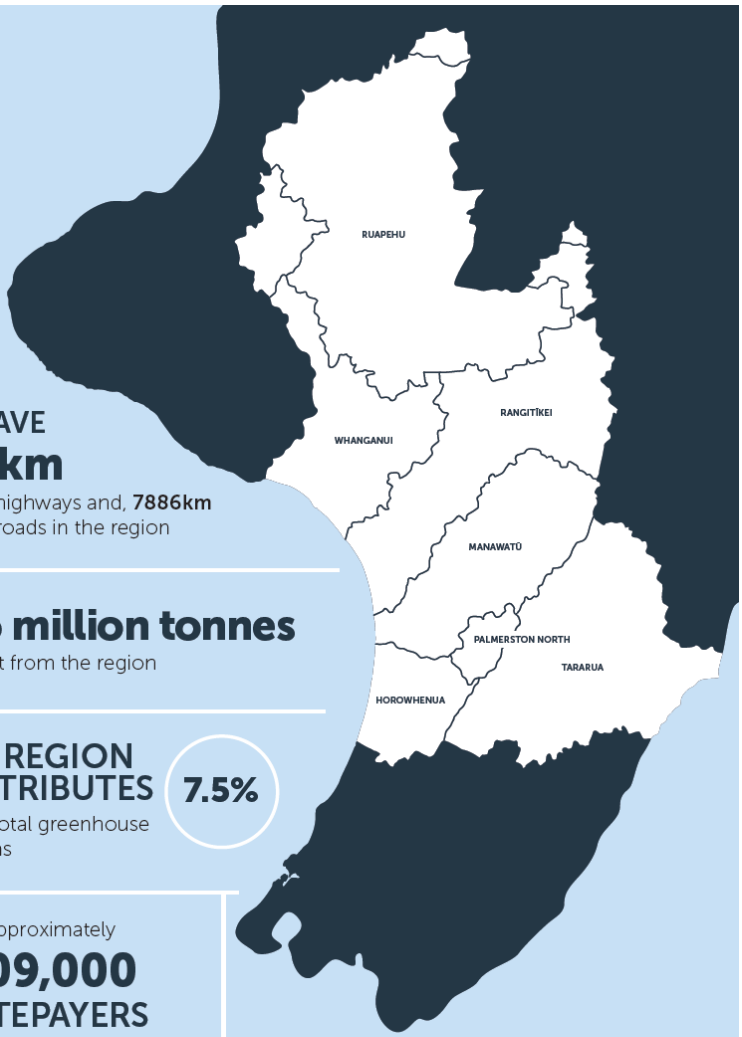
The infographic that follows provides a regional snapshot of some of the key strategic components within the Horizons Region. Additional detail on the regional context follows in the remainder of the document.

Horopaki o te rautaki
Strategic Context

Making the

HORIZONS REGION

a great place to live, work and play



Around **250,000 PEOPLE** call it home

WE HAVE **957km** of state highways and, **7886km** of local roads in the region

WE HAVE **SEVEN DISTRICTS** and approximately **89%** of our ratepayers live in urban centres

13.5 million tonnes of freight from the region

OUR REGION CONTRIBUTES **7.5%** of NZ's total greenhouse emissions

LAND USE IS:

45%	Sheep and beef
33%	Native cover
8%	Dairy
5%	Forestry
9%	Other

Approximately **109,000 RATEPAYERS** contribute to the region's work programmes

The Horizons Region is made up of **2.2 MILLION HECTARES** of land (8% of New Zealand's total land area), plus 31,000 hectares of marine area

The Whanganui and Palmerston North Urban Bus Services run 24 buses providing **323 TRIPS** each workday between them

61% of people use **PRIVATE VEHICLES** to travel to work

5.7% **INCREASE IN FILLED JOBS FROM 2019**

206,000 HECTARES or 18% of the nation's versatile soils are in the region

58% OF KILOMETRES travelled in our region are on state highways and **42% OF KILOMETRES** on local roads

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2.1.1 Ngā tauira whakamahi whenua / Land use patterns

The region is large and diverse. It includes large rural areas, which support primary production, including agriculture, forestry, and dairy and meat processing activities. Rural areas range from fertile river plains, to highly erodible hill country and coastal plains along the west and east coasts.

The region has a number of urban areas, ranging in size, with Palmerston North being the largest centre and Whanganui, Levin and Feilding being the other main centres in the region. These urban centres provide access to tertiary education and research facilities, logistics and military activities, healthcare services and local government services. International and domestic tourism features strongly in the Ruapehu District with access to the Tongariro National Park and Mt Ruapehu. Following COVID-19, international tourism has decreased in the short term, however the district still caters for a strong domestic tourism market.

The region is central in its location within the North Island and as such acts as a connector for freight and people heading north, west, east and south. Consequently, the region experiences large volumes of through traffic, particularly freight, which is a key motive for ensuring accessible, safe and efficient transport networks in the region.

2.1.2 Te ohanga ā-rohe / Regional economy

Economic outcomes vary across the region. While it has not experienced the same rate of population and economic growth of some of the more densely populated metro regions in New Zealand, it has a number of unique features that contribute to the way in which goods and people are transported within, to and from the region. The regional economy has particular strength in the agriculture, forestry, public administration and safety, health care and social assistance, retail trade, and education and training sectors. The primary production industries in particular are heavily reliant on the transport network to transport product from its point of origin to destination, whether that be local, national or international. The presence of two military bases (Ohakea Air Force Base and Linton Army Camp), which are planned to be centralised and expanded, are also key economic and population contributors to the region. Further, the region has been recognised as a 'surge region', identified by Government as needing investment to support regional economic development. As a result, the region has seen investment and may see more in the future to help drive economic growth. In short due to the region's economic profile, having transport links that are resilient, safe and efficient (which includes a high level of connectivity) are critical to the regional economy.

The region's share of gross domestic product (GDP) is low compared with other economic indicators and reflects challenges with measuring GDP in some of the key sectors for the region, particularly education, health, and government administration and defence. The salaries and wages measures are lower than the average for New Zealand because businesses in the region generally do not pay as much as other regions where living costs are high. Median wages in the region in the year to March 2019 were 91.8 per cent of the median for New Zealand[1]. Other economic indicators for the region are[2]:

a. Filled jobs were 108,049 as at October 2020, 4.6 per cent of New Zealand (note that this measure does not include most farmers, who are self-employed). This is an increase of 1.8 per cent from October 2019;

b. There was a 5.7 per cent increase in filled jobs in the region in the September 2020 quarter compared with September 2019. Comparatively, filled jobs in New Zealand increased by 0.2 per cent over the same period. The strongest growth in the region was in the Manawatū District (14 per cent increase) and the weakest was in Palmerston North (3 per cent increase);

[1] Statistics New Zealand
[2] Statistics New Zealand, monthly employment estimates, released October 2020

c. Total salaries and wages paid were $5,233 million in the year to March 2019, 4.0 per cent of New Zealand and an increase of 6.6 per cent from March 2018. The national increase was 6.2 per cent;

d. Total earnings (salaries, wages and self-employment income) were $6,237 million in the year to March 2019, increasing by 4.4 per cent from the previous year. National earnings increased by 4.7 per cent[3]; and

e. Regional earnings from salaries and wages increased by 8.0 per cent in the September 2020 quarter compared with September 2019, while there was a 5.6 per cent increase for New Zealand. The strongest growth in the region was in Horowhenua (10.7 per cent increase) while the weakest increase was in Ruapehu (4.9 per cent).

The region has a lower-than-average household income and a higher-than-average share of its population receiving a Ministry of Social Development (MSD) benefit[4]. This difference is greatest for the Supported Living Payment, a benefit for people with long-term health conditions. While Auckland has a one-third share of New Zealand's population, it had only a 23.5 per cent share of people receiving the Supported Living Payment in June 2020. That share has been declining as people move to areas where housing is affordable. In June 2020, 7,665 people in the Manawatū-Whanganui Region were receiving the Supported Living Payment. This equates to an 8.1 per cent share of the national total, which is significantly higher than the region's 5.1 per cent share of New Zealand's population. This is an indicator of the fact that the region represents a larger proportion of people receiving benefits, likely due to its access to healthcare services and lower cost of living. Further, average/median household incomes in the region are also lower than the average likely due to the higher share of people aged 65-years and over living in the region.

Regional economy: COVID-19 impacts and recovery

The economic and social impacts of the COVID-19 pandemic are still unfolding. At a national level they are likely to be severe and long lasting, and regionally will result in some challenges for the Manawatū-Whanganui Region. However, the pandemic has shown that transport is a key service, even in times of lockdown, in ensuring people can continue to get to where they need to go. Recovery will be reliant on a collaborative effort between councils and local business groups and agencies who are already working together with a focus on finding ways to stimulate the region's social and economic wellbeing[5].

In response to the pandemic, central government has undertaken a wide programme of response and recovery measures, including promoting economic stimulus. As part of this, central government has funded specific transport projects through the New Zealand Upgrade Programme and a selection of shovel-ready projects collated by the Infrastructure Reference Group. The GPS also provides an opportunity for economic growth as many of the projects it funds are shovel ready.

The transport system was affected in a number of ways by COVID-19, including a reduction in the levels of revenue collected from fuel excise duty and road user charges as a result of lower vehicle use. Public transport services were also affected with limited services operating during Levels 3 and 4 and the associated restrictions significantly reducing patronage and fare revenue. The Government stepped in to cover these losses in the short term, to ensure ongoing continuity of service. The reduction in revenue and topping up of public transport revenue has put pressure on what can be afforded from the National Land Transport Fund (NLTF). Government has addressed the financial impacts on the NLTF by providing both a grant and the opportunity for further borrowing to Waka Kotahi NZ Transport Agency to meet any revenue gap.

Initial indications from research undertaken by Waka Kotahi NZ Transport Agency and released as part of Arataki Version 2 suggest that economically, the Manawatū-Whanganui Region is forecast to perform better compared with other regions during the economic 'slow-down' resulting from the COVID-19 pandemic. Recent data released by Statistics New Zealand (October 2020) show that regional employment levels have increased since September 2019 and the number of weekly job seeker applications[6] is gradually declining. The recent ASB economic

[3] Statistics New Zealand, Latest Linked Employer – Employee data (LEED) to March 2020
[4] MSD benefit and supported living statistics sourced from Statistics New Zealand, 2018 census data
[5] Refer to Manawatū-Whanganui Regional Indicators (MWRI) for further detail on this collaborative effort https://www.mwri.co.nz/
[6] Statistics New Zealand, monthly employment estimates and weekly Ministry of Social Development (MSD) job seeker data

scoreboard[7] for the June 2020 quarter shows the region jumping up six places to sit in first place due to its resilience across a range of metrics. This ASB economic scoreboard reports that employment in the region is up more than anywhere else in the country compared to the same time in 2019.

This supports the theory that the impacts from COVID-19 restrictions on the region thus far have not been as significant as initially predicted.

Contributing factors to the region's resilience to the COVID-19 pandemic include:

- The strong primary and agri-food sector production;
- Sustainment of regional employment levels and household incomes due to a high concentration of employment within the public administration and healthcare and social assistance sectors;
- A strong pipeline of building projects and infrastructure investment, along with central government investment in shovel ready projects; and
- Lower reliance (on balance) on international tourism than other regions.

Continued resilience through COVID-19 impacts will be dependent on the region being able to retain current levels in the construction industry, attract funding for transport network investment, attract domestic tourism, and recover/build on spend in the retail sector. Good transport connections and access to urban centres and areas of primary production, along with efficient movement of freight will be key to the region's continued economic recovery. The Economic Recovery Taskforce[8] set up for the region will play a key role in driving these outcomes, with a strategic vision and plan for economic recovery.

2.2 Ō tātou tāngata / Our people

2.2.1 Ngā iwi me ngā hapū / Iwi and hapū

The Horizons Region's culture is rich and diverse. At the time of writing this Plan there are over 20 iwi in the Horizons Region. Tangata whenua, iwi and hapū have a special place in the region, and we value the relationships and partnerships that have been built and continue to be built. Continued investment in these relationships at the regional and district level will be important to ensure early engagement and enable active participation from iwi in decisions relating to the land transport system now and into the future.

2.2.2 Te taupori o āianei / Current population

The region is home to approximately 5.1 per cent of New Zealand's population. Recent estimates released by Statistics New Zealand show the 2018 population for the region as 247,500[9] with this number increasing to 254,300 people in June 2020. Of this, approximately 35.7 per cent (88,300) reside within the Palmerston North City boundary. The remainder of the regional population is distributed as shown in the following table[10].

[7] The NZ Regional Economic Scoreboard takes the latest quarterly regional statistics and ranks the economic performance of New Zealand's 16 regional council areas. The fastest-growing regions gain the highest ratings, and a good performance by the national economy raises the ratings of all regions. Ratings are updated every three months, and are based on measures, including employment, construction, retail trade and house prices.
[8] A regional group consisting of iwi, businesses, local and central government leaders, and economic development agencies' representatives who will provide a cohesive, well-reasoned and powerful voice to central government
[9] Statistics NZ, Population Estimates for 2018, based on 2018 Census – Final June 2018 and June 2020 estimate (published September and October 2020)
[10] Source: Statistics NZ, Population estimates from 2018, based on 2018 Census – Final June 2018 estimate (published September 2020)

Table: Regional Population distribution

District	2018 Population estimate (revised Sept. 2020)	Percentage of regional population
Horowhenua District	34,500	13.9%
Manawatū District	31,100	12.6%
Tararua District	18,450	7.5%
Whanganui District	46,800	18.9%
Rangitīkei District	15,450	6.2%
Ruapehu District	12,750	5.2%
Palmerston North City	88,300	35.7%

2.2.3 Te taupori o āianei / Population growth

Population growth in the Manawatū-Whanganui Region has changed since 2013. Historically, regional population growth was weak compared to the national average but since 2013, regional population growth has followed the national average more closely, largely due to an increase in international and national migration to the region.

Regional population growth totalled 7.2 per cent in the 2013–18[11] period. Moving forward, the Manawatū-Whanganui Region is projected to grow by approximately 12 per cent by 2028 and 28 per cent by 2053[12]. Infometrics data shows the majority of growth is predicted to be located in Palmerston North and Feilding. However, strong growth is also predicted for the remainder of the region. The graph below shows the distribution of population growth by district between 2018 and 2051 as predicted by Infometrics.

[11] Statistics NZ, based on 2018 census data
[12] Infometrics report, medium growth scenario (Manawatū-Whanganui projections, July 2020)

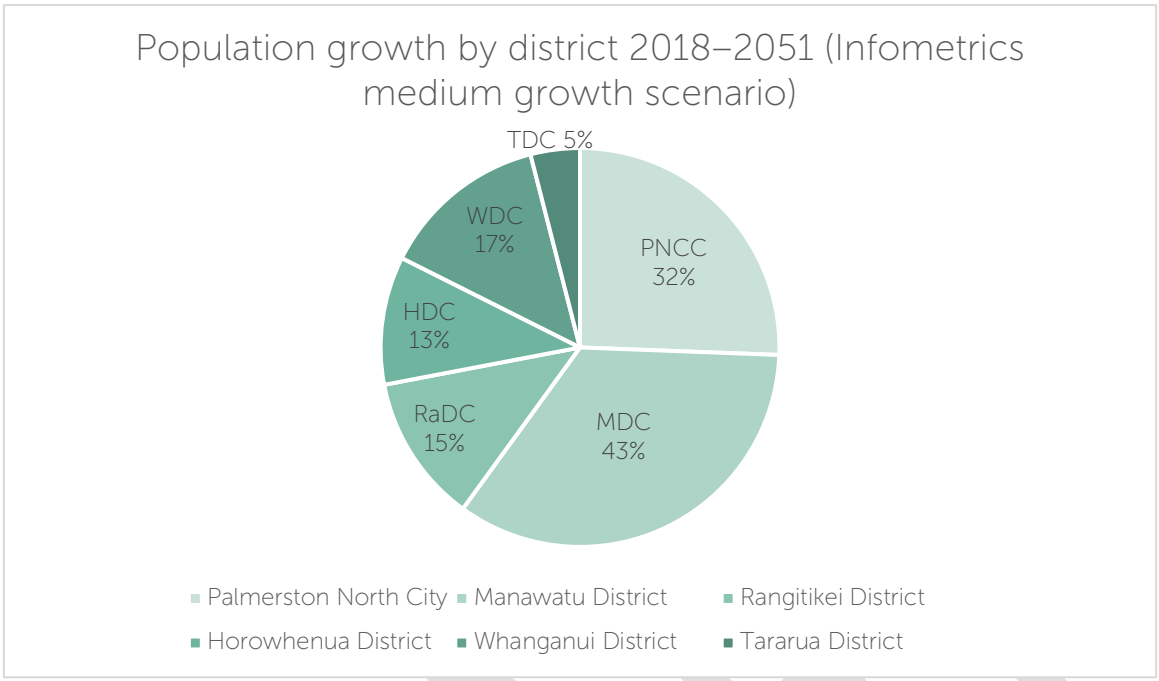


Figure 1: predicted population growth by district 2018-2051

The Horowhenua District has been included as a part of the Wellington Regional Growth Framework area, and future growth of the district, particularly in Levin will be influenced by this strategy. Further, the significant road and rail improvements for the area will improve connections and increase accessibility to Wellington and Palmerston North, which is also expected to result in increases to the population in Levin and surrounding areas.

The region's population is ageing. Currently approximately 18 per cent of the region's population is over 65, with projections estimating this percentage to rise to 26 per cent in 2053. This will impact the region's transport system and economy. Well-connected and safe transport systems will be vital in catering for the transport needs of an ageing population as many people over the age of 65 become transport disadvantaged and reliant on public transport (including small passenger services) to meet their needs. The two graphs below show the changes in proportion of age groups between 2018 and 2053. This clearly shows the increase in over 65s, particularly in the 85+ age group. However, it also shows some increases in the 20–24 and 15–20 age groups[13].

[13] Data for graphs sourced from Infometrics report (Manawatū-Whanganui projections, July 2020)

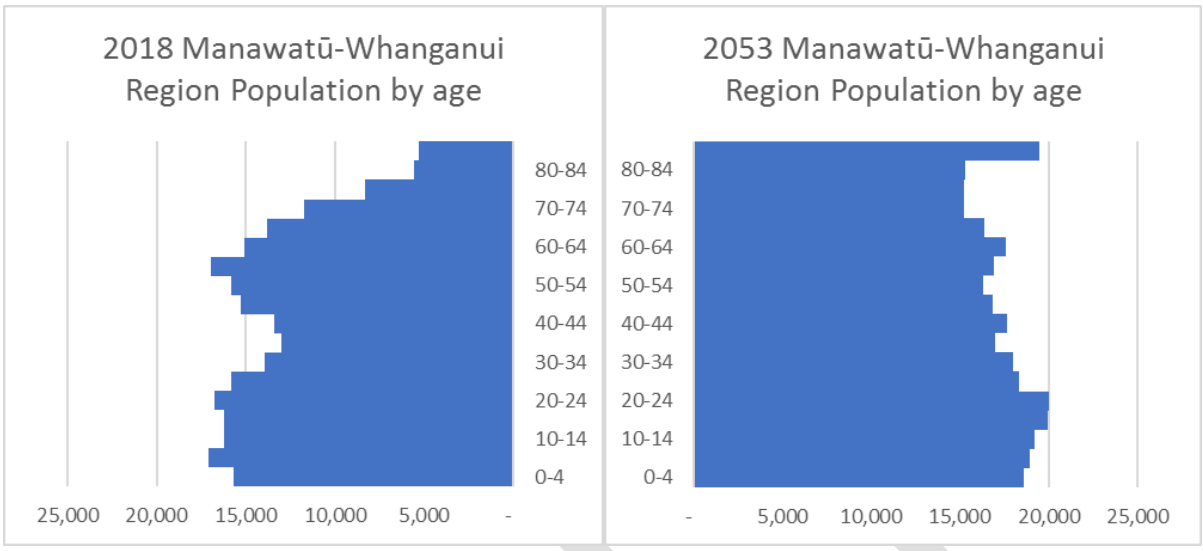


Figure 2: Age distribution of regional population 2018 and 2053

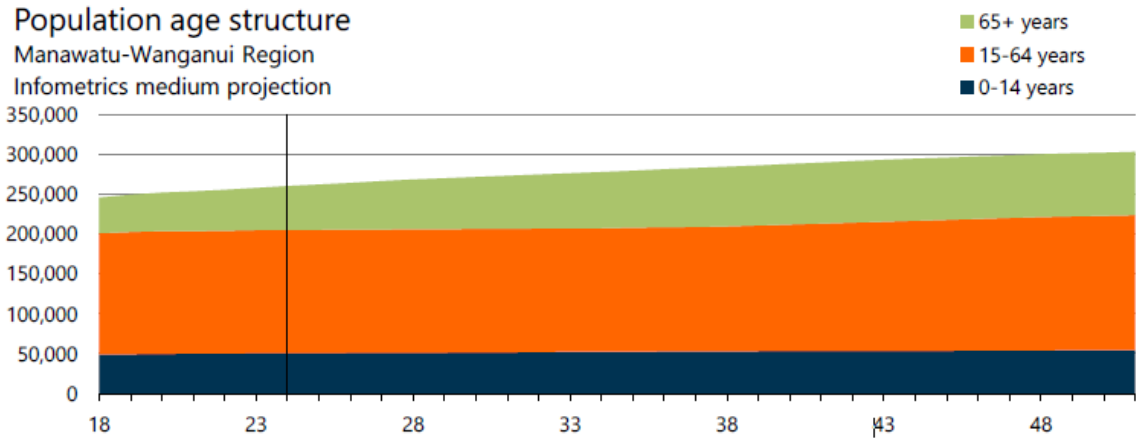


Figure 3: Regional population age structure[14]

The current housing market in the Manawatū-Whanganui Region is strong, and increased migration has led to a significant rise in demand for affordable housing. Given the region's central location and the current transport projects such as the Wellington Northern Corridor, the Manawatū-Whanganui Region is seen as a desired place for people to relocate to. This trend is expected to continue and it is therefore important that our planned urban growth areas are integrated with and well supported by investment into good transport infrastructure and modes. This is particularly important as the housing market in the region is tight, with the 2018 census recording only 5.3 per cent of private dwellings in the region as being empty and this figure not expected to increase. In order to support population growth, adequate housing supply and transport connections (including transport options) are vital.

The graph below[15] provides a useful comparison of population change in the region and how migration has impacted this, it also projects expected growth and migration components to 2028. Migration is complex and the COVID-19 pandemic complicates this further. The region is likely to see less short-term international migration from refugees and international students as a result of COVID-19, however domestic migration is expected to improve with people moving to the region for jobs associated with construction projects and changes associated with defence operations at Ohakea. With the region's median house price sitting at $528,000 compared to

[14] Graph sourced from Infometrics report (Manawatū-Whanganui projections, July 2020). X axis represents year and y axis represents population size
[15] Graph created by Palmerston North City Council based on Statistics New Zealand, 2018 census and Infometrics report, July 2020

$749,000 nationally, $675,000 in Waikato, $812,251 in Wellington and $622,000 in Hawke's Bay[16], it is also expected that the region is likely to see greater domestic migration from people seeking more affordable housing. The challenge will be ensuring there is sufficient housing supply to meet any increases in demand.

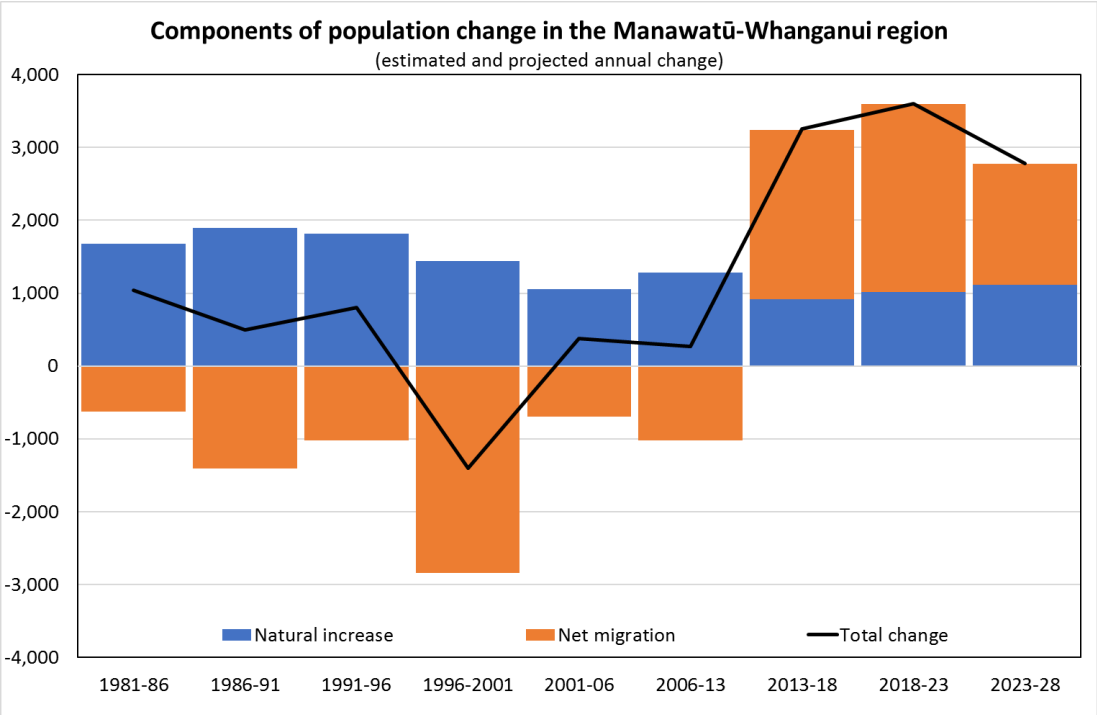


Figure 4: population change by natural increase and net migration[17]

2.2.4 Te mahi / Employment

In the past the employment rate within the region has been relatively low. However, in the past year, prior to the COVID-19 pandemic, the region has seen an increase in levels of employment, with the unemployment rate reducing from 5.2 per cent (June 2019 year-end) to 4.6 per cent (June 2020 year-end). Employment within the region is heavily weighted toward health care and social assistance, agriculture, forestry, manufacturing, education and training, retail trade, construction, and public administration and safety. This is directly correlated to the sources of the regional economy. The accommodation and food services sector is also a large employer in the region. The table below shows the proportion of jobs from the 14 largest industry employer groups in the region compared to New Zealand.

[16] As at December 2020 – source REINZ property data
[17] Graph created by Palmerston North City Council based on Statistics New Zealand, 2018 census and Infometrics report, July 2020

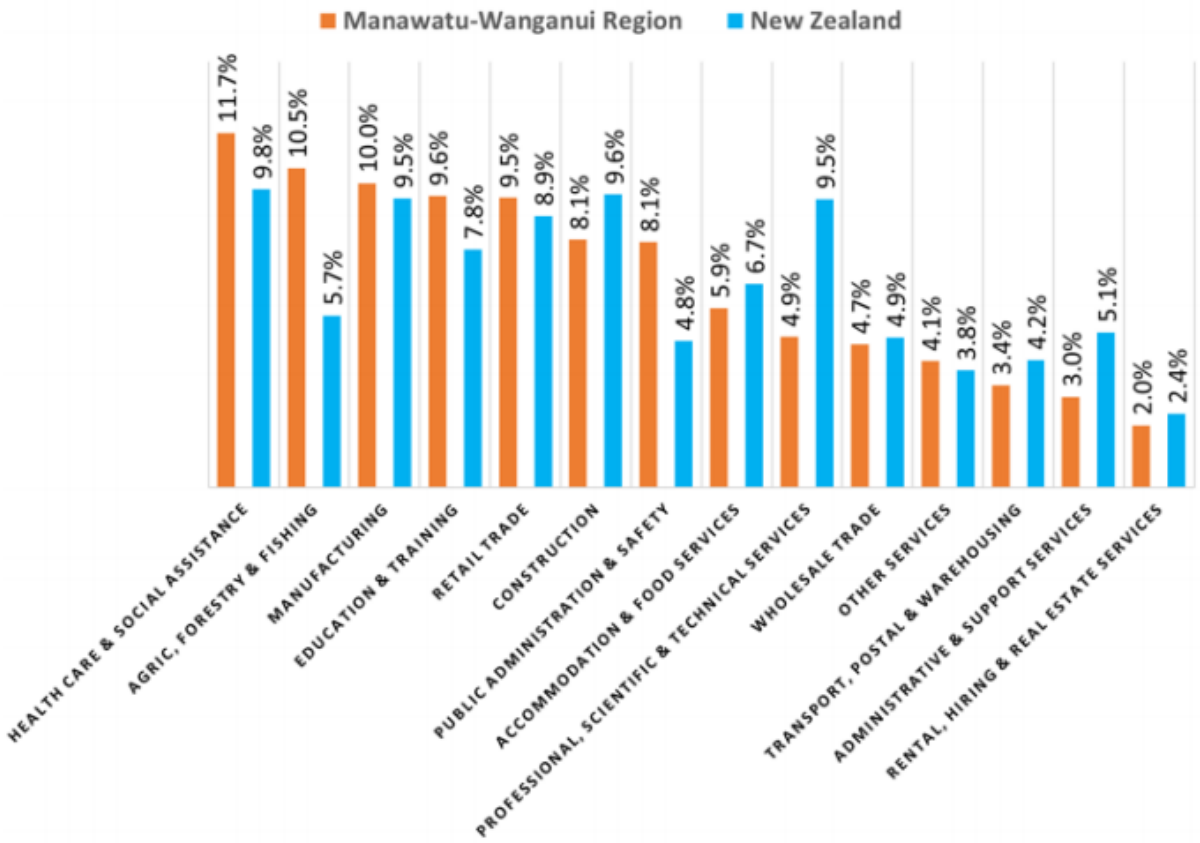


Figure 5: regional employment levels by industry[18]

Due to the centralised location of Palmerston North and the presence of Massey University and other tertiary education providers, the city acts as an employment hub for the region. Palmerston North City is well situated for a number of satellite towns with short commute times ranging between 10–30 minutes. In addition, the presence of two key defence force operations at Linton and Ohakea (significant employers in the region, which are to be centralised and expanded) means people tend to settle in Palmerston North and its satellite towns and commute to these places of employment. The likely effect of anticipated population growth and commuting patterns is that there will be increased pressure on some of the key transport links between Palmerston North and its satellite towns and Whanganui, and to a lesser extent between Levin and Wellington as people seek access to employment in these larger centres.

Economic analysis undertaken to assess the current and future impact on the economy and employment[19] estimates that the region will perform better than others with an estimated economic decline of 6.2 per cent over the remainder of 2020 compared to 6.4 per cent across the country. While this bodes well for the region compared to the remainder of New Zealand, it will be important to enable access to employment opportunities through good transport networks and options to support the region's economy and overall wellbeing.

2.2.5 Te manawaroa / Resilience

The varied landscape of the Manawatū-Whanganui Region creates resilience issues for its transport network. It has particular exposure to a number of risks, including flooding, earthquakes, snow and hill country erosion.

[18] Sourced from Infometrics, year to March 2019 (and analysed in the MWRI Regional Economic Impact Assessment, June 2020)
[19] Manawatū-Whanganui Regional Indicators (MWRI) https://www.mwri.co.nz/economic-impact-indicators/

The region regularly experiences flooding events, a natural hazard that includes river and surface flooding. These events can be particularly problematic given the heavy reliance on bridges for river crossings on critical freight and visitor routes in the region.

Greater resilience of the region's transport infrastructure is needed to secure regional and national supply chains. These risks place pressure on our transport links and have the potential to isolate districts or communities. In many cases, alternative routes that must be used are indirect and result in extremely long detours or are unsuitable for certain vehicles (such as high-productivity motor vehicles). These impacts are well illustrated by the closure of the Manawatū Gorge in 2017 and the Te Oreore slip on State Highway 4 in 2018, both of which resulted in isolation of communities and pressures on movement of freight and people.

Longer term, climate change will increase this risk, and extreme weather events that compromise the transport network's security are expected to become more frequent. Critical points of the land transport system (as well as sea level rise to some of the region's coastal communities) will be affected by climate change with increases to the vulnerability of the network and disruption expected. Improving resilience of the land transport system to high-impact but low-probability events will be important for continuous functioning of key strategic routes in the region.

2.2.6 Te panoni āhuarangi / Climate change

Vehicles that run on fossil fuel are the fastest growing source of harmful climate pollution, with 20 per cent of New Zealand's domestic greenhouse gas emissions coming from transport and 90 per cent of these emissions from road transport[20]. In 2018 emissions from transport totalled 16.6 mt CO_2-e or 21.1 per cent of all gross emissions.

Transport emissions are growing, increasing by 89.7 per cent since 1990. This increase in emissions has been driven by population and economic growth. The increase in the number of New Zealanders and their improved prosperity has meant more travel and freight movements, and therefore more emissions from transport.

The Manawatū-Whanganui Region's transport emissions per capita are higher than average at 6 per cent of national carbon emissions[21]. This is largely due to the volume of through traffic, particularly freight, using the region's roads. Despite this, the region must adapt its transport network so that it is more climate-resilient, but it must also reduce its transport emissions.

Growth in GDP and New Zealand's population are expected to continue, but emissions from transport cannot if New Zealand is to meet its targets under the Paris Agreement and the Climate Change Response (Zero Carbon) Act. Further to this, the Climate Change Commission released its draft advice on 1 February 2021. The draft advice recommends a 50 per cent decrease in carbon emissions from transport by 2035 as part of its emissions reduction pathway. Moving forward, action both nationally and regionally needs to be undertaken to reduce emissions from vehicle travel.

2.3 Tā tātou pūnaha ā-waka / Our transport system

The Palmerston North-Manawatū sub-area is now recognised as the hub of the growing freight distribution industry because of its location in the central part of the lower North Island, connecting to the surrounding regions of Taranaki, Hawke's Bay, Waikato and Wellington via the state highway, rail and air networks. The hubbing concept is not limited just to Palmerston North. Whanganui has a growing hubbing centre based on the Heads Road Industrial Estate, which will support the proposed Te Puwaha Whanganui Port revitalisation, and there is potential for future hubbing growth in the Horowhenua District once the Wellington Northern Corridor project is complete. A key outcome of the Plan will be to strengthen this growth by having strong links to the Regional Growth Study, Accelerate25 and Agribusiness Strategy.

[20] Government Policy Statement on Land Transport, 2021
[21] Waka Kotahi NZ Transport Agency, Arataki, Version 2, August 2020

2.3.1 Ngā ararau / Strategic road networks

The Horizons Region's road network consists of 957 km of state highways and 7,886 km of local roads. Approximately 58 per cent of kilometres travelled in the region are on state highways and 42 per cent on local roads[22].

Currently the region's road network is heavily utilised due to limited availability of viable alternative transport options for movement of people and freight through the region, which is represented by the increase in vehicle kilometres travelled (VKT) by 14 per cent in the last six years to 2.48 billion for the Horizons Region[23].

It is well established that the central location of the Horizons Region provides an important link to the rest of the North Island and New Zealand. The network of state highways and local roads are utilised to access services within the region and as a corridor for those heading north, south, east and west. Adequate road connections are therefore critical to not only the region, but the country as a whole as part of the wider transport picture. Accessing Central New Zealand (ACNZ) is a sub-group of the Regional Transport Committee whose vision is to have a fully integrated strategy, investment and project programme that aligns throughout central New Zealand, ultimately unlocking the economic potential of the region. Significant strategic planning has been undertaken by the ACNZ group to identify and advocate for projects that enable access to economic opportunities and ensure an efficient and effective transport network.

The image below clearly shows the region's strategic advantage and importance to the transport system due to the nationally and regionally significant connections that stem from and pass through the region. These corridors are a key economic and social lifeline, enabling the movement of people and goods between key centres of production, consumer markets and distribution hubs.

[22] Arataki Version 2, Manawatū-Whanganui regional summary
[23] Ministry of Transport, Road transport dashboard (2019 data)

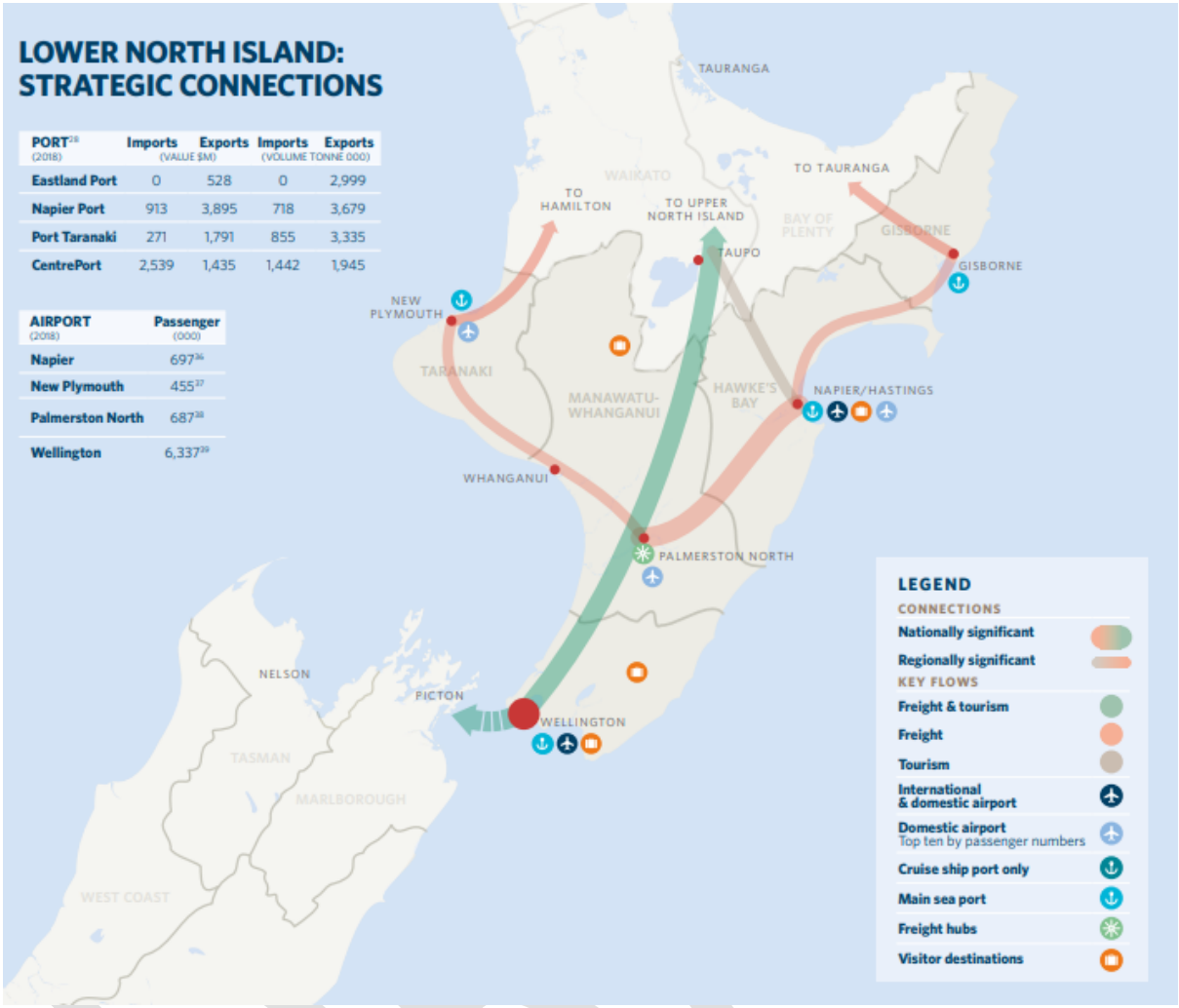


Figure 6: Regional transport connections, lower north island[24]

To provide a more regionally focused example of key networks and corridors, a copy of the map[25] created by the Regional Spatial Plan Working Group is included below. This map communicates a number of key industries, transport networks and modes within the region as well as key connections to other regions.

[24] Sourced from Waka Kotahi NZ Transport Agency, Arataki, Lower North Island Pan-Regional Summary, August 2020
[25] The Regional Spatial Plan Working Group has 'paused' progress of the spatial map and are seeking further guidance from government before progressing the map into a spatial plan format.

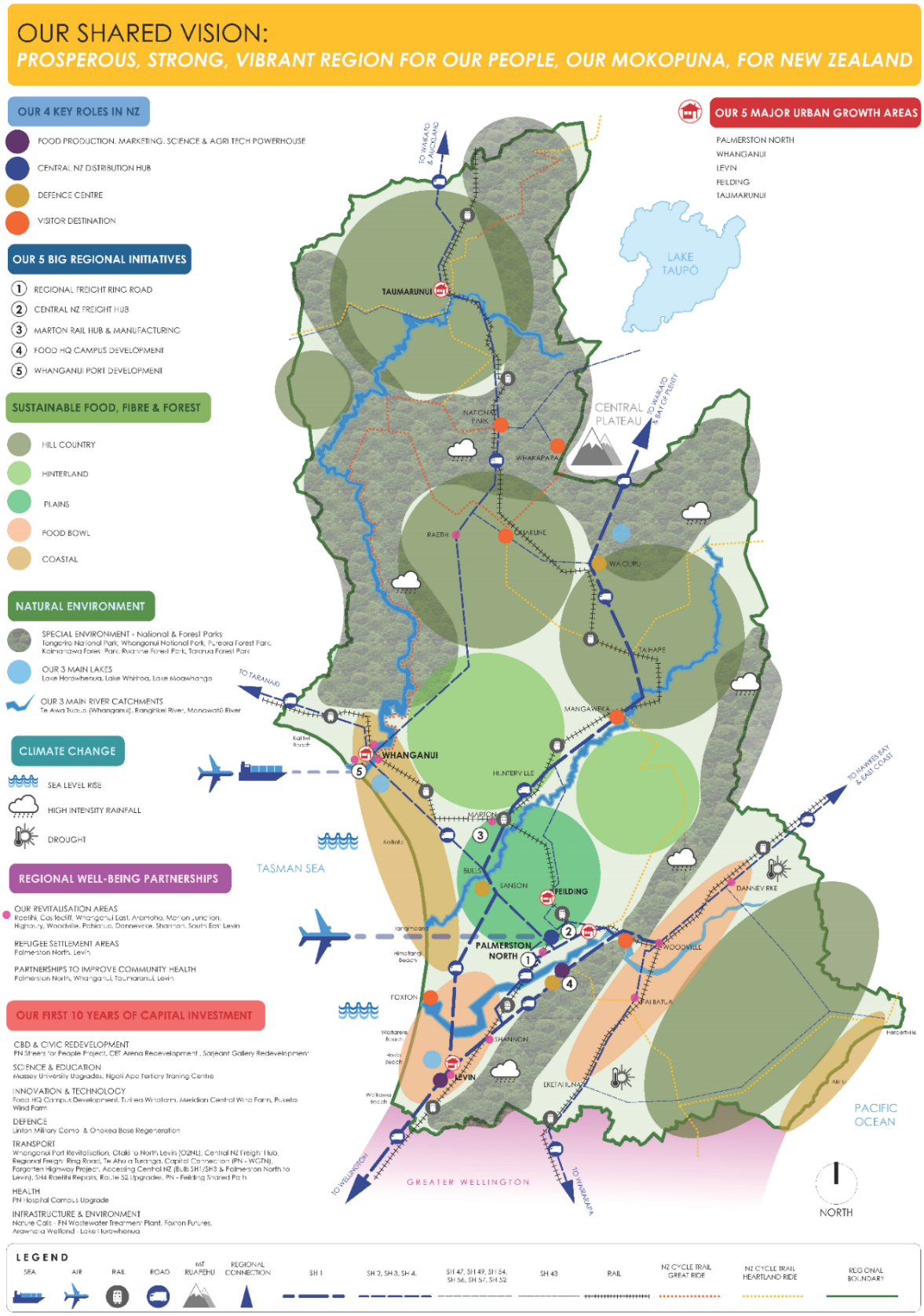


Figure 7: Regional map showing spatial context of key networks and industries[26]

[26] Image created on behalf of the Regional Spatial Plan Working Group

The above map also shows how the road network in the region supports a number of different and often competing uses, including personal/private motor vehicle travel, tourism, heavy vehicle/freight movements, agriculture, milk powder/dairy, forestry, defence vehicle movements and cycling. In addition, the varied geographical nature of the region can often impact the resilience of the network. These different uses and resilience limitations create significant pressures on the network, particularly in the absence of alternative travel modes. The result is deterioration in the efficiency, quality and safety of local roads.

Some of the current road and travel trends are as follows:

Travel to work[27]

- 61 per cent travel to work in a private vehicle (car truck or van);
- 11 per cent drive a company vehicle;
- 5.4 per cent walk or jog;
- 2.2 per cent cycle;
- 0.7 per cent take a public bus; and
- 13.9 per cent work from home.

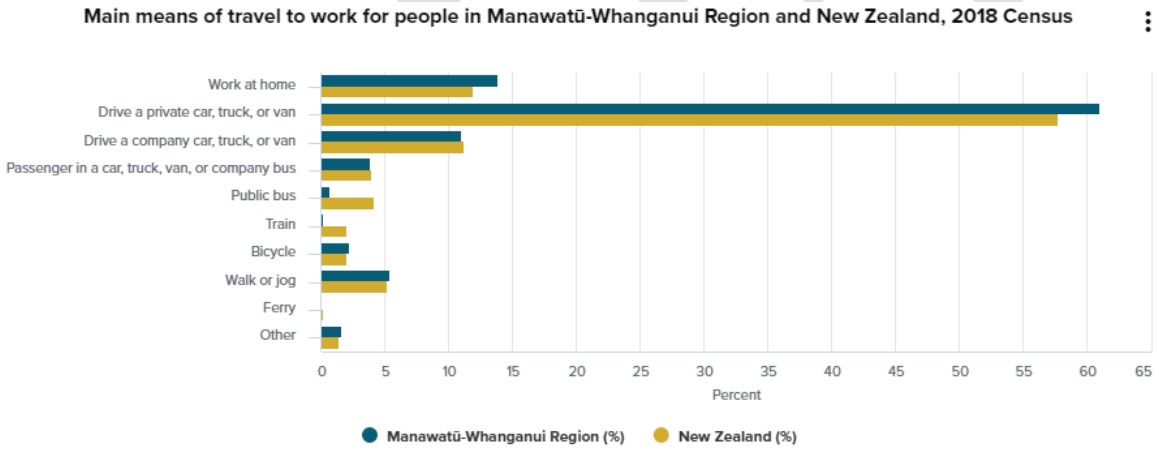


Figure 8: Means of travel to work within the Horizons' Region[28]

Travel to education[29]

- 7.6 per cent study at home;
- 18 per cent walk or jog;
- 42.6 per cent are a passenger in a private vehicle;
- 4.7 per cent take a public bus; and
- 4.2 per cent cycle.

[27] Data sourced from Statistics NZ, 2018 Census place summaries, Manawatū-Whanganui Region
[28] Graph sourced from Statistics NZ, 2018 Census place summaries, Manawatū-Whanganui Region
[29] Data sourced from Statistics NZ, 2018 Census place summaries, Manawatū -Whanganui Region

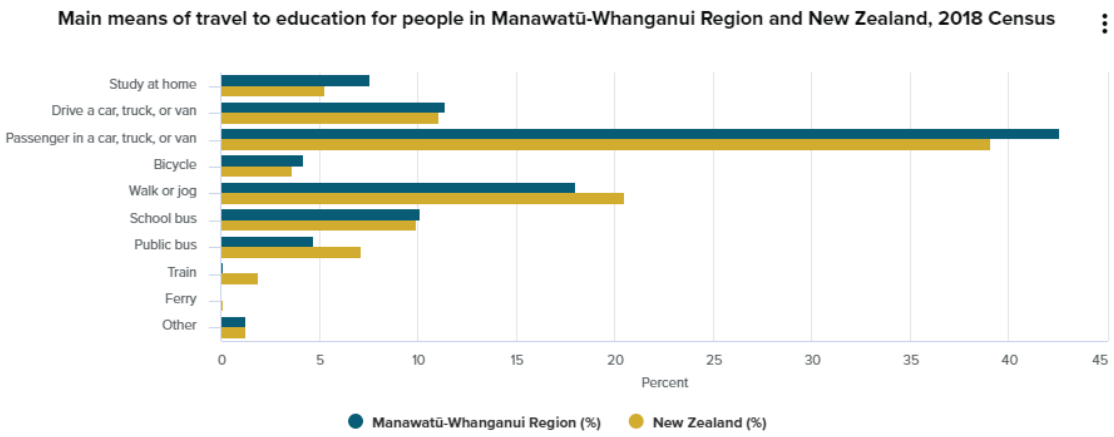


Figure 9: Means of travel to education in the Horizons' Region[30]

Freight[31]

- A total of 13.5 million tonnes transported from the Manawatū-Whanganui Region (all modes) in 2017-18 (4.8 per cent of national total);
- A total of 11.5 million tonnes transported to the Manawatū-Whanganui Region (all modes) in 2017-18 (4.1 per cent of national total); and
- Road transport is the primary mode for freight movement in New Zealand, carrying approximately 93 per cent of the total tonnes carried.

The Palmerston North-Manawatū sub-area is now a major freight hub and has superseded Wellington in importance as a distribution centre. This is as a result of two important commodity flows:

- Palmerston North has become a key staging point for high-value imported and domestic freight between Auckland and Wellington or between Auckland and the South Island; and
- Palmerston North has good access to hinterlands that produce New Zealand export commodities and provides the staging point for export of these out of the ports in Napier, New Plymouth and Wellington, and possibly even Auckland and Tauranga.

Safe and efficient movement of people and freight will be key to the region's recovery from COVID-19 and its ongoing economic development over the life of this Plan.

2.3.2 Ngā ara tereina / Rail network

The Manawatū-Whanganui Region's rail network plays an important transportation role in the region, providing freight, passenger and tourist services. The region lies at the crossroads of the North Island Main Trunk rail line, and the Gisborne-Palmerston North and New Plymouth-Marton lines. The North Island Main Trunk rail line features prominently within the region and is of vital economic importance to the north and south of the region. The map below[32] clearly shows the strategic position of the region in relation to the existing rail networks and the connections these provide to the rest of the North Island.

[30] Graph sourced from Statistics NZ, 2018 Census place summaries, Manawatū -Whanganui Region
[31] Data sourced from Statistics NZ, 2018 Census place summaries, Manawatū -Whanganui Region
[32] Sourced from the Draft NZ Rail Plan

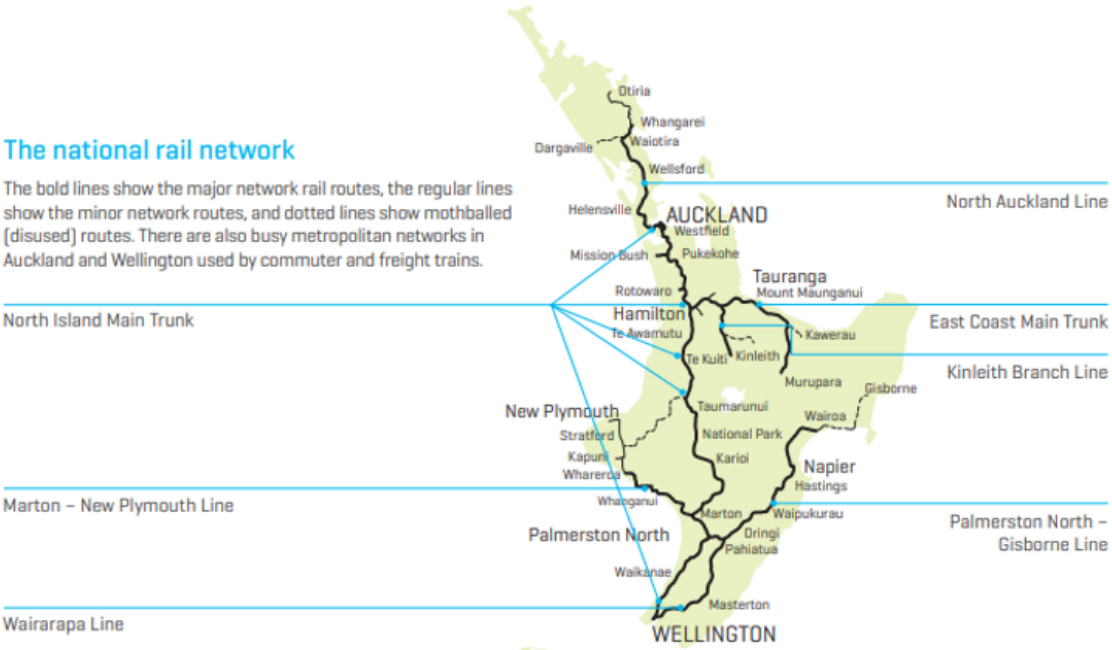


Figure 10: Strategic rail network in the North Island, New Zealand[33]

Passenger rail

The primary passenger rail service provided in the region is the Capital Connection, which travels between Palmerston North and Wellington and is a weekday commuter service that completes a morning and evening trip with various stops along the way. The Capital Connection has been operating since 1991 and is an established and integral part of the transport network on the Palmerston North to Wellington corridor. The service provides an alternative means of transport for people in Palmerston North and along the Wellington corridor, which is important due to the reliability (congestion) and resilience issues that affect that road corridor. The current capital connection rolling stock has reached the end of its useful life and requires significant maintenance. Refurbishment of the current stock is underway. Further to this, significant local investment is proposed as part of this Plan to enable the continuation and replacement of the current Capital Connection service with a new, modern fleet of trains and increased service frequency, improving access and transport choice between Wellington and Palmerston North as well as the communities in between. There is also an opportunity for the region to then investigate connecting bus services from other urban centres without passenger rail, such as Whanganui and Foxton, to these new services. If uptake of the Capital Connection service is increased then it can be expected that use of this transport option will also reduce carbon emissions.

The New Zealand Upgrade Programme[34] has announced significant investment in infrastructure upgrades to increase line capacity and support increased frequency of MetLink and Capital Connection services. While the majority of this investment is proposed for the Wairarapa Line, there is investment included for three new storage facilities on the Wellington-Palmerston North Line, one which will be located in Levin. The carriage storage facilities will provide extra capacity during peak train services and support anticipated growth as well as allow for maintenance.

The Northern Explorer is a long-distance scenic passenger service running between Auckland and Wellington, stopping at Palmerston North, Ohakune, National Park and Hamilton. Due to the scenic landscape this service

[33] Image sourced from the draft New Zealand Rail Plan, 2020
[34] The New Zealand Upgrade Programme is a government policy initiative that will see $6.8 billion invested across road, rail, public transport, and walking and cycling infrastructure over the next 10 years.

travels through, it is a popular travel option for tourists and, given the number of stops within the region, is an important service for domestic and international tourism in the region. Moving forward, there is a real opportunity to change the focus of this service from primarily tourism to a mode of transport for commuters within the North Island, particularly between National Park and Auckland. This is a strong focus of the North Island mayors and chairs who have been collectively advocating for this change.

Further to the above services, work is underway to investigate the feasibility of a North Island inter-regional passenger rail service operating on the North Island Main Trunk Line to provide alternative travel options and work towards a low carbon transport system that enables economic growth. This service would be different to the Northern Explorer service in that it extends further and incorporates more stops and operates as a connector service connecting people in more remote areas to health and employment. Leading off this is the opportunity to consider a connector or passenger rail type service between Palmerston North and Whanganui offering an alternative transport mode for commuters between these two cities.

Freight

The Manawatū-Whanganui Region has long advocated for better utilisation of existing rail infrastructure for the movement of freight to and from the region. The importance of the rail freight network to New Zealand is demonstrated by the significant freight volumes carried each year. With export volumes expected to grow by up to 55 per cent by 2042[35] (from 2012-13), the opportunity to utilise rail to move freight is a viable possibility. The strategic advantage of the region for rail has been recognised with funding secured from the Provincial Growth Fund (PGF) for the KiwiRail Regional Freight Hub (Palmerston North) and the Marton logging freight hub. The success of these rail freight hubs will be heavily reliant on strong road connections to support the movement of freight to and from the hub as well as safely moving other road users around the site. The Palmerston North Integrated Transport Improvements project, incorporating the regional freight ring road, will provide secure, safe and efficient connections from the key freight nodes such as the airport and Palmerston North City to the freight hubs. Without these connections, freight to and from the hubs, along with general commuter traffic,

will be compromised. Progression of these hubs and the roading infrastructure that supports them will be key to unlocking the rail freight potential for the region.

2.3.3 Waka tūmatanui / Public transport

Public transport benefits everyone, regardless of whether they use public transport or not. The most obvious benefit is provision of access to social, health and employment for those with limited transport options; however, it is also widely accepted that use of public transport also results in improved environmental outcomes, reduced road congestion, and improved safety from the reduction of private vehicles on the network. Provision of public transport services within urban areas and between satellite towns and larger urban centres is therefore a key component of any transport network.

It is noted that due to the geographical spread of the region combined with the high number of small urban pockets and only one medium-sized urban centre (Palmerston North) the region has a relatively low rate base compared to other regions such as Waikato, Bay of Plenty and Wellington. This makes allocating adequate investment into the public transport network a challenge for the region. Despite this, there are a number of public transport services operating in the region, ranging from bus services to community van trusts to mobility services for those with disabilities.

Urban bus services operate in Palmerston North, Whanganui and Feilding. The Palmerston North and Whanganui services are the two largest services operating in the region, running 24 buses and providing 323 trips each workday between them. The urban services in Palmerston North and Whanganui comprise of 22 routes, carrying on average 67,000 – 91,000 passengers each month during university semester times. Prior to COVID-19, there were approximately 1.26 million passengers per year using the Palmerston North and Whanganui urban bus

[35] Transport Outlook Future State, Ministry of Transport, November 2017

services. A full review of the Whanganui urban bus service was undertaken in 2017. The review resulted in a number of improvements to the service, with another round of minor improvements being considered in 2021 following feedback from the operator, community and Whanganui District Council. The Palmerston North urban bus service (including Massey service) are undergoing a detailed review prior to expiry of the current contract. While the outcomes of the Palmerston North review cannot yet be determined, it is expected there are likely to be a number of changes/improvements to the service, aimed at improving patronage and accessibility within Palmerston North City. The Feilding to Palmerston North/Feilding around-town bus service provides valuable connections for people in Feilding, Bunnythorpe and Palmerston North to access health and education services. Continuation of this service is therefore important to these communities.

In addition to the urban services, there are another seven commuter services operating around the region aimed at providing access to the main centres for employment, social and health purposes. Community vehicle trusts and health shuttles also operate in Dannevirke and Foxton. These community-led initiatives have a vehicle available for booking and are partially supported by the Regional Council through a local rate.

The Total Mobility Scheme also provides a valuable door-to-door transport option for people with disabilities and mobility impairments. Eligible individuals are entitled to discounts that give them up to 50 per cent off transport fares (up to a specified limit) when travelling with approved transport operators. The scheme is currently available in Palmerston North, Feilding, Whanganui, Marton and Levin, with other areas able to access this scheme if an approved transport operator sets up in the area.

2.3.4 Ngā ara hīkoi, ara paihikara / Walking and cycling networks

The health, social and environmental benefits of active transport are well established, as is the tourism potential. The region is home to a number of national, regional and local walking and cycling networks. In addition, the larger urban centres, such as Palmerston North, Whanganui, Feilding and Levin, have well developed walking, cycling and shared pathway networks to encourage uptake of active transport as a mode of travel in these urban environments. Development of local walking and cycling networks is also planned amongst a number of smaller places in the region.

The Ruapehu and Whanganui Districts have two of the 'Great Rides', which make up part of the national cycleways network, Ngā Haerenga: The Timber Trail and the Mountains to Sea cycle trails. The trails are the 'premier' rides on the network. In recent years the network of cycle routes has been expanded to include a number of on-road cycle touring routes, with the long-term aim of developing a nationwide cycling network, enabling locals and international visitors to explore all of New Zealand by bicycle. All or part of the following 'cycle touring routes' are in the Horizons Region:

- Manawatū Cycleway;
- Mountains to Sea Cycle Trail;
- Tararua Traverse;
- The Gentle Annie;
- The OTT Trail (Ohakune to Taihape Trail); and
- Pureora Timber Trail Connection.

Walking trails also feature strongly within the Manawatū-Whanganui Region. The national walking trail passing through the region is the Te Araroa Trail, which is a continuous 3,000 km walking track from Cape Reinga to Bluff. The trail is designed to connect people, towns and cities. Sections within the Manawatū-Whanganui Region require further development to remove the section of walkway along the state highway network in the southern area of the region.

The Te Araroa Trail and Regional Cycling Network map below shows the network of existing and upcoming cycleways and shared pathways for the region. This map reveals potential gaps in the network that could be filled in the future.

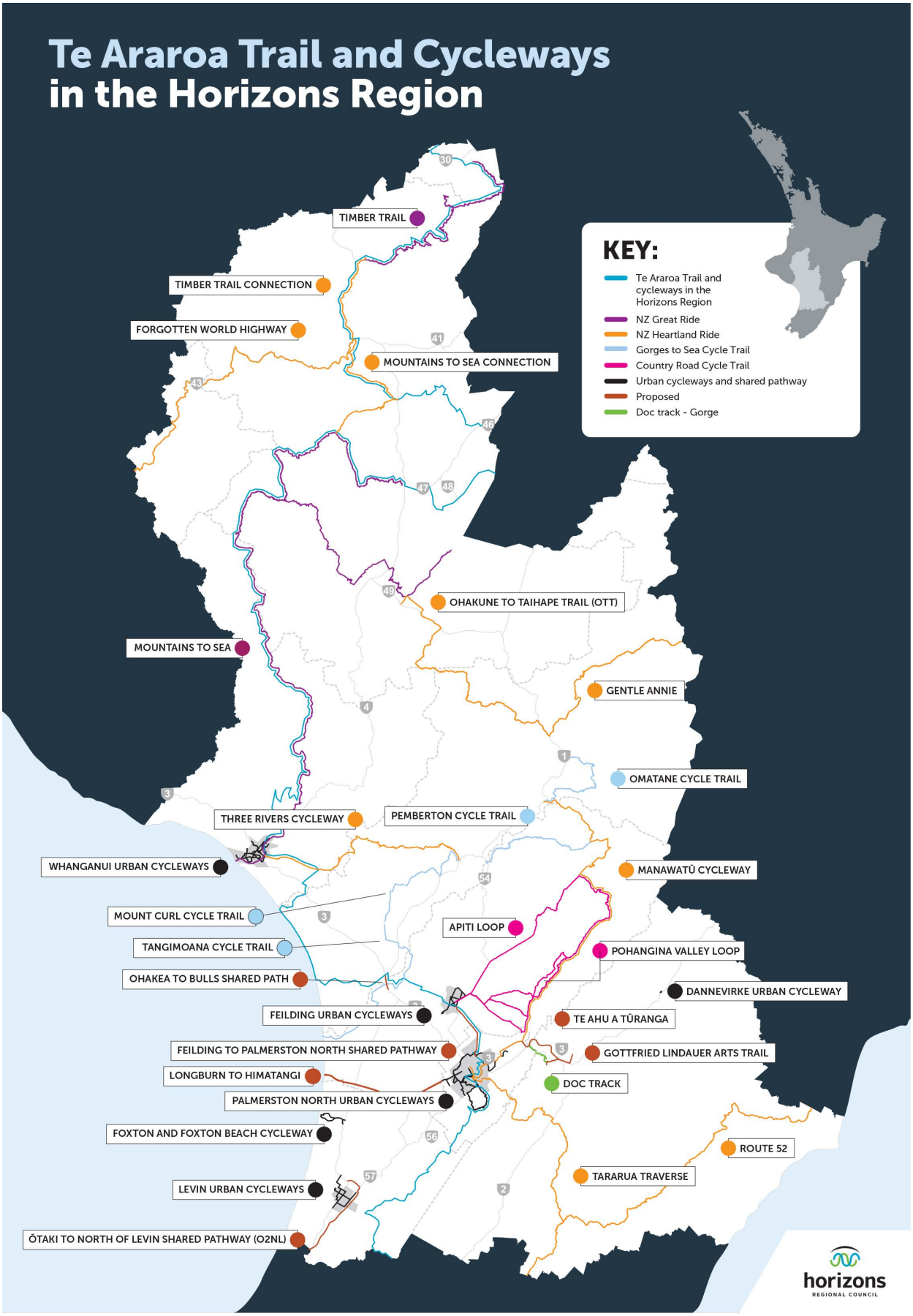


Figure 11: Regional Cycle network and Te Araroa Trail

2.3.5 Ara ki ngā pōta me ngā pā rererangi / Access to ports and airports

Ports

The Manawatū-Whanganui Region provides important rail and road freight connections to key ports in the North Island, such as CentrePort in Wellington, Port of Napier, Port of Taranaki (New Plymouth), Port of Tauranga and Auckland. These connections are key to the movement of freight for import and export, and the central location of the region, along with the industries located in this region, means the connections are vital to the regional and national economy.

In addition to these important connections, the region is also home to the Whanganui Port. In previous years, the Whanganui Port has not been utilised for coastal shipping or freight movement due to a deterioration in the facilities and lack of access through the Whanganui River mouth. However, significant resource and effort has been going into a revitalisation project to restore the Whanganui River structure and health, regenerate the Whanganui industrial area, and stimulate the marine servicing and manufacturing sectors. This project is known as Te Puwaha Whanganui Port and is guided by Tupua te Kawa, the innate values of Te Awa Tupua, and managed by a community-based governance group. The project has secured funding from the Provincial Growth Fund, Whanganui District Council, Horizons Regional Council, WDETT, Q-West and the Te Ara Mahi fund.

The Whanganui Port revitalisation will secure the use of this area for coastal shipping and freight services, and will provide a more extensive area for small boat construction, refit services and recreational boat storage. Completion of this project will enhance Whanganui's ability to act as a freight distribution centre, improve the industrial, recreational and community opportunities, and may also provide additional opportunities for passenger transport options by ferry. The changes made as part of this project will see safer and more efficient movement of freight on this highly utilised section of road, which will assist with the increase in freight demand predicted for this area.

Airports

Air transport is critical for both tourism and the export of certain goods, particularly high-value exports such as live seafood. Air links are also critical for receiving time-sensitive imports such as certain medications. Palmerston North Airport is the second largest regional airport in the country, and it not only provides connections to larger areas of the country, but also acts as a gateway for domestic and international tourists travelling to the Rangitīkei, Whanganui and Ruapehu districts. In October 2019, the Massey University Aviation School's new centre was opened on Airport Drive, with further plans underway to grow Palmerston North Airport and develop the airport business park. The airport development plans will complement the KiwiRail Regional Freight Hub by opening up possibilities for multi-modal freight movement via air and rail.

The region is also home to the Ohakea Air Force Base. There is significant work underway at Ohakea to enable larger aircraft to be housed at the base. This will result in greater numbers of personnel and vehicle movements to and from the base, both during construction and once the larger aircraft are on site and part of daily operations.

2.3.6 Whātahi waka me te whakamahi whenua / Transport and land use integration

The transport system is inextricably linked with land use. Land development, or changes in how land is used, generates demand in the transport system. However, development and land use changes are often reliant on adequate supply from the system. In some cases, transport challenges, such as congestion and carbon emissions, among others, are sometimes better solved by better land use planning rather than transport infrastructure investment.

Much of the region was designed with a primary focus on private vehicle travel. In a number of cases, developments were placed far away from core public transport routes and designed in ways that do not encourage active modes (such as cul-de-sacs and curvilinear streets, which, when walking, reduce the number of destinations that can be reached in a given amount of time). Consequently, there are areas, particularly in larger urban areas, where land use development is constrained by the current land transport network and local road development, and use is constrained by land use development. Ideally the transport network should serve land use and vice versa.

A key goal for all urban areas in the region is the development of a well-functioning urban environment that enables the integration of land use and transport planning to ensure the creation of safe, accessible and liveable urban areas. This includes the alignment of access to a range of transport modes and a connected network to reduce the reliance on private vehicles, and provides associated social, environmental and economic benefits to maximise wellbeing.

In rural environments the interrelationship between land use and transport systems plays out differently. Changes to land use, such as a farm conversion, can have a significant impact on the use of roads leading to the road – in terms of both volume and type of vehicle. A sheep and beef farm converting to dairy would likely result in an increase in trucks during the milking season, while a conversion to forestry may result in fewer trucks (until the plantation is harvested).

2.3.7 He Whakarōpū Huarahi Kotahi / One Network Road Classification

The One Network Road Classification (ONRC) is a classification tool that categorises roads based on the functions they perform as part of an integrated national roading network and catering for predicted growth trends. Since its development in 2012, the Road Efficiency Group are now evolving the current classification system (ONRC) to the One Network Framework (ONF). The ONF will introduce the importance of adjacent land use and place functions in defining how the network should look and feel at any location. ONF provides an opportunity for more integrated delivery of regional outcomes. This is achieved through the incorporation of end-to-end business processes to support transport planning through to the delivery of agreed outcomes.

2.4 Ō namata mahi, whai wāhi / Future scenarios and opportunities

The Manawatū-Whanganui Region is well placed to support freight movement and migration of people looking for access to affordable housing, employment, health, education, cultural and social opportunities. There is a real opportunity to improve connections to, from and within the region, as well as improve alternative transport options within the region. There are a number of regional initiatives underway designed to realise these opportunities and stimulate the economy following COVID-19. Some of the key initiatives are briefly outlined below.

Accelerate25 and Accessing Central New Zealand (ACNZ)

The central location of the Horizons Region has seen the area develop as a key freight and distribution hub in New Zealand, taking advantage of its strategic and centralised geographic location. The Accelerate25 Economic Action Plan has identified immediate and medium-term priorities for the region's transport network to enable economic growth and development. The Action Plan identifies Palmerston North as a major intersection requiring more investment in streamlined transport movement, both rail and road networks. Four key projects vital to unlocking the region's distribution and logistics potential and reducing large commercial traffic volumes on local roads are: 1. Te Ahu a Tūranga, Manawatū-Tararua Highway (Manawatū Gorge replacement); 2. KiwiRail Regional Freight Hub (rail); 3. Regional Freight Ring Road (Palmerston North Integrated Transport Initiatives); and 4. Ōtaki to north of Levin highway. Work that focused on progressing these projects among other key transport initiatives has been incorporated into a wider strategic case for transport investment called Accessing Central New Zealand (ACNZ).

ACNZ is a sub-group of the Regional Transport Committee and is tasked with overseeing projects that give life to the distribution and transport enabler of Accelerate25. The priority of ACNZ is to allow for the efficient movement

of goods and commodities into and out of the region along the key transport corridors. These corridors and associated key projects are shown in the transport initiatives maps below.

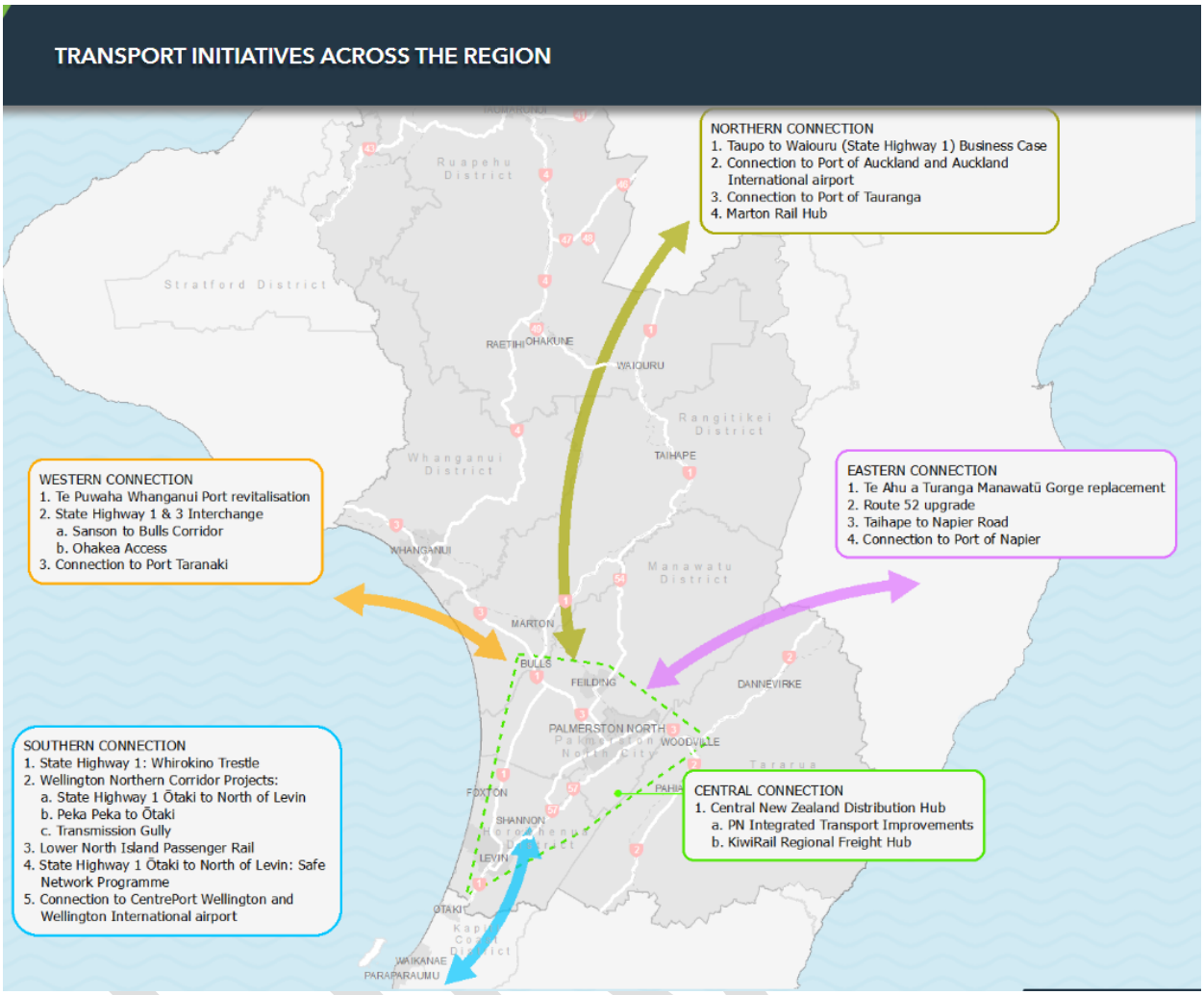


Figure 12: Transport Initiatives in the Horizons Region[36]

Palmerston North Integrated Transport Initiative (PNITI)

Palmerston North and the wider Manawatū region, with its main regional and national distribution centres plus strong road and rail transport connections, is becoming an increasingly important economic centre for New Zealand. Investment of $3–4 billion over the next 10–15 years is planned for the region, which will further cement the region's position as a critical part of New Zealand's transport network and spur growth and development.

The Palmerston North Integrated Transport Initiative (PNITI) includes a package of transport projects designed to support the projected growth and demand on the transport network around Palmerston North and the Manawatū region. The programme of projects is split into short-, medium- and long-term interventions and will:

- Reduce freight movements on residential and place-based streets by up to 50 per cent;
- Support and enable Urban Cycling masterplan initiatives and investment by flow reductions through the Palmerston North City Centre, rural villages/townships and key places/routes, increasing the attractiveness of active modes across the project area;
- Reduce the number of congested intersections by 50 per cent and improve journey times on key freight routes by up to 10 minutes;

[36] Image sourced from Accessing Central New Zealand Transport initiatives programme

- Reduce deaths and serious injuries by 35–40 per cent across the rural freight network;
- Support economic development such as the KiwiRail Freight Hub and North East Industrial Zone, which enables positive land use changes within Palmerston North; and
- Improve safety and access for new housing developments at Whakarongo, Aokautere and City West (Palmerston North).

Put simply, the programme of works sets the blueprint for how Palmerston North's transport network can improve accessibility and safety, and support transport choice and growth over the long term. Once implemented, these improvements will see a number of the objectives and the strategic vision of this Plan realised, through improved access and safety, and supporting mode shift to reduce carbon emissions. The total package is expected to cost between $335 million and $370 million. The three images that follow provide detail on the proposed packages and the indicative timing for implementation over the next 15 years.

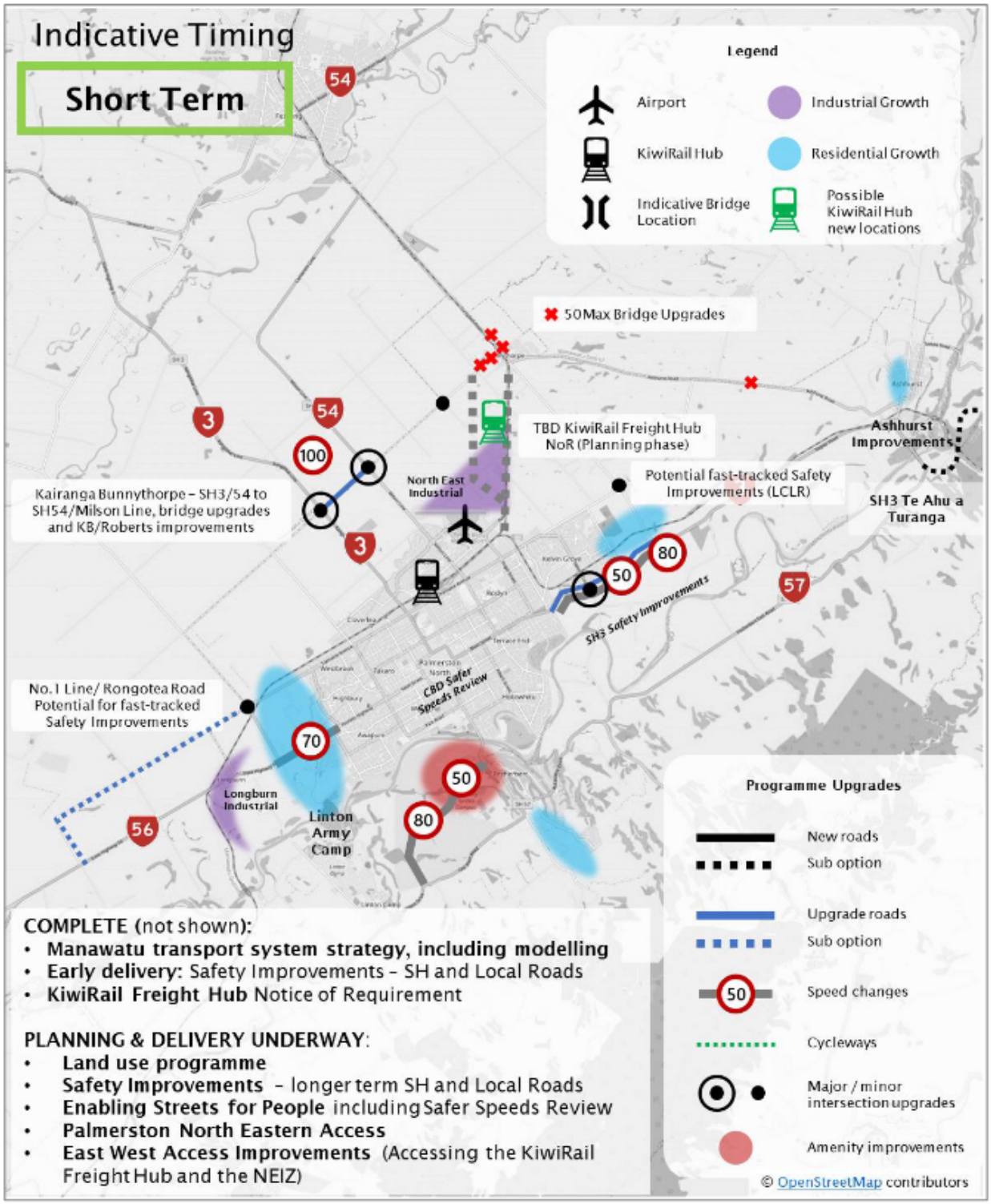


Figure 13: PNITI – Short term projects and packages[37]

[37] Figure sourced from Waka Kotahi NZ Transport Agency's Palmerston North Integrated Transport Initiative (PNITI) Network Options Report, dated January 2021

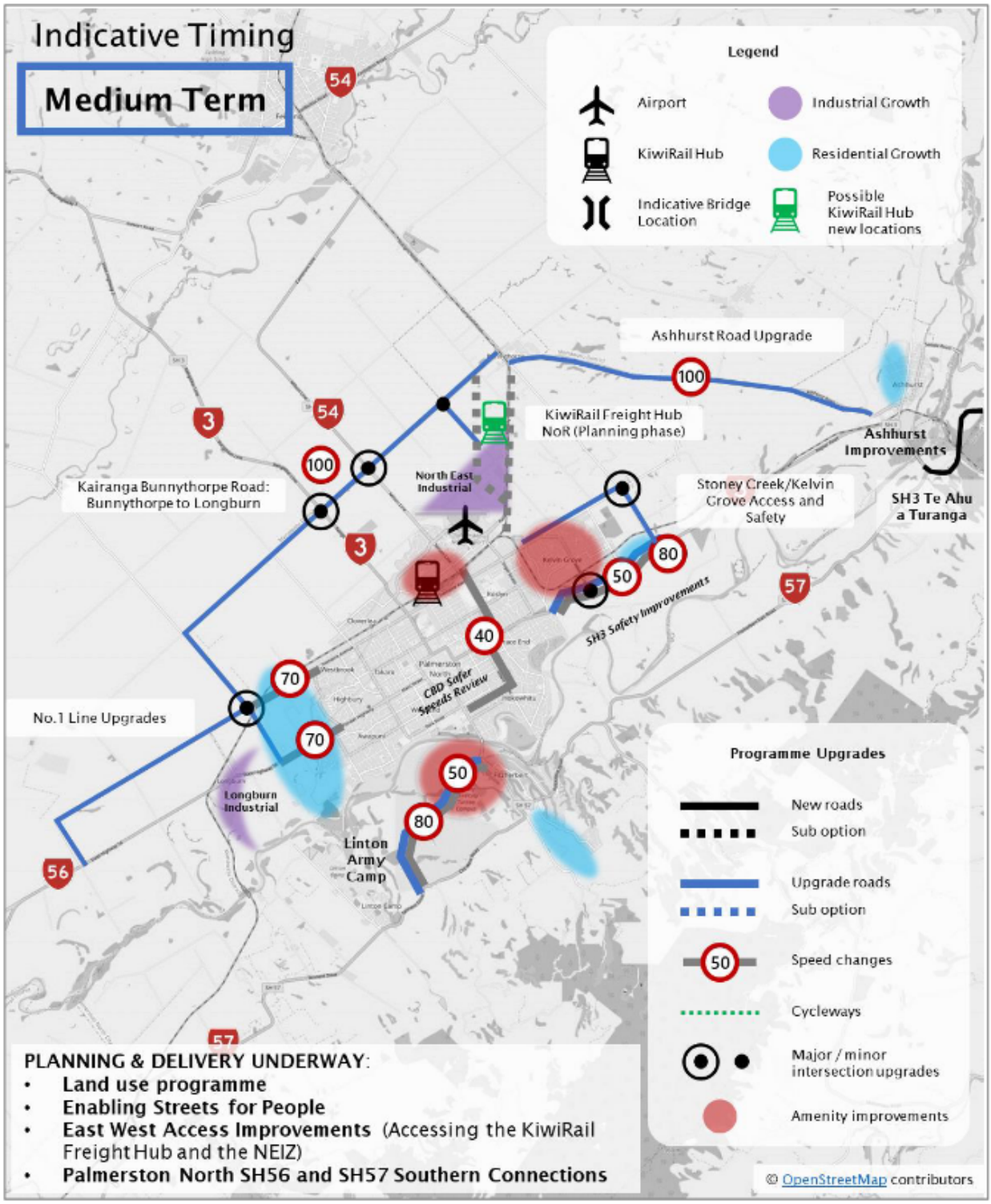


Figure 14: PNITI – medium term projects and packages[38]

[38] Figure sourced from Waka Kotahi NZ Transport Agency's Palmerston North Integrated Transport Initiative (PNITI) Network Options Report, dated January 2021

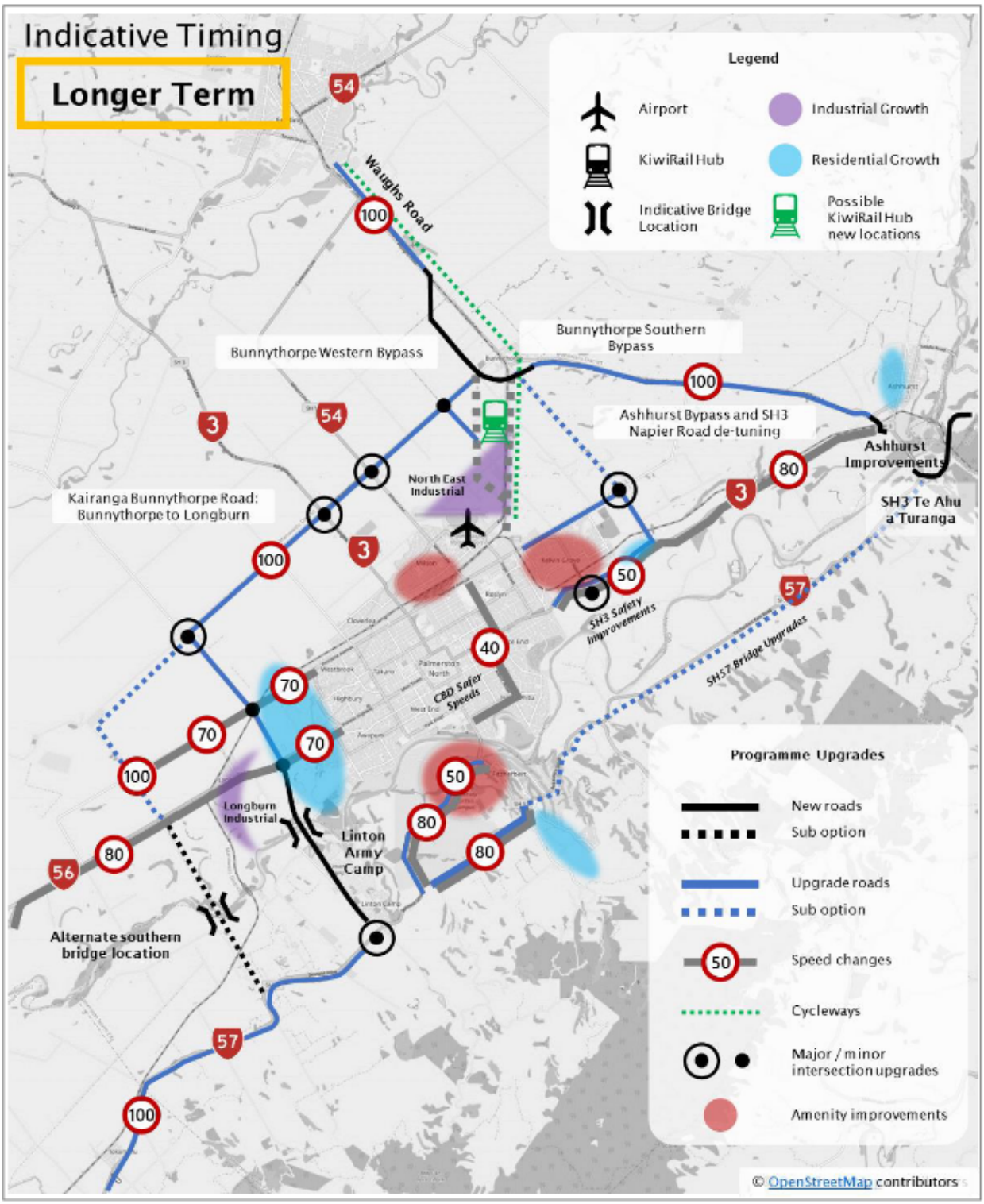


Figure 15: PNITI – long term projects and packages[39]

[39] Figure sourced from Waka Kotahi NZ Transport Agency's Palmerston North Integrated Transport Initiative (PNITI) Network Options Report, dated January 2021

Regional Economic Recovery Taskforce

A Regional Economic Recovery Taskforce was established in response to the COVID-19 pandemic. The taskforce consists of iwi, business, local and central government leaders, and economic development agency representatives, with its purpose to drive a strategic vision and plan for economic recovery in response to COVID-19. From this taskforce, the Manawatū-Whanganui Region (Post-COVID-19) Economic Recovery Strategy was developed. The strategy outlines a list of priority projects, of which transport-based initiatives form a large focus, and, as such, will be prioritised as part of the recovery effort by this taskforce. Projects identified include:

- Central New Zealand distribution projects (Regional Freight Hub and Regional Ring Road (PNITI));
- Otaki to north of Levin highway;
- Ruapehu Tourism;
- Te Puwaha Whanganui Port revitalisation;
- Te Ahu a Tūranga, Manawatū-Tararua Highway;
- Shovel-ready projects; and
- Marton Rail Hub.

The taskforce is likely to be stood down before publication of this Plan as recovery from COVID-19 progresses in the region. In this instance, implementation of the above projects and initiatives will fall under the Accelerate25 banner.

Walking and cycling

Enabling walking and cycling as alternative modes of transport, and for recreation and tourism purposes are a focus of many of the territorial authorities, with most in the region having developed their own walking and cycling strategies. Given the landscape of the region and relatively small urban centres (comparatively), there is a real opportunity to build on existing work underway to develop and improve access to walking and cycling networks. Developing safe and accessible walking and cycling networks within urban centres will open up opportunities to increase use of active transport as a competitive mode of transport, rather than just for recreation. Increasing the share of people using active transport will aid in reducing carbon emissions (thereby meeting key objectives of this Plan) as well as resulting in improved health and wellbeing outcomes for our communities.

The Te Araroa Trail and Regional Cycle Network map collates information from each district strategy and identifies all existing and proposed cycle routes in the region. It is intended to be used to also highlight potential future opportunities to build on the existing network.

Rail

A number of opportunities relating to the use of rail continue to remain unrealised. The region is well placed within the national rail network to capitalise on the opportunity that better use of the rail network provides. Connectivity, safety and access aside, rail is well-established as a legitimate and effective way to reduce carbon emissions from transport, particularly if electrified. Moving into the future, a focus on better utilisation of the rail network will be a key priority of the Accessing Central Governance Group programme.

2.5 Kaupapa here / Policy context

A number of statutes and policy documents provide the legislative and policy context for land transport planning and investment at the national, regional and local level. This section identifies and describes each of these documents that have informed the development of this Regional Land Transport Plan (RLTP).

2.5.1 Tino Ture / Core statutes

Land Transport Management Act (LTMA) 2003

The **LTMA** is the principal statute guiding land transport planning and funding in New Zealand. The purpose of the Act is to contribute to the aim of achieving an affordable, integrated, safe, responsive and sustainable land transport system. The LTMA sets out the core requirements of regional land transport plans and regional public transport plans for every region.

Resource Management Act (RMA) 1991

The **RMA** provides for the sustainable management of natural and physical resources, and directs the statutory framework for land use planning and the development of regional policy statements, regional plans and district plans. Land use planning can have a significant influence on travel choice and transport network demand. Likewise, transport network investment can shape land use patterns within a region. The Manawatū-Whanganui Regional Transport Committee must take the One Plan Regional Policy Statement into account when developing the RLTP.

Local Government Act (LGA) 2002

The **LGA** guides local government planning and the way councils carry out their functions. It includes provisions guiding the development of council long-term plans and infrastructure strategies, where the local funding share for transport network investment is identified alongside other local investment priorities. The LGA also sets out consultation principles that are relevant for development of regional land transport plans.

Climate Change Response Act 2002

The **Climate Change Response Act 2002** provides a framework for New Zealand to develop and implement climate change policies that contribute to global efforts under the Paris Agreement to limit the global average temperature increase to 1.5 degrees Celsius above pre-industrial levels. Key provisions include setting a target to reduce net carbon emissions to zero by 2050. The transport sector will have a key role in contributing to achieving this target, and the direction set at a national level has informed the development of this RLTP.

2.5.2 Tino kaupapa here ā-motu / Key national policy documents

Government Policy Statement on Land Transport

The LTMA requires the Minister of Transport to issue the Government Policy Statement on Land Transport (GPS) every three years. The GPS sets out the Government's priorities for expenditure from the National Land Transport Fund over a 10-year period and how funding should be allocated. Regional land transport plans must be consistent with the GPS, and NZTA must give effect to it with regards to land transport planning and funding.

The current GPS was published on 26 August 2020 and takes effect on 1 July 2021. The GPS strategic priorities are safety, better travel options, climate change and improving freight connections. The RLTP has taken account of the current GPS direction and priorities, particularly in relation to the identification of its short to medium-term transport investment priorities and regional programme. In particular, the RLTP sets five investment priorities[40], which all align with the GPS priorities and seek to enable safer, more efficient and accessible travel that minimises the environmental impact.

Road to Zero – New Zealand Road Safety Strategy 2020–2030

Road to Zero articulates Government's vision, which is 'a New Zealand where no one is killed or seriously injured in road crashes', their guiding principles for design of the road network and road safety decisions, as well as targets and outcomes for 2030. It sets out the five areas of focus for the next decade: infrastructure improvements and speed management; vehicle safety; work-related road safety; road user choices; and system management. The RLTP includes a headline target that is aligned with the Road to Zero target of a 40 per cent reduction in deaths and serious injuries by 2030 for the region. The policy framework and transport priorities in this Plan respond to the critical and urgent nature of the change outlined in Road to Zero and have considered strategic responses across the five focus areas.

An activity under this Plan is to develop and maintain a Road Safety Strategy for the Manawatū-Whanganui Region, which aims to set out a framework and action plan for the coordinated delivery of multiple road safety interventions. The Manawatū-Whanganui Road Safety Strategy will be developed through engagement and consultation with a range of regional stakeholders responsible for road safety outcomes and reflects a multi-agency approach that is managed at a regional level.

Transport Outcomes Framework

The Transport Outcomes Framework takes a strategic, long-term and integrated approach to transport and makes clear what Government is aiming to achieve through the transport system in the long term. The five outcomes are outlined in the diagram below.

[40] Connectivity and access, safety, better travel options, environment and resilience

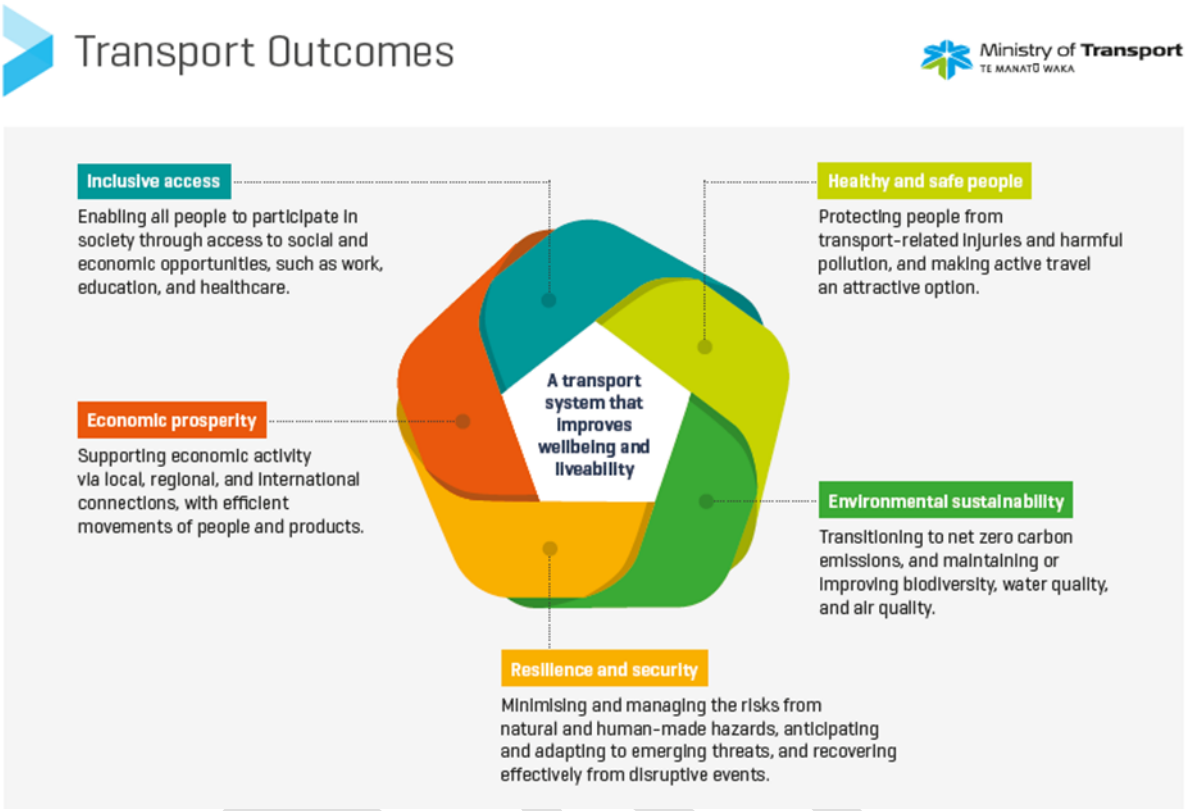


Figure 16: Ministry of Transport - Transport Outcomes Framework[41]

All of these outcomes are inter-related. To make a positive contribution across the five outcomes, the transport system also needs to be integrated with land use planning, urban development, and regional development strategies. The RLTP has included these outcomes as the foundation of its strategic framework, to align with this enduring long term direction.

Arataki

Arataki is the Waka Kotahi NZ Transport Agency's 10-year view of what is needed to deliver on the Government's current priorities and long-term objectives for the land transport system. Arataki outlines the context for change, the step changes in existing responses that it believes are needed, and the levers Waka Kotahi NZ Transport Agency will use, in partnership with others, to shape change. It includes national, pan-regional and regional summaries.

A number of key insights are identified for the Manawatū-Whanganui Region in Arataki and these have informed the development of this Plan. Supporting regional development has been identified as an area of 'high' focus for Waka Kotahi NZ Transport Agency in relation to the Manawatū-Whanganui Region. Supporting regional development from Waka Kotahi NZ Transport Agency's perspective means supporting regional development, and improved access to employment and education in order to raise the standard of living in the region, particularly outside the Palmerston North and Manawatū Districts. A number of other focus areas have been identified for the region and assigned a 'medium' priority, including: significantly reduce harms, transform urban mobility, improve urban form and tackle climate change.

Version 2 of Arataki was released in August 2020 and considers the impacts of COVID-19. The regional summary under Version 2 predicts the Manawatū-Whanganui regional economy will perform better than others due the nature of employment and services in the region. Despite a better prognosis than other regions, Arataki does forecast drops in employment, reduced migration and impacts on smaller communities.

[41] Figure sources from the Ministry of Transport, Outcomes Framework at www.transport.govt.nz

One Network Framework

The land transport system is currently classified using a single system regardless of who the road controlling authority is. The One Network Road Classification (ONRC) classifies the road transport network based on vehicle-based traffic volumes, strategic corridors and places of significance such as ports, airports and hospitals. ONRC reflects current travel demand and how communities are interconnected.

The Road Efficiency Group (REG)[42] partnership is evolving the ONRC classifications to an updated system to be known as the One Network Framework (ONF). The ONF will introduce the importance of adjacent land use and place functions in defining how the network should look and feel at any location. ONF provides an opportunity for more integrated delivery of regional outcomes. This is achieved through the incorporation of end-to-end business processes to support transport planning through to the delivery of agreed outcomes.

During the 2021–24 period, the Manawatū-Whanganui Region's road controlling authorities will advance their current ONRC network classifications and transition them into the new One Network Framework in time for the 2024–27 Regional Land Transport Plan cycle.

The One Network Framework will be used to define the strategic transport system, and enable a strategic reporting framework in the 2024 review of this Plan.

National Policy Statement on Urban Development

The National Policy Statement on Urban Development (NPS UD) took effect on 20 August 2020. It aims to guide local government decisions about enabling growth in the right locations. This includes investing in transport networks to drive more efficient and liveable urban forms, and ensuring active travel that provides health benefits is a more attractive and accessible choice. The NPS UD enables more compact, multi-unit dwellings to be built close to public transport, services and amenities, as well as greenfield development opportunities.

This policy direction provides important context for land use and transport integration policies within RLTPs, particularly for regions with major urban areas and growth pressures. The NPS UD has strengthened the existing requirement for regions to have future development strategies to guide long-term planning. These are now required for all tier one and tier two local authorities. Palmerston North City Council and Manawatū-Whanganui Regional Council are identified as tier two authorities in relation to the Palmerston North urban area and are therefore required to develop a future development strategy together. This requirement will have impacts on parking, freight movement around the city and the local road network. The Manawatū-Whanganui Regional Council and Palmerston North City Council will need to work closely together to give effect to the requirements of the NPS UD. This requirement is reflected as an action in the policies of this Plan.

National Energy Efficiency and Conservation Strategy (NZEECS) 2017–22

The NZEECS sets the overarching direction for Government and specific actions for the promotion of energy efficiency and renewable sources of energy. The current NZEECS includes 'Efficient and low-emissions transport' as one of three priority areas, with an associated target for electric vehicles to make up two per cent of the vehicle fleet by the end of 2021. The contribution of public transport (fleet and use) and efficient freight movement are recognised in the strategy and this has been taken into account in developing the policies and priorities in the Plan as required by LTMA.

National Mode Shift Plan

The Transport Agency's National Mode Shift Plan sets out national objectives and programmes to increase the share of travel by public transport, walking and cycling by shaping urban form, making shared and active modes more attractive, and influencing travel demand and transport choice. While the Manawatū-Whanganui Region is

[42] The Road Efficiency Group (REG) is a collaborative initiative between Waka Kotahi NZ Transport Agency, LGNZ and the road controlling authorities. It is focused on delivering change that will transform the transport sector as it moves from private vehicle/freight centric to a modern integrated system.

not identified as one of the six high-growth urban areas with the highest potential to achieve mode shift, it is still considered a high priority for the region and is therefore reflected in this Plan.

Draft New Zealand Rail Plan (Rail Plan)

The Rail Plan outlines the Government's long-term vision and priorities for New Zealand's national rail network, both freight and passenger networks. The vision for the rail network in New Zealand is to provide modern transit systems in our largest cities, and to enable increasing volumes of freight to be moved off the roads and onto rail. The investment priorities identified in the Plan are: investing in the national network to support growing freight demand; investing in metropolitan rail in Auckland and Wellington; and enhancing inter-regional services.

2.5.3 Kaupapa here ā-kāinga, ā-rohe / Local and regional policy

Manawatū-Whanganui Regional Public Transport Plan (RPTP) 2015–25

The Manawatū-Whanganui Regional Public Transport Plan (RPTP) sets out the public transport system that Horizons Regional Council, in partnership with local councils, proposes to fund and operate. It was last updated in 2015 and is due to be renewed following completion of the Regional Land Transport Plan.

One Plan Regional Policy Statement

The One Plan Regional Policy Statement provides an overview of the resource management issues in the Manawatū-Whanganui Region, and the objectives, policies and methods to achieve integrated management of natural and physical resources. These methods include directions for provisions in district and regional plans. The policy statement became operative in December 2014. A plan change (Plan Change 2) focusing on the Plan's provisions that manage nutrient loss from existing intensive farming land uses in target water management zones was heard in October 2020. It is expected that a decision on Plan Change 2 will be released in early 2021 and is likely to be operative (subject to appeals) later in 2021.

District Plans

At a local level, the territorial authorities of the region are responsible for the management of local roading networks, while Horizons Regional Council has statutory transport planning responsibilities through establishment of the Regional Transport Committee (RTC). Territorial authorities are required to develop district plans that give effect to the Regional Policy Statement.

Territorial Authority Activity Management Plans

Activity Management Plans (AMPs) for transport and roading related assets are developed by each territorial authority within the region. These plans implement the maintenance, renewal and delivery of transport projects, which, in part, form the basis of the Regional Land Transport Plan programme of transport activities (Section 6 of this Plan). While the vision and strategic policy direction is set at the regional level, the project of works to physically deliver on improving the regional land transport network is actioned by much of the programmed works contained within the local AMPs. The AMPs therefore provide the vehicle to action many of the identified transport opportunities for the wider region signalled in the RLTP.

Long-term Plans

Long-term plans are developed by Horizons Regional Council and territorial authorities every three years, with a 10-year outlook. They are a key planning tool for a council, describing the activities and the community outcomes it aims to achieve, which transport systems need to support. Long-term plans also identify transport activities that will feed into the RLTP for funding from the National Land Transport Fund (NLTF).

3 He Anga Rautaki / Strategic Framework

The Land Transport Management Act 2003 seeks an effective, efficient and safe land transport system. This section sets out the region's strategic framework for delivering on the Regional Land Transport Plan's purpose, including outcomes sought, a vision, objectives, targets and policies. Outcomes have been derived from the Ministry of Transport's outcomes framework[43] and guide the setting of the region's own vision and objectives for transport. The diagram below shows how each section ties together to form the strategic framework and action change for the region:

Vision (30-year)

- Describes the long-term vision for transport in the region and describes the desired long-term future state.

Objectives and Policies

- Describes what the region will do to deliver the 30-year vision, covering all elements of the desired long-term state outlined in the vision.

Headline Targets (10-year)

- Describes what the council wants to achieve in the next 10 years to deliver on specific elements of the 30-year vision. They are intended to communicate the level of change sought in a few key areas.

Transport Investment Priorities

- Describes the short- to medium-term focus for investment to achieve the vision and objectives.

[43] Refer Section 2.5.2 of this Plan for more detail

He Anga Rautaki
Strategic Framework

Ministry of Transport's Outcomes Framework

The purpose of the transport system is to improve people's wellbeing, and the liveability of places

Outcome 1	Outcome 2	Outcome 3	Outcome 4	Outcome 5
Inclusive access	Healthy and safe people	Environmental sustainability	Resilience and security	Economic prosperity

30-year Vision

A region that connects central New Zealand and supports safe, accessible and sustainable transport options

Objectives:

Objective 1

Travel Choice

Transport users in the region have access to affordable transport choices that are attractive, viable and encourage multi-modal travel.

Objective 2

Connectivity and Efficiency

The regional transport network connects central New Zealand and is efficient, reliable and resilient.

Objective 3

Safety

The transport network is safe for all users.

Objective 4

Environment

The impact of transport on the environment, and the transport system's vulnerability to climate change, is minimised.

Objective 5

Land Use Integration

Transport and land use are integrated to support well-connected communities that promote a strong regional economy and liveable region.

Headline Targets:

Mode Share

15% of travel in the region to be by active and public transport modes by 2030

Safety

40% reduction in deaths and serious injuries on the region's roads by 2030

Resilience

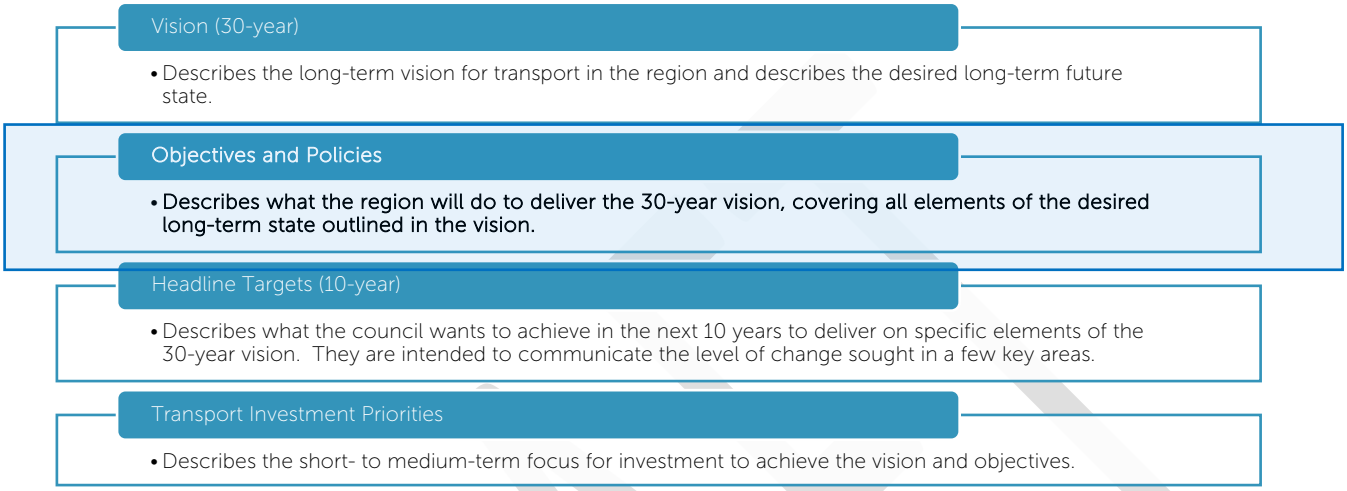
20% reduction in road closures on priority routes associated with natural hazards or unplanned events

Carbon Emissions

30% reduction in regional carbon emissions from land transport by 2030

3.1 Ngā whāinga me ngā kaupapa here / Objectives and policies

Achieving the strategic objectives in this Regional Land Transport Plan will require more than just investment in transport activities. The policies below will also be taken into account by the Regional Transport Committee and approved organisations when making transport decisions to help achieve the objectives.



Ngā whāinga me ngā kaupapa here
Objectives and Policies

Objective 1: Travel Choice – Transport users in the region have access to affordable transport choices that are attractive, viable and encourage multi-modal travel.

Policies for Objective 1
P1.1: Improve access to sustainable and affordable transport modes.
P1.2: Improve the attractiveness of sustainable transport options through integrating land use and transport planning investment.
P1.3: Encourage the uptake of walking and cycling as transport modes and for recreation.
P1.4: Ensure that people with the greatest accessibility and mobility needs are provided for in the public transport system.
P1.5: Ensure that the region's public transport network is continuously improved so that public transport services: • Go where people want to go, at times they want to travel; • Provide competitive journey times; • Provide value for money; • Are easy to understand and use; • Are safe, comfortable and reliable; and • Provide flexibility, where possible.
P1.6: Improve connections between rail, road and active transport networks to enable transport users access to multiple modes of travel.
P1.7: Improve access to and enhance the regional network of cycleways and shared pathways.
P1.8: Deliver travel demand management as well as promotion and education strategies to encourage sustainable transport choices and optimise the transport network.
P1.9: Review and update the Regional Public Transport Plan to reflect the vision and objectives of this Regional Land Transport Plan.
P1.10: Ensure, where practicable, any improvements or upgrades to existing roads and development of new roads provide for safe walking and cycling and use of micro-mobility transport.
P1.11: Encourage the development of safe, accessible and protected cycleway networks in urban areas by 2030.

Objective 2: Connectivity and Efficiency – The regional transport network connects central New Zealand and is efficient, reliable and resilient.

Policies for Objective 2
P2.1: Maintain and improve the strategic transport network to and from key destinations linking north to south and east to west, while factoring in demographic changes and impacts on land use.
P2.2: Support the provision of effective connections to and from the region's principal economic growth and productivity areas, including providing for efficient and effective movement of freight in the region.
P2.3: Support increased use of demand management tools to support optimal use of the network.
P2.4: Support effective connections between different transport modes to enable multi-modal travel and movement of freight.
P2.5: Support and advocate for increased use of rail for freight and passenger movement through the region.
P2.6: Support increased use of coastal shipping for movement of freight to and from the region.
P2.7: Ensure the transport network provides suitable access to business, educational, defence, health, social and recreational services for the region's residents, visitors and businesses, while reducing congestion through mode shift from single occupant vehicles to shared and sustainable travel modes.
P2.8: Support investment to provide a resilient transport network in the region.
P2.9: Ensure timely maintenance of the road network to provide safe and efficient use of the region's road for all users.

Objective 3: Safety – The transport network is safe for all users.

Policies for Objective 3
P3.1: Ensure continuous improvement in regional road safety based on a safe-system approach underpinned by: • Designing for human vulnerability; • Strengthening all parts of the road transport system; • Shared responsibility for road safety; • Having actions that are grounded in evidence and evaluated appropriately; • Road safety actions that support health, wellbeing and liveable places; • Making safety a critical decision-making priority; • Providing programmes and initiatives that encourage safer behaviour on the transport network; and • Promote public transport as a safer mode of travel.
P3.2: Increase access to safer travel modes (e.g. public transport, rail and coastal shipping (for freight)).
P3.3: Ensure speeds are appropriate to the road environment and the highest-risk parts of the regional network are made safer.
P3.4: Support and advocate for design of land use, urban form and streets to reduce car dependency, and prioritise the safety and accessibility of walking, cycling, public transport and micro-mobility.
P3.5: Support development and implementation of a Regional Road Safety Strategy and Action Plan.
P3.6: Prioritise investment to align with the Road to Zero Road Safety Strategy.
P3.7: Advocate and support initiatives that contribute to the introduction and uptake of safer vehicles and technologies to improve the safety performance of the vehicle fleet.

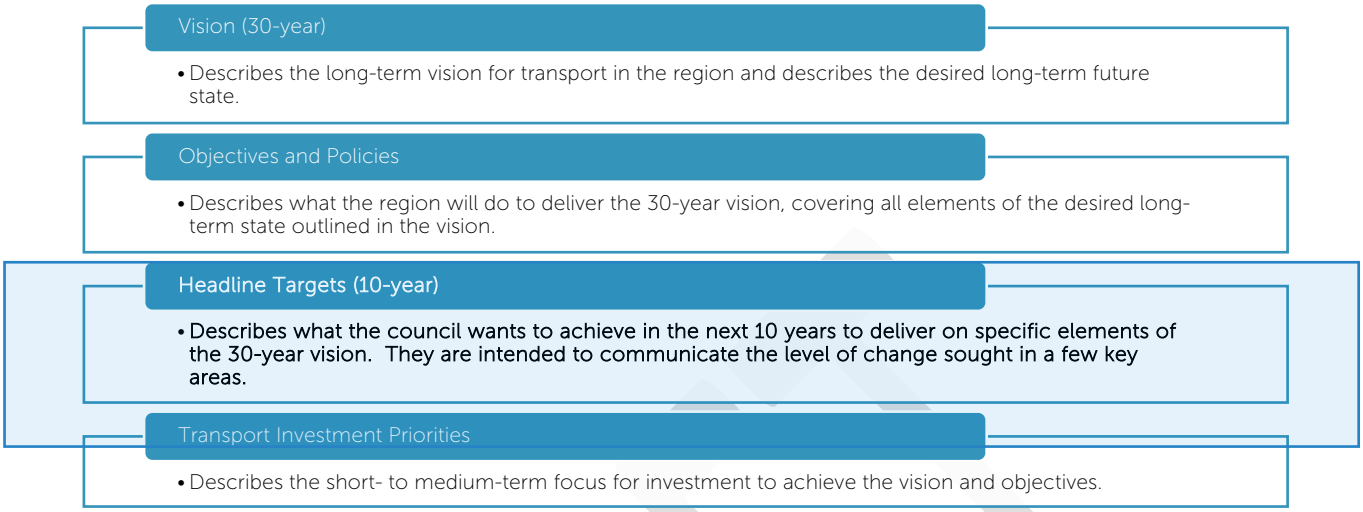
Objective 4: Environment – The impact of transport on the environment, and the transport system's vulnerability to climate change, is minimised.

Policies for Objective 4
P4.1: Identify and advocate for opportunities to adopt new technologies and pricing tools that incentivise lower carbon travel choices and reduce the impact of transport on the environment and its vulnerability to climate change.
P4.2: Increase access and encourage the use of low carbon forms of transport including walking, cycling, e-bikes, micro-mobility and public transport as preferred modes of travel in urban areas.
P4.3: Increase access to enable greater use of lower emission travel modes, such as rail and coastal shipping for movement of freight to, from and within the region.
P4.4: Ensure carbon emission reduction is a key objective underpinning regional transport planning and investment.
P4.5: Encourage uptake of alternative, low carbon modes for long distance personal and tourist travel.
P4.6: Advocate for and support initiatives that contribute to ongoing improvement of the vehicle fleet to reduce greenhouse gas emissions to reduce climate change impacts and improve air quality, including uptake of electric vehicle technology, alternative fuel options and improved fuel efficiency.
P4.7: Ensure best practice design, construction and maintenance standards are used during the implementation of transport infrastructure projects, including consideration of cultural impacts, adverse environmental effects and climate change vulnerability.
P4.8: Increase access to viable alternative transport options and routes to minimise the transport system's vulnerability to climate change effects and unplanned events.
P4.9: Ensure the transport system is maintained and designed to a level where impacts from climate change (e.g. severe weather events) are minimised.

Objective 5: Land Use Integration – Transport and land use are integrated to support well-connected communities that promote a strong regional economy and liveable region.

Policies for Objective 5
P5.1: Encourage effective integration of transport and land use planning in growth areas of the region by: a. Ensuring that current and future transport corridors are identified and protected in planning documents; b. Developing transport projects and services that are consistent with land use plans and strategies; c. Ensuring freight, tourist flows, and walking and cycling routes are taken into account during planning processes; d. Developing a network map that includes the long-term vision/plans for the network and provides for levels of service appropriate to modes and growth in line with the One Network Road Classification (ONRC); and e. Ensuring the strategic transport network provides an appropriate level of service to support future growth and mode-shift goals.
P5.2: Ensure land use planning and development recognises and minimises potential impact on existing transport systems.
P5.3: Promote increased urban housing density in areas or corridors with high accessibility via multiple transport modes.
P5.4: Ensure district plans and strategies facilitate and support housing and business development that enable better travel choices by providing for walking, cycling, micro-mobility and public transport services.
P5.5: Ensure the requirements of the National Policy Statement for Urban Development 2020 are met, including but not limited to development of a Future Development Strategy for Palmerston North in conjunction with Palmerston North City Council.
P5.6: Advocate for transport and cycling infrastructure in new and existing development areas that is designed to enable safe, connected and attractive walking, cycling, micro-mobility and public transport services in line with relevant best practice guidance.
P5.7: Ensure the region's iwi and hapū partners are provided the opportunity to engage and assist with decision making on any new land transport development throughout the project.

3.2 Ngā wawata matua / Headline targets



The headline targets included in this Plan are aspirational for the purpose of signalling the desire to drive change in certain areas of the regional transport system. These are a new function of the Plan and, as such, monitoring practices and data collection methods are yet to be developed.

NOTE: The headline targets included in this Plan are **transitional** and will not be monitored until year four of the Plan. In the first three years of the Plan's life, work will be undertaken to establish the baselines for these targets and set up a monitoring and reporting framework. The suitability of the targets included in this Plan will be re-considered during the year three review of the Plan.

Mode Share

15% of travel in the region to be by active and public transport modes by 2030

This target will be measured using data collected from the Census as well as any additional supporting data sourced through Horizons Regional Council public transport patronage monitoring.

The baseline year will be figures from the 2018 Census.

Safety

40% reduction in deaths and serious injuries on the region's roads by 2030

This target mimics the Road to Zero goals for deaths and serious injuries from road accidents. Measurement against this target will be based on annual DSI data collected nationally by the Ministry of Transport.

The baseline year will be 2021-22.

Resilience

20% reduction in road closures on priority routes associated with natural hazards or unplanned events

This target will be measured using data collected by Waka Kotahi NZ Transport Agency and territorial authorities.

The baseline year will be 2021-22.

Carbon Emissions

30% reduction in regional carbon emissions from land transport by 2030

This target will be measured using vehicle emissions data collected by Waka Kotahi NZ Transport Agency and calculated using their vehicle emissions mapping tool available on MapHub.

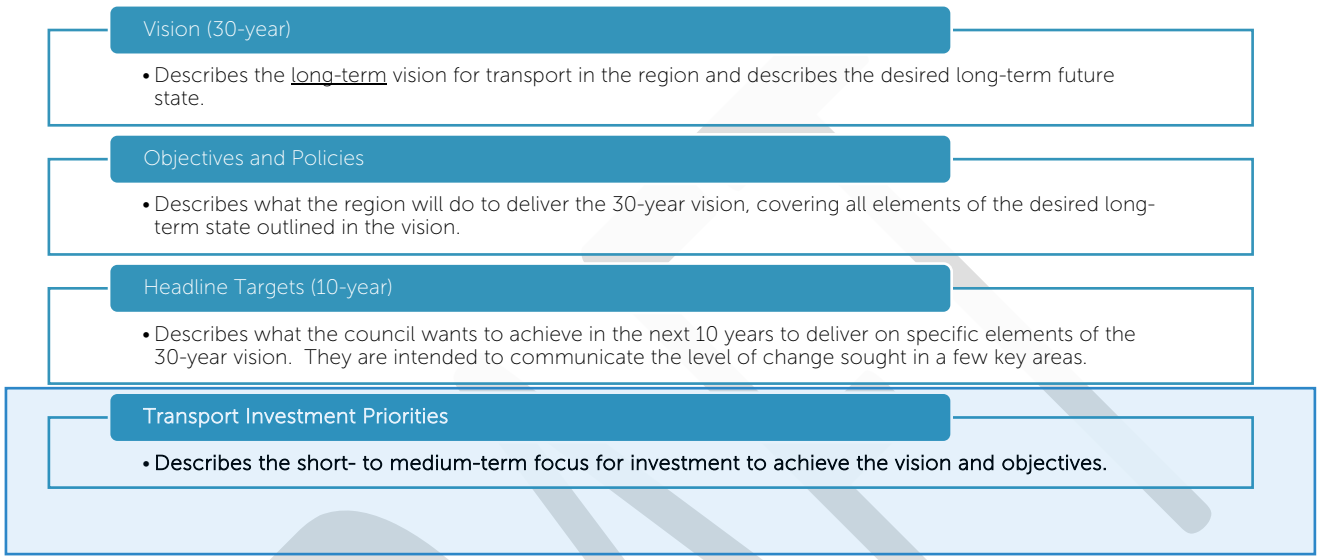
The baseline year will be 2021-22.

Huami matua ā-waka mō te tekai-tau

Ten-year Transport Investment Priorities

(Strategic Priorities)

4 Haumi matua ā-waka mō te tekau-tau / Ten-year Transport Investment Priorities (Strategic Priorities)



This section outlines the region's transport investment priorities that guide investment in the land transport network over the next 10 years (2021–2031). The transport investment priorities will help address the region's most urgent and significant land transport problems[44] and achieve the 30-year vision, which sets an ambitious future state for the region.

4.1 Aronga ā-rohe mō te tekau-tau / Regional focus over the next 10 years

A safe, well-connected and accessible land transport system is a vital part of the health and wellbeing of people in the region and underpins the economy. The 30-year vision and interim targets set a strong commitment for our region to provide good access by providing a system that meets these requirements. This section sets out the most urgent and significant problems identified by the RTC that need to be focused on in the short to medium term if we are to make tangible progress towards our preferred future state. It sets out the case for investment and identifies the priority transport investments that are required to address these key problems.

The region's short- to medium-term investment focus is driven by the key problems for the region and the benefits we will see if these problems are addressed.

The key *problems* we need to address within the next 10 years are[45]:

- Connectivity, travel choice and access: Land use conflicts, inadequate infrastructure and network inefficiencies are leading to less effective transport routes and user choices;
- Safety: Increasing conflict between competing modes, poor user behaviour and inadequate infrastructure is leading to deaths and serious injuries;
- Environmental: A lack of transport modes and heavy reliance on fuel-based transport is leading to increased carbon emissions and a general decline in environmental quality; and

[44] The land transport problems and benefits were determined through a collaborative Investment Logic Mapping (ILM) process.
[45] As identified in the ILM

- **Resilience**: Impacts from climate change, natural hazards and sub-optimal maintenance/renewals are increasing network vulnerability and costs.

The *benefits* we will see if these problems are addressed are[46]:

- Increased transport choices direct users to the most appropriate transport mode or route;
- Improved connectivity to allow users to move more efficiently, safely and reliably to, from and within the region;
- A safe transport network for all users; and
- Reduced environmental impact.

In response to these problems and to realise the benefits, our 10-year *transport investment priorities (and their associated weighting[47])* are:

- **Connectivity and Access** (30 per cent): Provide better transport connections and options to enable efficient and safe movement of people and freight, and improved access to health, social and economic opportunities.
- **Safety (20 per cent)**: Improve the transport network to create a safe transport system for all users.
- **Better Travel Options (20 per cent):** Make active and public transport, and alternative freight modes, safe, attractive and viable options for more trips throughout the region.
- **Environment (20 per cent):** Reduce environmental impacts and carbon emissions from the transport system.
- **Resilience (10 per cent):** Build resilience into the region's transport network by strengthening priority transport lifelines.

Underlying these problems, benefits and investment priorities is the COVID-19 pandemic. As noted earlier, it is a worldwide health crisis that will result in substantial economic and social changes. The pandemic and the response to it may change the way and extent to which people use the transport network, making it more difficult than usual to plan and justify investment.

4.2 Haumi matua ā-waka / Transport investment priorities

Transport investment priority 1: Connectivity and Access

Provide better transport connections and options to enable efficient and safe movement of people and freight, and improved access to health, social and economic opportunities.

Problem

Connectivity, travel choice and access: Land use conflicts, inadequate infrastructure and network inefficiencies are leading to less effective transport routes and user choices.

The case for investment

The Manawatū-Whanganui Region is located at the centre of the road and rail networks that connect Hawke's Bay, Wellington, Taranaki and the upper North Island. These connections are a key economic lifeline, enabling the movement of people and goods between key centres of production, consumer markets and freight distribution hubs. The region is perfectly placed to offer multiple transport options for freight and people and, if planned well, will solve many of the current network inefficiencies.

[46] As identified in the ILM
[47] As identified in the ILM and amended through deliberations

The current network is limited by a lack of viable transport choices, resulting in a heavy reliance on the road network that is struggling to cope due to a lack of adequate investment. Consequently, there are multiple types of users (with different needs) all competing for the same resource, which creates efficiency and safety issues, along with restrictions on land use development and access. Rapid development, land use and growth areas all have the potential to negatively impact the safety of the transport network if not managed appropriately managed. Investment into the network is required to ensure good safety outcomes as a result of growth in the districts. Across the region there are a number of existing facilities, including hospitals, ports, airports and large defence operations together with centres of economic activity that rely on the transport network for access and connectivity. Further, the region has nationally significant connections for the movement of freight and tourists. These destinations are critical to the economic and social well-being of the region, and as such it is vital they are supported by well-designed transport corridors with efficient and reliable connections. Ensuring good interregional connectivity, particularly road, rail and air freight connections to key ports and hubs, will assist with access to economic opportunities as well as assisting with solving some of the mode conflict experienced on parts of the road network. Due to the lack of viable transport choice in the region, some networks experience overuse causing decline in asset quality, higher maintenance costs, poor user experience, unreliable journey times and safety issues.

It is generally agreed that use of rail for freight and passenger movements is under-utilised at present. Reliance on the region's roading network is putting pressure on the key journeys north, south, east and west of the region, which could restrict anticipated future growth in the freight distribution logistics chain. Increased use of the rail network for both freight and passenger travel will increase the resilience of the regional land transport network. Encouraging a shift of freight from road to rail would also have positive road safety outcomes as this lessens the conflicts between heavy vehicles, private vehicles and cyclists. For these reasons, encouraging a markedly greater share of freight from commodities that are not time critical, such as forestry, pastoral, agricultural and dairy industries, being carried by trains will be a key output of this Plan.

The region has a high unemployment rate when compared to the national average and comparatively low median household income. Access to education, healthcare and employment needs to improve, particularly in the north and east of the region, to deliver better social and economic outcomes. The majority of the region's population growth is expected in Levin, Palmerston North and Feilding with lower levels of growth in other areas. Further, the region's population is getting older, which is in line with the national trend. At present the transport network is not responding adequately to accommodate freight, population growth, and the needs of an ageing population. The result is lack of access, intermodal conflict, unreliable journey times, and restrictions and delays in land use development and investment.

Poor network efficiency creates barriers for access to health, social and economic opportunities. Providing safe and viable opportunities for active transport results in positive economic, social and environmental outcomes. The region is well placed to build on its transport network, which will assist with recovery from the COVID-19 pandemic.

Addressing the connectivity, network efficiency and mode-shift issues through improved road, air and rail linkages, network optimisation and improved multi-modal integration will help to maintain reliable freight flows and improve strategic access to key destinations. This will provide users with greater travel choice, which will unlock access to social, economic and health opportunities, and assist with population growth for the region. Additionally, by having more travel choice, users will be able to select the most appropriate choice for them and the network, which will see benefits such as:

- A safer, more efficient and reliable network;
- More certainty and integration with urban development;
- Lower network maintenance cost;
- A network that is more resilient to natural hazards and events;
- A consistent approach across the region to network efficiency;
- Less mode conflict; and
- Better environmental outcomes.

Summary of evidence

Population, GDP and employment[48]: See the Strategic Context section of this document for detail on these key factors.

- The published employment rate for the region for June 2020 was 4.6 per cent versus 3.9 per cent for New Zealand.
    - The region has lower average income (higher share of over 65s, 6 per cent) and a higher-than-average share of population receiving a Ministry of Social Development (MSD) benefit.
    - The region's unemployment rate reduced from 5.2 per cent (June 2019 year-end) to 4.6 per cent (June 2020 year-end).
- 7.2 per cent regional population growth 2013–18.
    - In the year to June 2019, the region's population increased by 1.4 per cent while New Zealand's population increased 1.6 per cent.
- The region's GDP totals 3.8 per cent of national GDP (year-end March 2018).
    - Rate of nominal GDP growth in the region was above the national growth rate in 2019-20. This shows an improving trend.
    - The region's share of GDP is low compared with other economic indicators, which reflects the challenge of measuring GDP with some key sectors for the region (e.g. health, government administration and defence). Salary and wages within the region tend to be lower (businesses pay less than other regions where living costs are higher – median wages were 91.8 per cent of median for New Zealand).
    - At March 2019, filled jobs (excluding farmers) totals 4.6 per cent of the national total; salaries and wages total 4 per cent of the national total; and total earnings (salaries, wages and self-employed) totals 4 per cent of the national total.

Other documentation statistics:

- National Freight Demand Study (MoT) 2017-18:
    - 13.5 million tonnes in 2017-18 for the Manawatū-Whanganui Region compared to 10.6 million tonnes in 2012 (2014 Freight Demand Study), which equates to a 27 per cent increase in freight movement for the region over the period covered by these two studies.
- MoT Household Travel Survey 2015–18:
    - Car/van driver or passenger travel is 96 per cent of the total distance travelled by Manawatū-Whanganui residents in the survey and 84 per cent of the total trip legs.
- Statistics New Zealand: Logistics growth activity in the Palmerston North sub-area[49]:
    - Palmerston North City experienced growth of $213 million (177 per cent) in total earnings (salaries, wages and self-employment income) in the city between 2000 and 2018 for wholesale trade, transport, postal and warehousing activity. This is the third highest of the 20 largest local authorities, and above New Zealand's average growth of (121 per cent), reflecting the growth in logistics in this area of the region and the economic value it provides.
- KiwiRail Regional Freight Hub[50]:

[48] Sources: Statistics NZ, Population estimates from 2018, based on 2018 Census- Final June 2018 estimate (published September 2020); Waka Kotahi NZ Transport Agency Arataki V2, Manawatū-Whanganui Regional Summary; and Infometrics, year to March 2019 (and analysed in the MWRI Regional Economic Impact Assessment, June 2020)
[49] Source: Statistics New Zealand logistics data, 200-2018
[50] Regional Freight Hub FAQs, September 2020

- Estimates approximately 2.55 million tonnes of freight passed through Palmerston North by rail in the 2018-19 financial year.
- Rail is a small component of the total freight volumes coming into and out of the region, with 25 million tonnes total (13.5 million tonnes from Palmerston North and 11.5 million tonnes into the region) each year. In the last financial year, freight moved by rail through the region only amounted to 10.2 per cent of total freight moved.
- Palmerston North is unique in that it is the only rail freight terminal that has mainline freight services transiting from north to south and east to west directions.

Priority investment focus

Improve the transport options available and the connections to them, to provide users with travel choices that are accessible, safe and efficient.

Strategic Alignment	
National transport outcomes	**Draft GPS 2021 objectives**
Inclusive access ✓✓ Environmental sustainability ✓✓ Economic prosperity ✓ ✓ Healthy and safe people ✓	Improving freight connections ✓✓ Safety ✓ Better travel options ✓ Climate change ✓
RLTP objectives	**RLTP headline targets**
Connectivity and ffficiency ✓✓ Safety ✓✓ Travel choice ✓ Environment ✓ Land use integration ✓	Increase in active travel and public transport modes ✓✓ Reduction in deaths and serious injuries ✓✓ Reduction in regional carbon emissions ✓
Primary benefits of investment	**Key performance indicators**
Provides greater transport choice, which directs users to the most appropriate mode for their travel needs Less modal conflict and reliance on the road network Supports sustainable regional growth and liveable places, with a less carbon intensive transport network The transport system can accommodate future demand	Increased use of the rail network Reduced carbon emissions Increases in public transport patronage and mode share Increases in active transport
Priority investment areas	**Key investment partners**

Palmerston North Integrated Transport Initiative (PNITI) KiwiRail Regional Freight Hub Marton Rail Freight Hub Capital Connection – continuation and replacement of the current passenger rail service with a new, modern fleet of trains and increased service frequency Urban and regional public transport services Accessing Central New Zealand (PBC) Active Transport – walking and cycling Whanganui Port revitalisation project Tongariro transportation management (high seasonal)	Waka Kotahi NZ Transport Agency (co-funder) KiwiRail/Crown (Rail track infrastructure provider and co-funder) Palmerston North City Council, Whanganui District Council, Manawatū District Council, Ruapehu District Council, Rangitīkei District Council and Horowhenua District Council (infrastructure providers and co-funders) Horizons Regional Council (public transport service planning and infrastructure provider, co-funder) Public transport operators (providers of public transport services)
Other priority implementation areas	
Behaviour change programmes, e.g. encouraging peak spreading, use of active transport modes and public transport, and safety programmes PGF funding for Whanganui Port revitalisation project, KiwiRail Regional Freight Hub, Marton Freight Hub, and Route 52 upgrades	

Transport investment priority 2: Safety

Improve the transport network to create a safe transport system for all users

Problem

Safety: Increasing conflict between competing modes, poor user behavior and inadequate infrastructure is leading to deaths and serious injuries.

The case for investment

Safety should be at the core of the regional transport system and deaths and serious injuries should not be an inevitable cost of moving people and freight from place to place. The region's safety record is relatively poor. Head-on and run-off-road crashes, high risk intersections and driver behaviour are primary contributors[51] to the poor record.

The central location of the region means the networks carry significant volumes of through traffic. The ability of the network to cope with these volumes is poor, which is creating safety issues along the network.

Mode conflict on the network (due to limited transport choice) also creates safety issues for users.

Forecast growth in population, freight movements and visitor numbers will increase the number of trips on the region's networks. If the safety of the network is not improved, it can be expected that the number of deaths and serious injuries will increase.

Trauma for families, the wider community and the health system are the primary impacts from an unsafe transport system. However, unsafe sections of the transport system can also create inefficiencies, which result in productivity losses due to congestion, unreliable journey times and crash-related delays. Safety issues, real or perceived, can also discourage the uptake of cycling and other active transport modes, which will undermine the region's desire to see a shift towards active modes in urban areas and as a tourist attraction.

The primary benefit of addressing the safety problem is a healthy and safe community, but we will also see other benefits related to a more reliable system and better access. The benefits include improved connectivity and accessibility to key services, more reliable journeys, improved access to opportunities through mode shift, and a potential increase in uptake of active transport modes, all of which will improve economic prosperity for the region.

Underpinning everything in this section is the Government's decision to adopt ambitious death and serious injury (DSI) reduction targets by 2030 in accordance with the Road to Zero guiding principle that no deaths or serious injuries from the transport system are acceptable. This view is supported by the Regional Transport Committee.

Summary of evidence

The region's road safety record is relatively poor and counts for 7.7 per cent [52] of deaths and serious injuries. Data from the One Network Road Classification report tool shows that 2017-18 was the worst year since 2014 with 219 total deaths and serious injuries. Recent figures show this number reduced to 194 in the 2018-19 financial year.

In recent years, on average three people are seriously injured every week and one person dies every fortnight on the region's roads. The graph below shows the total number of reported deaths and serious injuries for the region from 2011 to 2019.

[51] Waka Kotahi NZ Transport Agency, Arataki V2, August 2020
[52] Waka Kotahi NZ Transport Agency, Arataki V2, August 2020

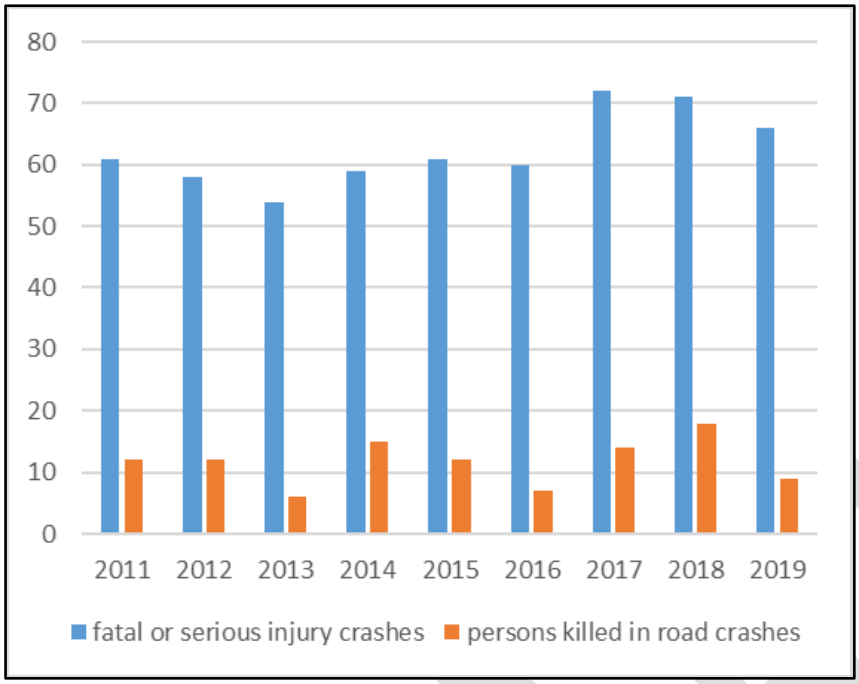


Figure 17: Number of deaths and serious injury incidents for Horizons' Region[53]

The two graphs below show the number of deaths and serious injuries each year on the Manawatū-Whanganui road network. It splits the information into the varying types of roads as classified by under the One Network Road Classification. It shows that while some progress has been made with reductions in deaths and serious injuries on some road types, on the whole the network is still seeing increases on a number of networks, most notably high volume, arterial and primary collector routes.

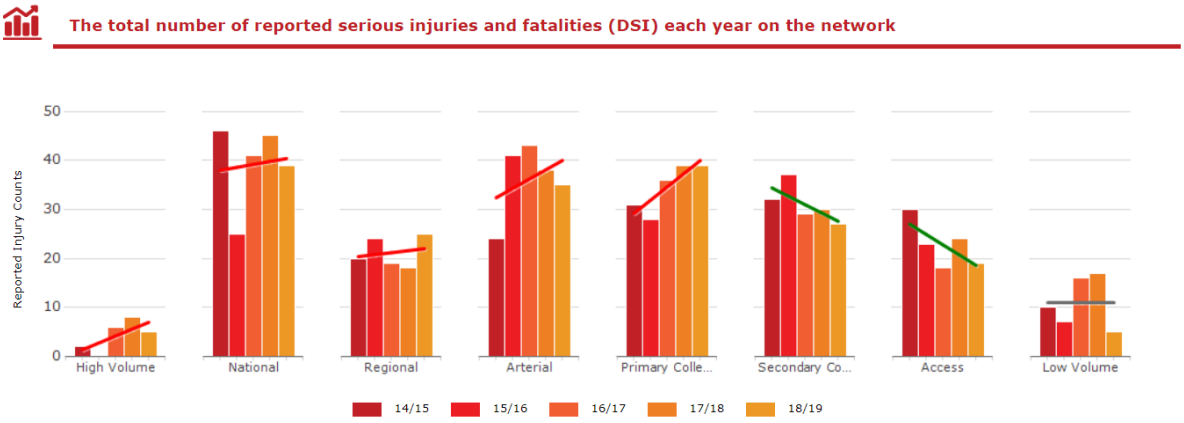


Figure 18: Total number of reported serious injuries and fatalities on the regional network[54]

[53] Graph created by Horizons Regional Council officers based on Waka Kotahi NZ Transport Agency information
[54] Graph sourced from ONRC Performance Measures reporting tool

Comparative trend in reported serious injuries and fatalities (DSI) over a five year period

This graph shows the trend in serious injuries and fatalities over the last five years as a percentage of the average. Worsening trends are shown in red, improving trends in green.

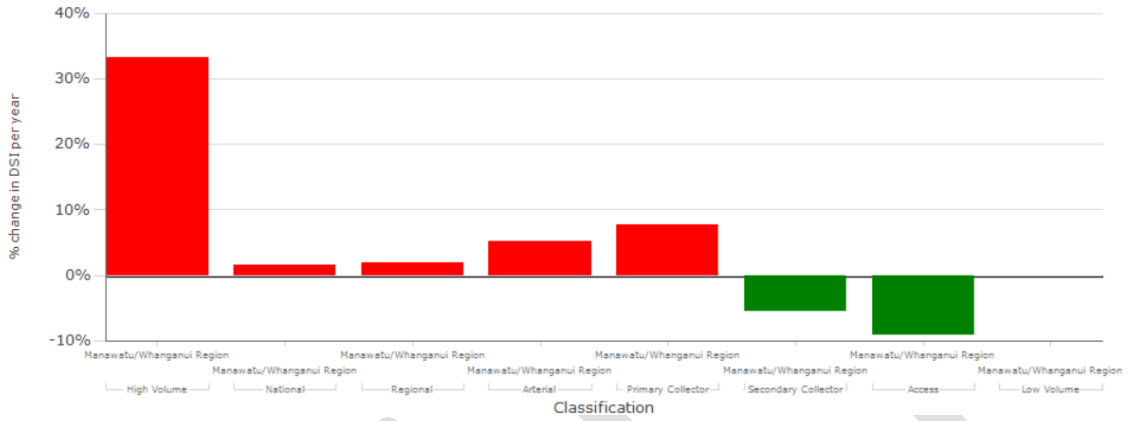


Figure 19: trend in serious injuries and fatalities in the region over a five year period[55]

The two graphs below show the proportion of deaths and serious injuries each year for vulnerable[56] users on the network. Again, it is the high volume, arterial and primary collector routes that are showing an increasing trend.

The number of reported serious injuries and fatalities (DSI) involving vulnerable users on the network

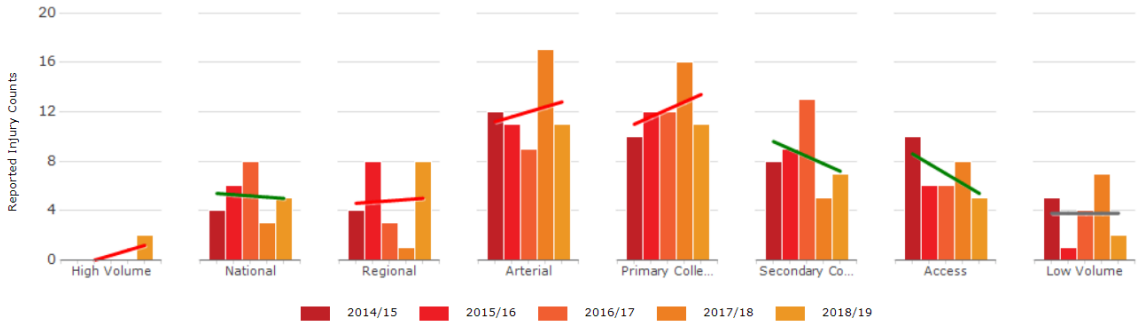


Figure 20: number of serious injuries and deaths in the Horizons' Region involving vulnerable users[57]

[55] Graph sourced from ONRC Performance Measures reporting tool
[56] Vulnerable users include cyclists, motorcyclists, pedestrians and mopeds
[57] Graph sourced from ONRC Performance Measures reporting tool

Comparative trend in reported serious injuries and fatalities (DSI) involving vulnerable users on the network

This graph shows the trend in serious injuries and fatalities over the last five years as a percentage of the average. Worsening trends are shown in red, improving trends in green.

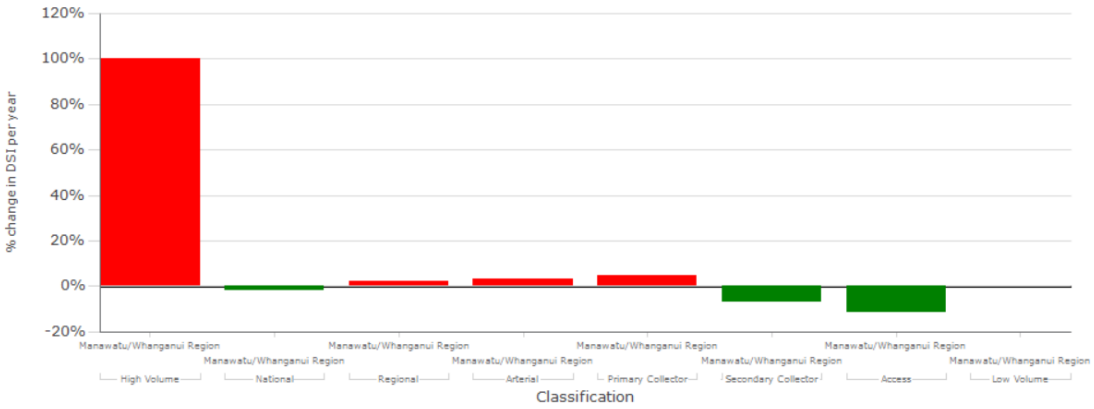


Figure 21: Comparative trend in serious injuries and deaths in the Horizons Region involving vulnerable network users over a five year period[58]

Priority investment focus

Improve safety for all users of the region's transport network by reducing mode conflict, improving connectivity and accessibility, and enabling mode share.

National transport outcomes	GPS 2021 priorities
• Healthy and safe people ✓✓ • Resilience and security ✓	• Safety ✓✓ • Improving freight connections ✓ • Better travel options ✓
RLTP objectives	**RLTP headline targets**
Safety✓✓ Travel choice ✓ Connectivity and efficiency ✓ Land use integration ✓	Increase in active travel and public transport modes ✓ Reduction in deaths and serious injuries ✓✓ Reduction in road closures on priority routes associated with natural hazards or unplanned events ✓
Primary benefits of investment	**Key performance indicators**
A safe transport network for all users Increased transport choices direct users to the most appropriate transport mode or route, reducing congestion and mode conflict and improving safety outcomes	Reduced deaths and serious injuries Safety perceptions – An increase in all types of users feeling safe to use the network Improved accessibility to economic and social opportunities

[58] Graph sourced from ONRC Performance Measures reporting tool

Improved actual and perceived safety of the transport network	Increased uptake of alternative modes of travel Larger volumes of freight moved by alternative modes (e.g. rail and sea) or on more appropriate routes
Priority investment areas	Key investment partners
Improved access and use of alternative transport modes – mode shift Improve high-risk intersections with a focus on the Palmerston North, Whanganui and Levin urban areas and the state highways that link them Safety interventions on high-risk rural roads Progress the Palmerston North Integrated Transport Initiative programme to provide safer connections and transport of freight Implementation of the Road to Zero Safety Strategy in line with government requirements Develop a Regional Road Safety Strategy Focus on speed management in the region to provide safe and appropriate speeds Improve safety of networks for vulnerable users Use of technology (e.g. apps and real time information) to improve safety	Waka Kotahi New Zealand Transport Agency (infrastructure provider and co-funder) Horizons Regional Council (road safety promotion and education) All territorial authorities New Zealand Police (enforcement) KiwiRail (rail infrastructure provider and co-funder)
Other priority implementation areas	
Behaviour change programmes, e.g. safety education, alcohol and drug impairment, speeding, seat belts and restraints) Encourage safe and appropriate speeds Traffic enforcement Increase vehicle safety Regional speed management plans	

Transport investment priority 3: Better Travel Options

Make active and public transport, and alternative freight modes, safe, attractive and viable options for more trips throughout the region.

Problem

Connectivity, travel choice and access: Land use conflicts, inadequate infrastructure and network inefficiencies are leading to less effective transport routes and user choices.

The case for investment

The Manawatū-Whanganui Region is diverse with a mixture of urban and rural areas. As such the transport needs of the region's residents is highly varied. At present, the mode share for journeys to work and education is dominated by private vehicle travel mode, with public transport and active modes less well represented. A large factor contributing to this is the rural nature of the region and relatively small urban areas. In the northern section of the region, access to specialised health care services is limited. While the use of active transport modes is above the national average in Palmerston North[59], overall, there is a high dependency on private vehicle use in most parts of the region. A number of factors limit peoples transport choices and make shared and active modes less attractive or feasible than travel by private car.

For public transport, growth is restricted by a number of key factors: public transport levels of service, access to public transport, and ease of travel by private vehicle.

The predominant pattern of low-density development and geographical isolation means provision of cost-effective public transport services across the region has generally been considered difficult since the 1990s, resulting in some suburban and rural areas not being well served by public transport. In these areas public transport services may not exist or are infrequent with limited hours of operation. Palmerston North, as the primary urban centre for the region, has the highest levels of public transport services; however, frequency of the services are limited due to lack of uptake and preference for other modes of travel.

Compared to the national average, the Horizons Region has a low rate of trips per person. If trips can be increased, there will be less pressure on the roading network and more people could be moved in a safer and more efficient manner. Recent patronage growth in other regions has been achieved through services that offer greater flexibility and more competitive journey times. Services like this also fulfil the goal of improved access to health, social and economic opportunities. Further investigation should be undertaken throughout the region to look for urban and inter-urban services that improve connectivity and access to grow patronage and improve efficiency and economic sustainability.

In recent years, capacity and service improvements have been made across the region's public transport network and introduced on a trial basis to test demand. The success of these improvements has been varied with uptake of some new services being sufficient to retain the service, while others have been discontinued due to low use. Overall, network performance data and general public feedback suggest that public transport service levels and convenience remains problematic. The implementation of a new electronic card system is expected to help remove some barriers associated with public transport travel and the bike racks present on urban buses enable mode share. However, the comparative cost of other travel options, including parking costs and availability, also continue to influence lack of use of public transport across the region.

In Palmerston North, as part of the 2021-22 service review, investigation of more structural and wide-ranging improvements will occur, all with the aim of improving the efficiency and use of the service. Across the region, new services that are attractive and viable for more trips have the potential to increase patronage, making them more economically sustainable and more likely to achieve this Plan's vision and objectives.

[59] Waka Kotahi NZ Transport Agency, Arataki V2, August 2020

Cycling rates within Palmerston North City are above the national average and the region is generally well served with national cycleways throughout the region, however there are gaps in the network. Whanganui has also seen significant investment in the cycling network with increases in active transport observed around the city. While this is generally positive, in many areas of the region and in urban centres, cyclists are often sharing road corridors with multiple other users. Given the vulnerability of cyclists and pedestrians and the significant risk of death or serious injury if a road accident were to occur, improvements to the cycling and walking network is key to increasing the uptake of this transport mode. Whilst there has been progress made in Palmerston North, Whanganui and Levin to improve cyclist and pedestrian safety, anecdotal evidence suggests perception of safety for these modes is poor, meaning that ongoing improvements to the pedestrian and cycle network would be beneficial.

Cycle networks also form a large part of the local and international tourism market for the region. While COVID-19 has impacted international tourism temporarily, domestic tourism is increasing following lock-down. At present the inter-regional cycle network is incomplete and there is a real opportunity to increase active transport and cycle tourism by providing a complete, safe and well-serviced network. Areas of focus could include completing shared pathways from Palmerston North to the west coast and Palmerston North to Feilding, and development of cycle connections to the Horowhenua District.

Improving travel choice, by addressing barriers to public transport use and increasing opportunities for walking and cycling, will deliver wide-ranging benefits. It can help to address social and economic inequities by providing transport options for people who don't have access to a car, and by reducing the requirement to spend significant proportions of household income on private vehicle use. It also aligns with regional aspirations to reduce transport emissions, increase mode share and improve safety outcomes. Increasing public transport mode share can materially improve journey time reliability on the roading network and create capacity for those trips that can only be made by private vehicle (including commercial and freight trips). The reduced reliance on private motor vehicle travel can also create opportunities to enhance urban amenity in street environments and to reduce safety risk for 'vulnerable users' using shared transport corridors. Lastly, offering additional travel choice, particularly in the cycle network, is an important tourism opportunity for the region.

Passenger rail services are another key lever for improving transport choice and encouraging people to consider transport modes other than private vehicles. Use of passenger rail achieves the same benefits as moving freight onto rail and uptake of active transport modes as a form of day-to-day transport for people.

Freight movement to, from and within the region is primarily road based due to the lack of viable alternatives. Through the GPS for Land Transport 2021 and draft Rail Plan, it has been identified that movement of freight by rail and coastal shipping would have multiple benefits from an efficiency, environmental, economic and safety perspective. The development of the KiwiRail Regional Freight Hub in Palmerston North and the Marton Rail Freight Hub (for logs) will be key projects to move more freight onto rail.

Rapid development, land use and growth areas all have the potential to negatively impact the safety of the transport network if not managed appropriately. Investment into the network is required to ensure good safety outcomes as a result of growth in the districts. Given the importance of moving freight into and out of the region, use of alternative modes and reducing reliance on the road network for freight and private travel is key to achieving the priorities of the GPS 2021 and solving the connectivity, safety and resilience issues for the region.

Summary of evidence

Mode share

Dominance of car use[60]:

- 61 per cent travel to work in a private vehicle (car truck or van).
- 11 per cent drive a company vehicle.
- 42.6 per cent travel to education as a passenger in a private vehicle.

[60] Data sourced from Statistics NZ, 2018 Census place summaries, Manawatū-Whanganui Region

Active modes

- On average pedestrians and cyclists are involved in 10.3 per cent of the fatal and serious road casualties in the region[61].

Active mode travel[62]:

- 5.4 per cent walk or jog to work and 18 per cent walk or jog to education.
- 2.2 per cent cycle to work and 4.2 per cent cycle to education.
- 0.7 per cent take a public bus to work and 4.7 per cent take a public bus to education.

Public transport

- 0.7 per cent and 4.7 per cent respectively take a public bus to work and education.
- Bus reliability: In the morning peak period, a bus trip in Palmerston North can take up to 40 minutes, compared with off-peak trips that usually take around 25 minutes. Compare this to a car, which can often complete a journey within 15–20 minutes during peak times.

Priority investment focus

Make active and public transport, and alternative freight modes, safe, attractive and viable options for more trips throughout the region.

Strategic Alignment	
National transport outcomes	**Draft GPS 2021 objectives**
Inclusive access ✓✓ Environmental sustainability ✓✓ Economic prosperity ✓ Healthy and safe people ✓	Better travel options ✓✓ Climate change ✓✓ Safety ✓✓ Improving freight connections ✓✓
RLTP objectives	**RLTP headline targets**
Travel choice ✓✓ Environment ✓✓ Safety ✓ Connectivity and efficiency ✓ Land use integration ✓	Increase in active travel and public transport modes ✓✓ Reduction in deaths and serious injuries ✓✓ Reduction in regional carbon emissions ✓✓

[61] ONRC Performance Measures reporting tool
[62] Data sourced from Statistics NZ, 2018 Census place summaries, Manawatū-Whanganui Region

Primary benefits of investment	Key performance indicators
Supports sustainable regional growth and liveable places, with a less carbon intensive transport network Better travel choices and improved multi-modal access Improved health outcomes Improved network efficiency and access to health, social, education and economic opportunities	Reduced carbon emissions Increased mode share Decrease in private vehicle use Improved journey reliability
Priority investment areas	**Key investment partners**
Assess opportunities for improved frequency, reliability and reach of public transport services, including passenger rail Investigate decarbonisation and use of lower emission vehicles in the public transport vehicle fleet Improve the facilities and infrastructure for walking, cycling and micro mobility Improve the facilities and infrastructure for public transport, including integrated ticketing Improve safety and amenity of urban, suburban and rural environments to encourage active travel Tongariro transportation management (high seasonal) KiwiRail Regional Freight Hub Whanganui Port revitalisation Capital Connection – continuation and replacement of the current passenger rail service with a new, modern fleet of trains and increased service frequency Marton Rail Freight Hub	Waka Kotahi NZ Transport Agency (infrastructure provider and co-funder) Horizons Regional Council (public transport provider and co-funder) All territorial authorities in the region as infrastructure providers Public transport operators in the region as providers of public transport services
Other priority implementation areas	
Encourage, support and implement land use and land development policies that promote and support public transport and active travel Implement travel behaviour change programmes to promote public transport and active modes, e.g. cycle skills training, school travel planning and education/awareness programmes Encourage and implement parking policies that support increased use of public transport and active modes Continued development of active transport strategies at territorial authority level	

Transport investment priority 4: Environment

Reduce environmental impacts and carbon emissions from the transport system.

Problem

Environmental: A lack of transport modes and heavy reliance on fuel-based transport is leading to increased carbon emissions and a general decline in environmental quality.

The case for investment

It is well established that fuel-based transport is the fastest growing source of harmful climate pollution in New Zealand. The GPS 2021 identifies that nearly 20 per cent of New Zealand's domestic greenhouse gas emissions currently come from transport, with 90 per cent of these emissions from road transport. Reducing our road transport emissions will help achieve the Government's emission reduction targets. Accordingly, climate change has been identified as a strategic priority in the GPS 2021. While carbon emissions and environmental pollution associated with transport is a national issue, at a regional level we need to take accountability and contribute to a decline in harmful emissions and environmental effects from transport. The Manawatū-Whanganui Region contributes approximately 7.5 per cent of national greenhouse gas emissions, the fourth highest after Waikato, Canterbury and Auckland. This is partly due to the region's central location in the lower North Island, which results in large volumes of through traffic, particularly freight, using the region's road networks and a heavy reliance on fossil fuel-based private vehicle use. With the Palmerston North area emerging as a primary distribution centre, the number of vehicles travelling into and from the region will increase, likely exacerbating the region's carbon emissions if alternative travel modes for freight are not adopted.

The rail freight journey to and from the region is generally reliable but is not electrified, which creates inefficiencies for freight to and from Wellington and Auckland. The Capital Connection rail service provides a passenger commuter service between Palmerston North and Wellington on weekdays but will require significant investment to upgrade the locomotives and carriages in order to continue beyond 2025. Currently, rail is underutilised in the region for both freight and passenger movement. Unlocking the potential of rail, in particular for freight movement, will be a key step in reducing the region's carbon emissions and solving a number of other issues such as connectivity, accessibility and safety. Investment in the rail network is planned with the Kiwi Rail Regional Freight Hub proposed for the Palmerston North area and the Marton Rail Freight Hub, which will be a critical step in moving freight away from the road network and onto rail.

Other mechanisms for reducing carbon emissions include use of low-emission vehicles such as hybrids and electric vehicles, incorporating more low-emission or electric buses into the public transport fleet, and encouraging the use of public transport, active transport and micro-mobility (e-bikes and e-scooters) for travel. While the region has seen an increase in the use of low-emission vehicles and, in some urban areas, an increase in the uptake of active transport modes, the shift has not been significant.

Coastal shipping is an emerging option for the movement of freight. Investment though the Provincial Growth Fund has been allocated for the revitalisation of the Whanganui Port. Once complete, the Whanganui Port will likely be a viable option for transporting freight to Wellington and other key ports via coastal shipping, which will contribute to a reduction in carbon emissions from road transport.

Introducing alternative options for freight movement and ensuring access to alternative modes of personal travel will be key to addressing the environmental impact of transport in the region. In addition, decarbonising both the public transport fleet and light vehicle fleet will also assist.

Summary of evidence

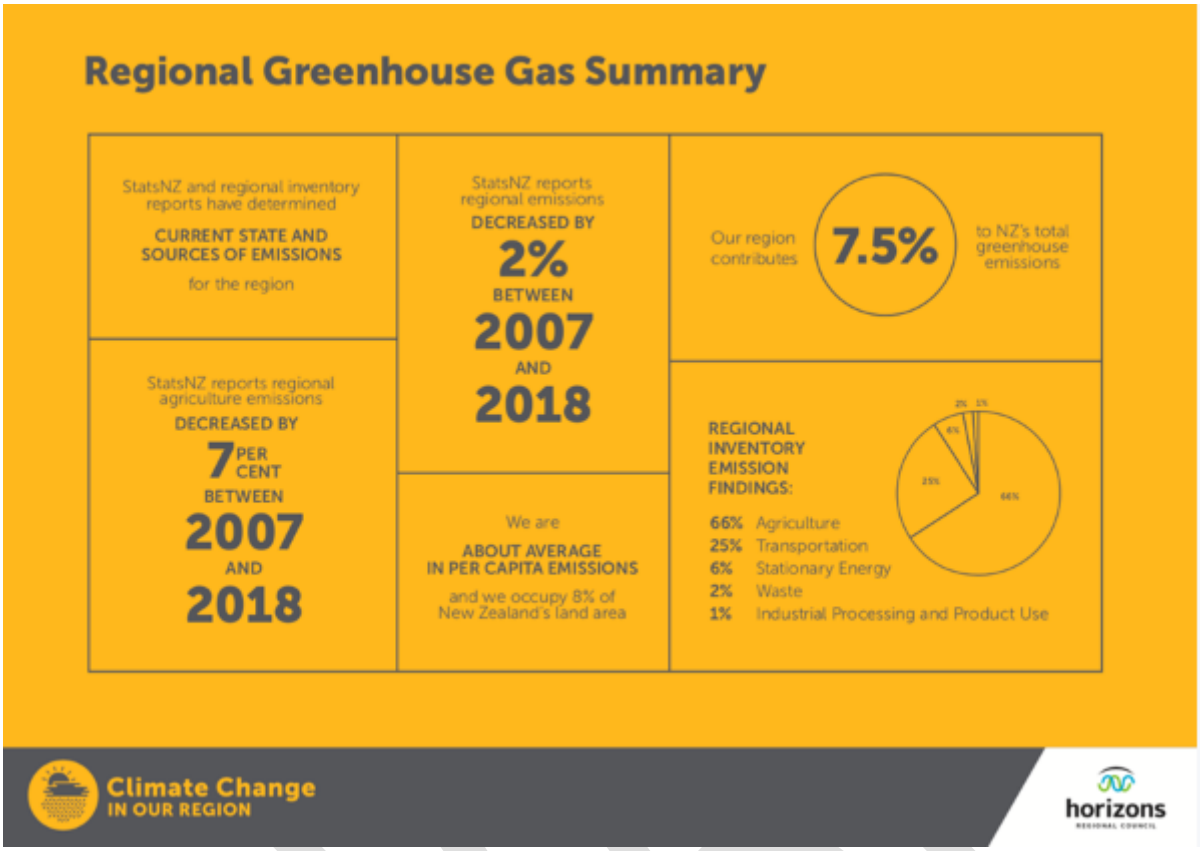


Figure 22: Regional Greenhouse Gas Summary for the Horizons' Region[63]

Statistics NZ: Environmental Economic Account (2019 data) to 2017[64]:

- In 2007–17 road transport emissions increased by 16.5 per cent whereas a number of other emission sources decreased (e.g. electricity, mining etc).
- In 2007–17 forestry and logging increased by 54.1 per cent

Statistics NZ: Ministry for Environment, NZ Greenhouse Gas Inventory 1990–2018 snapshot[65]:

- Emissions from road transport made up 19.1 per cent of gross emissions in 2018.
- Since 1990, New Zealand's gross emissions have increased by 24 per cent. Fuel use in road transport is identified as one of the five main emission sources that contributed most to this.

Waka Kotahi NZ Transport Agency: Arataki Version 2:

- Identifies that the region contributes 6 per cent of national vehicle emissions, which is higher than national average.
- Transport accounts for approximately 20 per cent of greenhouse gas emissions, 90 per cent of which comes from land transport. The light vehicle fleet accounts for 75 per cent of road transport emissions and is New Zealand's fastest growing source of greenhouse gas emissions.
- On average, every tonne of freight moved by rail produces 66 per cent less carbon emission compared with heavy road freight.

[63] Sourced from Horizons Regional Council
[64] https://www.stats.govt.nz/information-releases/environmental-economic-accounts-2019-data-to-2017
[65] https://www.mfe.govt.nz/sites/default/files/media/Climate%20Change/new-zealands-greenhouse-gas-inventory-1990-2018-snapshot.pdf

- Decarbonising the light vehicle fleet is likely to make the largest contribution over time to reduce land transport emissions.
- To be effective, climate change mitigation will need to be supported by transforming urban mobility and improving urban form.

Priority investment focus
Provision of alternative, low-carbon emission transport modes for freight, public transport and light vehicles.

Strategic Alignment	
National transport outcomes	**GPS 2021 priorities**
Environmental sustainability ✓✓ Healthy and safe people ✓✓ Economic prosperity ✓ Resilience and security ✓	Climate change ✓✓ Improving freight connections ✓✓ Safety ✓ Better travel options ✓
RLTP objectives	**RLTP headline targets**
Environment ✓✓ Travel choice ✓✓ Connectivity efficiency ✓	Increase in active travel and public transport modes ✓✓ Reduction in deaths and serious injuries ✓ Reduction in regional carbon emissions ✓✓
Primary benefits of investment	**Key performance indicators**
Reduced carbon emissions and overall environmental impact from transport Improved health outcomes from reduced carbon emissions and associated with use of active transport modes	Reduction in tonnes of CO_2 equivalents emitted Increase in use of alternative, low-emission vehicles.
Priority investment areas	**Key investment partners**

Improve mode options for freight movement and associated road connections (modes and route choice) Lower-emission public transport fleet Improve access to alternative modes for personal travel, e.g. public transport and active transport Increase resilience of key inter-regional connections (airport, port and roads) Kiwi Rail Regional Freight Hub Marton Rail Freight Hub Capital Connection – continuation and replacement of the current passenger rail service with a new, modern fleet of trains and increased service frequency The Northern Explorer (passenger rail service)	Waka Kotahi NZ Transport Agency (infrastructure provider and funding partner) All territorial authorities in the region (infrastructure providers and co-funders) KiwiRail (rail network provider and co-funder) Horizons Regional Council (public transport provider, transport coordination and co-funder)
Other priority implementation areas	
Encouraging public investment/use of low-emission vehicles and mode shift to public and active transport Encourage and influence urban spatial planning to enable good access to alternative transport modes	

Transport investment priority 5: Resilience

Build resilience into the region's transport network by strengthening priority transport lifelines.

Problem

Resilience: Impacts from climate change, natural hazards and sub-optimal maintenance/renewals are increasing network vulnerability and costs.

The case for investment

The region's varied topography and geography means that network resilience is a significant issue in some parts of the region. In the north, the Desert Road and State Highway 4 north of Whanganui are particularly vulnerable to natural hazards and weather events with frequent closures over the winter period. In addition, access south to Wellington via State Highway 1 can be problematic due to the lack of alternative viable routes. The east-west connection via the Manawatū Gorge has historically had significant resilience issues and is now closed permanently.

Looking forward, climate change and changes to weather patterns influencing the frequency and intensity of extreme weather events will also potentially affect critical points of the land transport system as well as sea level rise to some of our coastal communities. Therefore, improving the resilience of the land transport system to high-impact but low-probability events will also be important for continuous functioning of key strategic routes.

A resilient transport network is one that is designed to be less vulnerable to unexpected events and enables quick recovery. In parts of the region, the vulnerability of the transport network to unplanned events, regardless of cause (e.g. road accidents or weather events), has a major impact on access and mobility.

While recent upgrades to sections of State Highway 1 south to Wellington are underway and will deliver improvements to the resilience of the system, there are still risks due to the high criticality of the route and the lack of alternative travel options (e.g. rail, which is also affected by weather events in this section). Regarding the Manawatū Gorge, a new east-west connection has been identified (Te Ahu a Tūranga, Manawatū-Tararua Highway) and progress is underway to commence construction of this route in January 2021, with completion planned in 2024. In the meantime, the alternative routes, Saddle Road and Pahiatua Track, are under pressure and are at high risk to resilience issues despite significant upgrades on both routes.

Another recent example of the vulnerability of the regional network is the Te Oreore slip that occurred in 2019. This slip destroyed a large section of the road that forms part of State Highway 4 and resulted in significant disruption to iwi, the community, businesses and tourists who frequent the road. The alternative route, Fields Track, adds at least an hour to the journey between Ohakune or Raetihi, and Whanganui. A temporary road has been opened and a permanent solution identified. However, the disruption this event caused is a reminder of the impact resilience, or lack of, has on the region's economy and social wellbeing.

There are a number of benefits to having a resilient transport system. By targeting investment to areas of highest risk, improving alternative mode choices, increasing the availability of alternative routes to access key lifelines, and improving the quality of the local road network, it is expected that:

- Closure frequency and length of closure of transport routes due to unplanned events will reduce, resulting in a more reliable system;
- Isolation of rural communities following natural hazard or weather events will reduce in frequency and duration; and
- The economic and social impacts associated with network closures will be minimised.

Summary of evidence

Waka Kotahi NZ Transport Agency, Arataki Version 2:

- Changing weather patterns with extreme weather, rainfall intensity and sea level rise will impact the transport network's infrastructure. Most New Zealanders live within a few kilometres of the coast and next to rivers and lakes. Sea level rise, flooding, storm surges and increased groundwater flow will impact communities and infrastructure.

The Waka Kotahi National Resilience Programme Business Case (PBC) 2020 shows a number of areas identified as having severe or major resilience risks across the region. These largely include flooding risks in places like Ohau–Levin and Whangaehu as well as landslide risks at the closed Manawatū Gorge site and Te Oreore slip site. It also recognises the resilience risks on State Highway 1 and State Highway 49 in the Central Plateau associated with ice and snow events.

Priority investment focus

Build resilience into the region's transport network by strengthening priority transport lifelines, improving alternative travel options and minimising the duration of disruption on the network.

Strategic Alignment	
National transport outcomes	**GPS 2021 priorities**
Resilience and security ✓✓ Economic prosperity ✓	Climate change ✓✓ Improving freight connections ✓
RLTP objectives	**RLTP headline targets**
Environment ✓✓ Connectivity and efficiency ✓✓ Safety ✓	Increase in active travel and public transport modes ✓ Reduction in deaths and serious injuries ✓ Reduction in road closures on priority routes associated with natural hazards or unplanned events ✓✓
Primary benefits of investment	**Key performance indicators**
A more resilient transport network with reduced disruption A safer network Reliable journeys Increased resilience of key inter-regional connections (airport, port, roads and rail) Reduced vulnerability of priority lifelines	Less disruption on state highway and local road network from unplanned road closures Improved access for isolated communities Fewer kilometres of road and rail infrastructure susceptible to slips, flooding and ice/snow events

Priority investment areas	Key investment partners
Routine renewals/maintenance activities to improve resilience Otaki to north of Levin Te Ahu a Tūranga, Manawatū-Tararua Highway State Highway 4 Whanganui to Raetihi improvements Kiwi Rail Regional Freight Hub Marton Rail Freight Hub Napier-Taihape Road	Waka Kotahi NZ Transport Agency (infrastructure provider and funding partner) All territorial authorities in the region (infrastructure providers and co-funders) KiwiRail (rail network provider and co-funder) Horizons Regional Council (monitoring and co-ordination) The Manawatū-Whanganui Regional Emergency Management Office (coordinating bodies for how key lifeline utilities, including transport, prepare for, respond and recover from major events)
Other priority implementation areas	
Investigate development of a strategy that explores the development of a more resilient region via coordinated spatial planning (Horizons Regional Council) Promotion of business continuity plans and flexible working arrangements Tongariro transportation management (high seasonal)	

Tahua mō te Mahere
Funding the Plan

Te ara whakahaere, te tahua me te aroturuki / Programming, funding and monitoring

5 Tahua mō te Mahere / Funding the Plan

The regional programme of activities outlined in Section 6 of the Plan is a legislative requirement of the Land Transport Management Act. The regional programme of activities (the programme) outlines activities for which funding is sought through the National Land Transport Programme and National Land Transport Fund. It also outlines activities that will be funded through other sources. The funding sought in this Plan from the National Land Transport Fund will give effect to the transport investment priorities as outlined in Section 4.

The National Land Transport Fund is not limitless and will not be able to fund all of the activities identified in the Plan. Other sources of funding outside the National Land Transport Fund are required to give effect to the objectives and priorities in the Plan, such as passenger revenue from public transport services to offset the amount of public funding.

With the National Land Transport Programme taking a national view, it is the Regional Transport Committee's role to ensure we establish a well-supported and competitive programme of works that enables regional development and economic prosperity.

5.1 Pūtea mai / Anticipated revenue sources

A description of the known and anticipated sources of funding for regional land transport activities is outlined below. This includes funding through the National Land Transport Fund and other sources of funding.

5.1.1 Pūtea mai i te tahua a Waka Kotahi / Revenue from the National Land Transport Fund

The National Land Transport Fund is a funding source for projects supported by Waka Kotahi NZ Transport Agency. This funding is sourced from road user charges, fuel excise duty, and from motor vehicle registration and licencing fees. There are also modest contributions from sources such as the rental or sale of state highway land and interest from cash invested.

The National Land Transport Fund is allocated to activity classes established in the Government Policy Statement for Land Transport (GPS). The GPS is prepared on a three-yearly basis and is amended to reflect the current Government's priorities for land transport. The 11 activity classes of the GPS 2021 include:

- Road to Zero;
- Public Transport Services;
- Public Transport Infrastructure;
- Walking and Cycling Improvements;
- Local Road Improvements;
- State Highway Improvements;
- State Highway Maintenance;
- Local Road Maintenance (including operation, renewals and emergency works);

- Investment Management;
- Coastal Shipping; and
- Rail Network.

For each activity class, a funding range is given with an upper and lower limit for expenditure. The distribution of funds across activities is undertaken by Waka Kotahi NZ Transport Agency with input from transport partners. Funding occurs in a manner consistent with the GPS, and is on the basis of national priority until the funding available to each activity class is fully allocated. Not all activities put forward in the Plan will receive the funding sought from the National Land Transport Fund.

5.1.2 Kaupapa here huarahi ki te RLTP / Contribution of road policing to the RLTP

Policing is about making our communities safer. The Road Policing Action Plan to 2020 is aligned with Safer Journeys – the New Zealand Road Safety Strategy, and is about preventing harm, saving lives, targeting repeat and high-risk offenders, and working with partners to protect the people in our communities from death and serious injury.

The focus is on prevention first, which will result in fewer victims, fewer offenders and a reduction in road trauma for our community. Within the region, local Road Safety Action Plans (RSAPs) set a framework for the coordinated delivery of multiple agency interventions to implement the Government's Safer Journeys Strategy.

The RTC is responsible for setting the political direction for road safety in the region and providing high-level regional policy through the Plan. A representative from Police sits on the RTC as an advisory member.

Police work with partner agencies to achieve the Safer Journeys' vision of a safe road system increasingly free of death and serious injury. Police contribute to the safe-system approach using an intelligence and evidence-based approach to identify risk and maximise deployment. This includes targeting resources for prevention, deterrence and enforcement activities that focus on high-risk drivers (e.g. young drivers) and driving behaviour, alcohol and drugged driving, speed, restraints, and high risk geographic areas at particular times (days of the week and hours of the day).

Educating and encouraging road users to behave more safely will help ensure achievement of targets and outcomes related to the RSAPs and Safer Journeys Strategy. Police activities, as part of the safe-system approach, are captured in the road safety objective and priorities in this Plan.

5.1.3 Pūtea ā-rohe / Local revenue sources

Many transport activities undertaken by regional and territorial authorities are subsidised through the National Land Transport Fund. Subsidy through the National Land Transport Fund is contingent on the provision of a local contribution applied by the local authority. Local revenue sources are typically derived from local rates, fares from public transport services (where relevant), debt and development contributions. The amount of subsidy varies between local authorities and is referred to as the Funding Assistance Rate (FAR). Local authorities also carry out unsubsidised activities such as urban renewal footpath work and seal extensions in rural areas that do not get picked up in the FAR. The actual amounts of local funding contributions are subject to the long-term plan and annual plan processes of each council. Consequently, the programme as outlined in this Plan will be subject to ongoing changes that will affect which activities get funded and the level of funding.

5.1.4 Pūtea atu anō / Other sources of revenue

There are other known sources of revenue at both national and local levels for regional transport activities, including:

- Provincial Growth Fund;

- New Zealand Upgrade Programme;
- Supplementary funding, including additional contributions from territorial authorities or private parties, and contributions from community groups or other government agencies for community programmes; and
- National Cycleways/Ngā Haerenga – maintaining the Great Rides and links to heartland rides.

5.1.5 Tekau tau matapae mō te pūtea mai, pūtea atu / Ten-year forecast of revenue and expenditure

The LTMA requires regional land transport plans to include a financial forecast of anticipated revenue and expenditure on activities for the 10 financial years from the start of the Plan. Table 1 shows the anticipated expenditure in each activity class over the next 10 years, along with the anticipated revenue source.

The 10-year forecast for the Horizons Region has a total expenditure of approximately $2.8 billion and revenue of 1.5 billion over the next 10 years. Long-term plan and annual plan processes will affect the values, as will ongoing reviews of the activities proposed. However, the 10-year forecast does give an indicative forecast of expenditure based on the best information available at this time.

Table 1 below, sets out the 10-year forecast for expenditure by activity class for the region.

Table 1 Ten-year forecast

	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31
Subsidised Activities										
Expenditure (by GPS Activity Class)										
Road to Zero	28,255,499	27,405,333	27,405,333	67,379,333	67,379,333	67,379,333	26,460,000	26,460,000	26,460,000	26,460,000
Public Transport Services	8,868,755	11,141,847	12,532,248	12,733,041	13,100,303	13,295,523	13,523,872	13,790,305	14,067,677	14,350,570
Public Transport Infrastructure	810,610	1,941,460	3,245,462	2,876,433	482,408	488,492	494,685	500,989	507,413	513,953
Walking and Cycling Improvements	20,752,444	12,174,857	13,459,225	12,118,649	11,828,944	11,353,832	11,397,561	12,495,185	11,719,475	12,067,832
Local Road Improvements	27,362,294	20,330,705	25,227,312	24,999,352	31,522,683	27,452,220	34,779,752	42,916,420	35,270,134	24,226,554
State Highway Improvements	122,635,276	138,011,328	131,989,139	87,660,933	25,119,599	7,641,055	6,693,876	2,747,753	2,802,708	2,858,762
State Highway Maintenance	28,915,229	29,406,788	29,906,703	30,504,837	31,114,934	31,737,233	32,371,977	33,019,417	33,679,805	34,353,401
Local Road Maintenance	88,688,489	92,465,310	90,407,216	97,124,181	99,270,723	102,833,300	103,042,376	104,256,465	106,234,594	108,325,532
Investment Management	1,933,079	1,795,945	1,868,786	2,038,852	1,888,098	1,950,073	1,795,829	1,795,460	1,849,125	1,847,885
	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31

Coastal Shipping										
Rail Network										
Total Expenditure	$ 336,681,416	$ 344,722,844	$ 349,337,605	$ 346,558,622	$ 291,479,551	$ 277,456,359	$ 240,690,566	$ 249,221,252	$ 244,005,204	$ 205,877,319
Revenue for subsidised activities										
Approved Organisation Revenue	66,023,366	74,655,576	75,460,932	74,930,035	78,478,051	80,097,250	82,437,382	84,903,193	85,327,433	79,847,434
NLTF Revenue	65,033,837	69,424,740	70,747,258	71,103,243	74,995,121	73,799,226	77,797,970	79,674,157	81,409,468	74,548,972
Other Revenue	8,748,397	2,910,121	721,879	723,672	725,502	727,368	729,271	731,212	733,192	735,212
Total Revenue	$ 139,805,600	$ 146,990,437	$ 146,930,069	$ 146,756,951	$ 154,198,674	$ 154,623,843	$ 160,964,623	$ 165,308,563	$ 167,470,093	$ 155,131,618
Unsubsidised Activities										
Expenditure										
Unsubsidised Operational Expenditure	10,945,391	11,280,982	11,616,899	11,948,434	12,478,078	13,008,955	13,540,688	13,973,571	14,407,928	14,843,543
Unsubsidised Capital Expenditure	16,811,392	12,679,925	17,576,799	8,977,792	7,599,563	11,571,225	10,277,116	7,905,558	7,702,165	6,603,350

	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31
Total Unsubsidised expenditure	$ 27,756,783	$ 23,960,907	$ 29,193,698	$ 20,926,226	$ 20,077,641	$ 24,580,179	$ 23,817,804	$ 21,879,129	$ 22,110,093	$ 21,446,894
Revenue for Unsubsidised Activities										
Local Authority Revenue	20,639,892	20,635,161	26,110,003	17,704,416	16,690,944	20,670,588	20,292,118	18,328,505	18,435,851	17,340,642
Other Revenue	5,166,667	2,550,000	2,600,000	2,650,000	2,750,000	2,800,000	2,850,000	2,900,000	2,950,000	3,000,000
Total Revenue	$ 25,806,559	$ 23,185,161	$ 28,710,003	$ 20,354,416	$ 19,440,944	$ 23,470,588	$ 23,142,118	$ 21,228,505	$ 21,385,851	$ 20,340,642

Hōtaka ā-rohe mō ngā mahi ā-waka

Regional Programme of Transport Activities

6 Hōtaka ā-rohe mō ngā mahi ā-waka / Regional Programme of Transport Activities

The Land Transport Management Act 2003 requires the RTC to assign an order of priority to all significant activities. A significant activity is defined as any new improvement activity put forward by an approved organisation that is:

- Greater than $5 million in total value, including property purchase; and
- Is a large new improvement project.

A large new improvement project excludes:

- Committed activities;
- Business-as-usual activities (e.g. local road and state highway maintenance, minor capital works less than $5 million, road safety promotion and existing public transport services); and
- Any other activities costing less than $5 million.

Any proposed activities that meet the criteria in the Significance Policy contained in Appendix Three of this Plan are considered significant and have therefore been prioritised by the RTC.

The prioritised list of activities is in Table 2. The activities have been prioritised based on how each activity ties in regionally with the transport investment priorities.

Table 3 outlines a list of activities that are either proposed or committed via other funding sources. While not strictly part of the RLTP work programme, they form an integral part of the overall transport picture for the region.

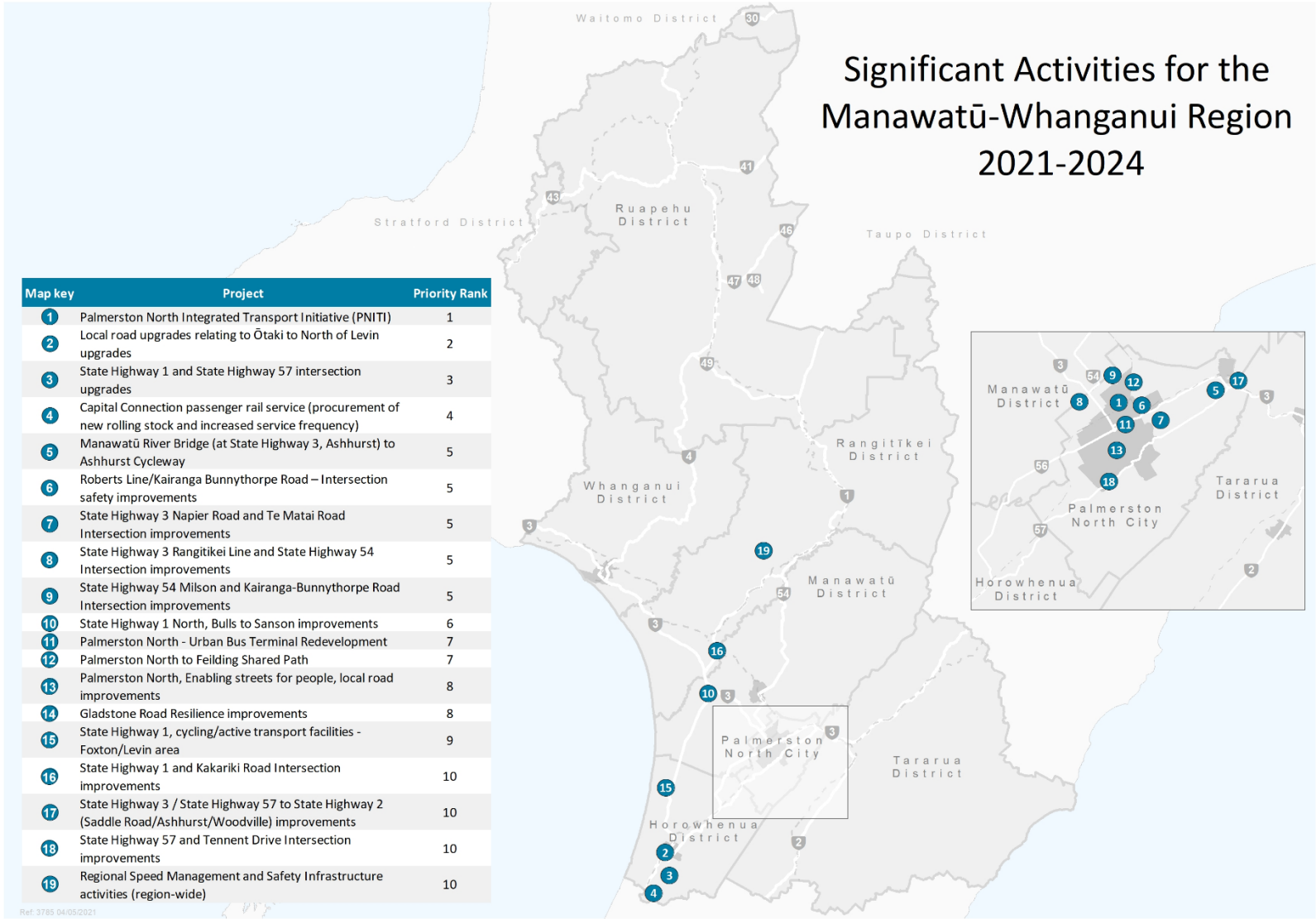
The suite of tables in Section 6.2 shows the full list of activities that all approved organisations propose to undertake over the next six years. This includes those activities that the RTC considers do not need prioritising.

Activities already under construction, or where funding has been previously committed are also included in Table 4 to give a complete picture of activities underway in the region. Given these activities have already been committed under the previous RLTP (2018 review) they have not been prioritised in this Plan.

In preparing the Plan, the RTC is required (under section 16(6)(d) of the LTMA) to include an explanation of the intended action if it is proposed that an activity be varied, suspended or abandoned. Currently there are no known activities to be varied, suspended or abandoned.

6.1 Rārangi mahi matua / Prioritised list of activities

This section contains the list of activities that the RTC has prioritised for funding from the NLTF. The image on the following page shows the location of these prioritised activities.



Map key	Project	Priority Rank
1	Palmerston North Integrated Transport Initiative (PNITI)	1
2	Local road upgrades relating to Ōtaki to North of Levin upgrades	2
3	State Highway 1 and State Highway 57 intersection upgrades	3
4	Capital Connection passenger rail service (procurement of new rolling stock and increased service frequency)	4
5	Manawatū River Bridge (at State Highway 3, Ashhurst) to Ashhurst Cycleway	5
6	Roberts Line/Kairanga Bunnythorpe Road – Intersection safety improvements	5
7	State Highway 3 Napier Road and Te Matai Road Intersection improvements	5
8	State Highway 3 Rangitikei Line and State Highway 54 Intersection improvements	5
9	State Highway 54 Milson and Kairanga-Bunnythorpe Road Intersection improvements	5
10	State Highway 1 North, Bulls to Sanson improvements	6
11	Palmerston North - Urban Bus Terminal Redevelopment	7
12	Palmerston North to Feilding Shared Path	7
13	Palmerston North, Enabling streets for people, local road improvements	8
14	Gladstone Road Resilience improvements	8
15	State Highway 1, cycling/active transport facilities - Foxton/Levin area	9
16	State Highway 1 and Kakariki Road Intersection improvements	10
17	State Highway 3 / State Highway 57 to State Highway 2 (Saddle Road/Ashhurst/Woodville) improvements	10
18	State Highway 57 and Tennent Drive Intersection improvements	10
19	Regional Speed Management and Safety Infrastructure activities (region-wide)	10

Figure 23: Significant activities in priority order for the Manawatū-Whanganui Region 2021-24

Key	
Approved Organisations (A/O)	
DOC: Department of Conservation	**HDC:** Horowhenua District Council
HRC: Horizons Regional Council	**MDC:** Manawatū District Council
Waka Kotahi: Waka Kotahi NZ Transport Agency	**PNCC:** Palmerston North City Council
RangDC: Rangitīkei District Council	**RuaDC:** Ruapehu District Council
TDC: Tararua District Council	**WDC**: Whanganui District Council

Table 2: Significant activities in the Manawatū-Whanganui Region in 2021-24

Significant activities (Table 2)

Activity name and description	A/O	Phase	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost (2024–28)	Total cost ($)	Funding source	Key RLTP objective	Key transport priority	Regional priority rank
Palmerston North Integrated Transport Initiative (PNITI)	PNCC	Single-stage business case, implementation	3,500,000	3,500,000	2,500,000		250,000,000	NLTP	Connectivity and Efficiency	Connectivity and Access	1
Local road upgrades relating to Ōtaki to north of Levin highway upgrades *enabling works for Otaki to north of Levin highway	HDC	Implementation	-	3,000,000	3,000,000	24,000,000	30,000,000	NLTP	Connectivity and Efficiency	Connectivity and Access	2
State Highway 1 and State Highway 57 intersection upgrades *signalised roundabout[66] *safe and appropriate speeds	Waka Kotahi	Implementation	1,100,000	1,100,000	1,100,000	-	3,300,000	NLTP	Safety	Safety	3
Capital Connection passenger rail service (procurement of new rolling stock) *in conjunction with Greater Wellington Regional Council	HRC	Detailed business case	1,167,000	9,248,000	5,328,000	86,425,000	104,122,000	NLTP	Travel Choice	Better Travel Option	4
Manawatū River Bridge (State Highway 3) to Ashhurst Cycleway *shared pathway/linkage as part of Te Ahu a Tūranga: Manawatū-Tararua Highway	Waka Kotahi	Pre-implementation, implementation	7,961,760	2,052,000	-	-	10,013,760	NLTP	Travel Choice	Better Travel Options	5

Roberts Line/Kairanga-Bunnythorpe Road – intersection safety improvements	PNCC	Implementation	400,000	600,000	4,400,000	-	5,400,000	NLTP	Safety	Safety	5

[66] A signalised roundabout is where signals are installed on the road to indicate the direction of travel for persons in that lane. They are designed to separate traffic flows based on the direction of travel and can provide specific pathways for vulnerable road users such as cyclists. Generally, signals are only installed on multi-lane roundabouts or where separation for cyclists is required for safety. For more information visit www.nzta.govt.nz.

Activity name and description	A/O	Phase	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost 2024–28)	Total cost ($)	Funding source	Key RLTP objective	Key transport priority	Regional priority rank
State Highway 3 Napier Road and Te Matai Road intersection improvements *signalised roundabout *safe and appropriate speeds	Waka Kotahi	Implementation	1,100,000	1,100,000	1,100,000	-	3,300,000	NLTP	Safety	Safety	5
State Highway 3 Rangitīkei Line and State Highway 54 intersection improvements *safety improvements	Waka Kotahi	Implementation	1,100,000	1,100,000	1,100,000	-	3,300,000	NLTP	Safety	Safety	5
State Highway 54 Milson and Kairanga-Bunnythorpe Road intersection improvements *Safety improvements *signalised roundabout *safe and appropriate speeds	Waka Kotahi	Implementation	1,100,000	1,100,000	1,100,000	-	3,300,000	NLTP	Safety	Safety	5
State Highway 1 north, Bulls to Sanson improvements *Three-wire median barriers (solid/semi-rigid and flexible) *roadside barriers *safe and appropriate speeds	Waka Kotahi	Implementation	3,426,667	3,426,667	3,426,667	-	10,280,000	NLTP	Safety	Safety	6
Palmerston North Urban Bus Terminal redevelopment	PNCC	Single-stage business case, pre-implementation, implementation	200,000	2,225,000	4,675,000	4,500,000	11,600,000	NLTP	Travel Choice	Better Travel Options	7

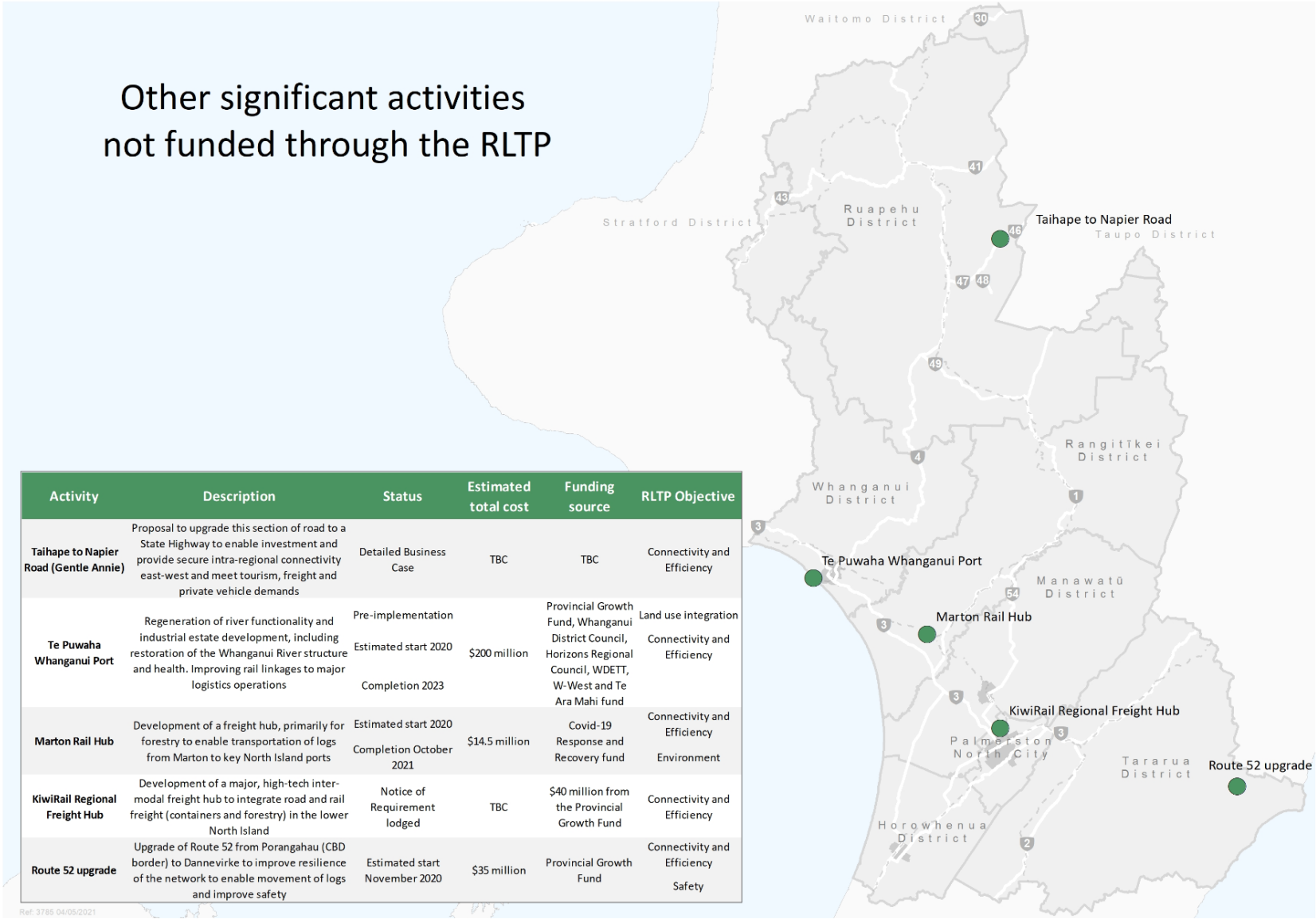
Activity name and description	A/O	Phase	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost (2024–28)	Total cost ($)	Funding source	Key RLTP objective	Key transport priority	Regional priority rank
Palmerston North to Feilding shared path *shared pathway to link to Feilding section	PNCC	Implementation	1,350,000	1,350,000	-	-	2,700,000	NLTP	Travel Choice	Better Travel Options	7
Palmerston North, Enabling Streets for people and local road improvements *local road improvements on urban streets *enabling works for PNITI	PNCC	Single-stage business case, implementation	200,000	450,000	2,700,000	6,100,000	9,450,000	NLTP	Connectivity and Efficiency	Connectivity and Access	8
Gladstone Road resilience improvements	HDC	Implementation	4,800,000	-	-	-	4,800,000	NLTP	Environment	Resilience	8
State Highway 1, cycling/active transport facilities – Foxton/Levin area *safe-cycling options associated with the Whirokino Trestle bridge upgrades	Waka Kotahi	TBC	TBC	TBC	TBC	TBC	TBC	TBC	Safety	Safety	9

Activity name and description	A/O	Phase	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost (2024–28)	Total cost ($)	Funding source	Key RLTP objective	Key transport priority	Regional priority rank
State Highway 1 and Kakariki Road intersection improvements *north of Bulls/Marton * signalised roundabout * safe and appropriate speeds	Waka Kotahi	Implementation	1,100,000	1,100,000	1,100,000	-	3,300,000	NLTP	Safety	Safety	10
State Highway 3 / State Highway 57 to State Highway 2 (Saddle Road/Ashhurst/Woodville) improvements * three-wire median barriers (solid/semi-rigid and flexible) *safe and appropriate speeds	Waka Kotahi	Implementation	9,493,333	9,493,333	9,493,333	-	28,480,000	NLTP	Safety	Safety	10
State Highway 57 and Tennent Drive intersection improvements *signalised roundabout *safe and appropriate speeds	Waka Kotahi	Implementation	1,100,000	1,100,000	1,100,000	-	3,300,000	NLTP	Safety	Safety	10
Regional speed management and safety infrastructure activities *package of safety and speed management interventions as part of the Road to Zero framework	Waka Kotahi	Implementation	2,488,571	4,578,571	4,263,371	17,625,200	21,888,571	NLTP	Safety	Safety	10

6.2. Ngā tino mahi e kore e tautoko mā te mahere nei / Significant activities not funded through this Plan

There are a number of important transport projects proposed within the region that are funded through separate government funding streams to the Regional Land Transport Plan. The projects included in this section address those not funded through the National Land Transport Fund and, as such, are not able to be included and prioritised in the work programme under this Regional Land Transport Plan. However, these activities are recognised as having significant value to the function of the region's land transport network. They will play a critical role in achieving the region's aspirations for a well-connected, safe, efficient and low-carbon transport system and therefore warrant recognition in this Plan.

These key projects and their location are shown in the map below and listed in Table 3, *Significant Activities not funded through this Plan but relevant to the strategic vision and objectives for transport in the Horizons Region*.



Activity	Description	Status	Estimated total cost	Funding source	RLTP Objective
Taihape to Napier Road (Gentle Annie)	Proposal to upgrade this section of road to a State Highway to enable investment and provide secure intra-regional connectivity east-west and meet tourism, freight and private vehicle demands	Detailed Business Case	TBC	TBC	Connectivity and Efficiency
Te Puwaha Whanganui Port	Regeneration of river functionality and industrial estate development, including restoration of the Whanganui River structure and health. Improving rail linkages to major logistics operations	Pre-implementation Estimated start 2020 Completion 2023	$200 million	Provincial Growth Fund, Whanganui District Council, Horizons Regional Council, WDETT, W-West and Te Ara Mahi fund	Land use integration Connectivity and Efficiency
Marton Rail Hub	Development of a freight hub, primarily for forestry to enable transportation of logs from Marton to key North Island ports	Estimated start 2020 Completion October 2021	$14.5 million	Covid-19 Response and Recovery fund	Connectivity and Efficiency Environment
KiwiRail Regional Freight Hub	Development of a major, high-tech inter-modal freight hub to integrate road and rail freight (containers and forestry) in the lower North Island	Notice of Requirement lodged	TBC	$40 million from the Provincial Growth Fund	Connectivity and Efficiency
Route 52 upgrade	Upgrade of Route 52 from Porangahau (CBD border) to Dannevirke to improve resilience of the network to enable movement of logs and improve safety	Estimated start November 2020	$35 million	Provincial Growth Fund	Connectivity and Efficiency Safety

Figure 24: Regionally significant activities not funded through the National Land Transport Programme

Table 3: Regionally Significant activities not funded through the National Land Transport Programme

Significant activities not funded through this Plan but relevant to the strategic vision and objectives for transport in the Horizons Region (Table 3)					
Activity	Description	Status	Estimated total cost	Funding source	RLTP objective
Taihape to Napier Road (Gentle Annie)	Proposal to upgrade this section of road to a state highway to enable investment and provide secure intra-regional connectivity east-west and meet tourism, freight and private vehicle demands	Detailed business case	TBC	TBC	Connectivity and Efficiency
Te Puwaha Whanganui Port	Regeneration of river functionality and industrial estate development, including restoration of the Whanganui River structure and health. Improving rail linkages to major logistics operations	Pre-implementation Estimated state 2020 Completion 2023	$200,000,000	Provincial Growth Fund, Whanganui District Council, Horizons Regional Council, WDETT, W-West and Te Ara Mahi fund	Land Use Integration Connectivity and Efficiency
Marton Rail Hub	Development of a freight hub, primarily for forestry to enable transportation of logs from Marton to key North Island ports	Estimated start 2020 Completion October 2021	$14,500,000	COVID-19 Response and Recovery fund	Connectivity and Efficiency Environment
KiwiRail Regional Freight Hub	Development of a major, high-tech inter-modal freight hub to integrate road and rail freight (containers and forestry) in the lower North Island	Notice of Requirement lodged	TBC	$40 million from the Provincial Growth Fund	Connectivity and Efficiency
Route 52 upgrade	Upgrade of Route 52 from Porangahau (CBD border) to Dannevirke to improve resilience of the network to enable movement of logs and improve safety	Estimated start November 2020	$35 million	Provincial Growth Fund	Connectivity and Efficiency Safety

6.3. Rārangi o ngā mahi katoa / Full list of activities

All transport activities proposed for inclusion in the Plan are detailed in the following tables, grouped by organisation. The LTMA requires that all proposed activities are assessed against either the objective or policy that each activity will contribute to. For this Plan, the activities have been assessed against the five objectives that have been set in order to achieve the vision of this Plan.

Committed activities (those funded through the 2018-21 NLTP) have also been listed as they form an important part of the overall transport picture for the region.

Table 4: Committed Activities

Activity	Phase	Description	Duration	Cost	Status update
Waka Kotahi					
Te Ahu a Tūranga, Manawatū-Tararua Highway	Property, pre-implementation, Implementation	New highway between Ashhurst and Woodville, to replace the Manawatū Gorge (SH 3), which is closed	Complete 2024	$488,084,919	Construction due to start 2021
State Highway 57 Arapaepae Road and Queen Street East intersection	Implementation	Safety improvements	Complete 2024	$29,953,079	Tender process underway
Weigh Right, Ohakea	Implementation	Upgraded weigh station at Ohakea to improve freight efficiency and keeping freight on the state highway network	Complete 2021-22	$3,297,980	
State Highway 43, The Forgotten World Highway	Implementation	Upgrades to seal a 12 km section of the highway, along with a package of road upgrades	2031	$23,000,000	Sealing due to start 2020-21
State Highway 4 emergency works	Implementation	Seven emergency works sites between Raetihi and Whanganui, including Te Oreore slip site.	TBC	$25,000,000	Two sites completed and another two expected to be complete 2020-21
Ōtaki to north of Levin (northern corridor)	Detailed business case, pre-implementation	New 24 km four-lane highway with separated shared path for walking and cycling.	2029	$817,000, 000	New Zealand Upgrade Programme

All activities (not including the significant activities prioritised in Table 2)

Table 5: Activity Class: Investment Management

Activity	Phase	Description	Cost 21-22	Cost 22-33	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Horizons Regional Council									
RLTP management MNWI	Implementation	Regional land transport planning and management	$140,68	$143,497	$171,336	$483,392	$938,908	NLTP	All
Regional activity management planning MNWI	Implementation	Regional Public Transport Plan management	$161,089	$140,342	$143,149	$471,790	$916,370	NLTP	All
Rangitīkei District Council									
Investment management planning	Implementation	Activity management planning	$50,000	$51,650	$53,303	$170,306	$325,259	NLTP	All
Programme business case development	Programme business case	Programme business case development	$50,000	$51,650	$53,303	$170,306	$325,259	NLTP	All
Manawatū District Council									
Investment management planning	Implementation	Activity management planning	$50,000	$51,650	$53,303	$170,306	$325,259	NLTP	All

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Manawatū District Council continued									
Programme business case development	Programme business case	Programme business case development	$50,000	$51,650	$53,303	$170,306	$325,259	NLTP	All
Palmerston North City Council									
Palmerston North - Activity management plan improvement	Programme business case	Transport activity management plan for Palmerston North local road network	$80,000	$120,000	$120,000	-	$320,000	NLTP	All
Waka Kotahi NZ Transport Agency									
Strategic business case development	Detailed business case	Refresh of the current forward activity plan to reflect regional and national priorities in collaboration with partners and using relevant strategies	$500,000	$500,000	-	-	1,000,000	NLTP	Connectivity and Efficiency

Table 6: Activity Class: Local Road and State Highway Improvements / Low-Cost Low-Risk									
Activity	**Phase**	**Description**	**Cost 21/22**	**Cost 22/23**	**Cost 23/24**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Ruapehu District Council (local road improvements)									
Low-cost/ low-risk local road improvements	Implementation	Range of activities including street lighting improvements, road improvements and rehabilitation	$1,478,239	$1,074,150	$1,099,930	$9,275,936	$14,725,818	NLTP	Connectivity and Efficiency
Ruapehu SPR – Low-cost/low-risk road improvements	Implementation	Range of activities including road improvements	$1,565,000	$1,410,532	$1,444,384	-	$4,204,055	NLTP	Connectivity and Efficiency
Whanganui District Council (local road improvements)									
Low-cost/low-risk road and footpath improvements	Implementation	Range of activities including traffic calming, speed management, and footpath and road upgrades	$1,349,138	$1,850,000	$358,000	-	$3,915,000	NLTP	Connectivity and Efficiency
Rangitikei District Council (local road improvements)									
Low-cost/low-risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, signage, bus shelter repairs and speed limit review	$3,861,029	$2,365,047	$4,528,757	-	$12,394,833	NLTP	Connectivity and Efficiency
Tararua District Council (local road improvements)									
Low-cost/low-risk local road improvements	Implementation	Range of activities including local road and footpath upgrades and improvement for walking and cycling	$1,070,000	$1,000,000	$880,000	$1,150,000	$5,150,000	NLTP	Connectivity and Efficiency

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Manawatū District Council (local road improvements)									
Low-cost/low-risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, cycling routes, public transport infrastructure operation and maintenance, and lighting improvements	$2,013,226	$1,972,557	$2,046,153	-	$6,031,936	NLTP	Connectivity and Efficiency
Mangaweka Bridge construction	Implementation	Bridge replacement, extra funds required above approved 2018–21 allocation	$365,053	-	-	-	$5,005,053	NLTP	Connectivity and Efficiency
Palmerston North City Council (local road improvements)									
Low-cost/low-risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, cycling routes, public transport infrastructure operation and maintenance, and lighting improvements	$3,000,000	$1,350,000	$1,500,000	$15,000,000	$20,850,000	NLTP	Connectivity and Efficiency
Tennent Drive (Food HQ & Massey) improvements	Single-stage business case	Improvement of the Food HQ and Massey section of Tennent Drive	-	$150,000	$150,000	-	$300,000	NLTP	Connectivity and Efficiency
Horowhenua District Council (local road improvements)									
Low-cost/low-risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, cycling routes, public transport infrastructure operation and maintenance, and lighting improvements	$1,000,000	$1,050,000	$1,075,000	$350,000	$3,475,000	NLTP	Connectivity and Efficiency

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Waka Kotahi NZ Transport Agency (state highway improvements)									
State highway low-cost/low-risk programme	Implementation	Package of state highway improvements across the region	$5,958,991	$13,469,199	$8,781,199	$1,200,000	$28,860,507	NLTP	Connectivity and Efficiency
Programme business case development	Detailed business case	To develop proposals for the 2024–27 NLTP, which propose development and implementation of the highest priority activities against the strategic plan for the region	-	$500,000	$500,000	-	$1,000,000	NLTP	Connectivity and Efficiency
SH3 Ohakea to Bulls shared path	Implementation	Development of a shared path to cater for large demand for walking and cycling along SH3 between Bulls and Ohakea	$550,000	-	-	-	$550,000	NLTP	Travel Choice
NZ Cycle Trail low-cost/low-risk improvements	Implementation	Package of improvements on the NZ Cycle trail across various locations	$1,705,001	$2,970,000	$1,000,000	-	$5,675,001	NLTP	Travel Choice
Department of Conservation									
Low-cost/low-risk road improvements	Implementation	Low-cost/low-risk road improvements	-	-	$100,000	-	100,000	NLTP	Connectivity and Efficiency

Table 7: Activity Class: Road to Zero									
Activity	**Phase**	**Description**	**Cost 21-22**	**Cost 22-23**	**Cost 23-24**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP objective**
Ruapehu District Council									
Level crossing devices upgrades	Implementation	Activated warning signs	$111,731	-	-	$360,000	$471,772	NLTP	Safety
Ruapehu SPR – guard railing with shoulder support	Implementation	Roadside barriers	$215,862	$225,685	$231,102	$758,652	$1,431,300	NLTP	Safety
Whanganui District Council									
Virginia Road/Tulloch Street intersection traffic calming	Implementation	Raised platform for traffic calming in high DSI area (top 10%) as supported by Safe Network Programme	$200,000	-	-	-	$200,000	NLTP	Safety
Virginia Road (Christies Hill) safety barrier	Implementation	Extend safety barrier in high DSI area	-	-	$40,000	-	$40,000	NLTP	Safety
Portal Street traffic calming	Implementation	Traffic calming measures in high DSI area (top 10%) as supported by Safe Network Programme	-	-	$120,000	-	$120,000	NLTP	Safety

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Whanganui District Council continued									
Speed management guide projects: Papaiti, Virginia, No. 2 Line, Rapanui, Tayforth, Montgomery, Portal, No. 3 Line and Okoia	Implementation	Package of 12 speed reduction gazetting projects as identified in High DSI area (top 10%) as supported by Safe Network Programme	$125,000	-	$75,000	-	$200,000	NLTP	Safety
Rangitikei District Council									
Road safety activities under Road to Zero	Implementation	Package of safety interventions on local roads under Road to Zero	$1,467,500	$1,353,231	$1,400,476	-	$4,311,207	NLTP	Safety
Manawatū District Council									
Road safety activities under Road to Zero	Implementation	Package of 106 activities providing safety interventions on local roads under Road to Zero	$758,091	$979,893	$848,457	-	$2,586,441	NLTP	Safety
Palmerston North City Council									
Road safety activities under Road to Zero	Implementation	Package of activities providing safety interventions on local roads and intersections under Road to Zero	$2,650,000	$4,800,000	$6,000,000	$25,000,000	$38,450,000	NLTP	Safety

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Horowhenua District Council									
Road safety activities under Road to Zero	Implementation	Package of safety interventions on local roads under Road to Zero	$5,00,000	$525,000	$550,000	$	$	NLTP	Safety
Waka Kotahi NZ Transport Agency									
Road to Zero programme of safety activities	Implementation	Programme of safety interventions on the state highway network under Road to Zero	$28,255,499	$27,405,333	$27,405,333	$81,517,999	$364,584,164	NLTP	Safety

Table 8: Activity Class: Walking and Cycling									
Activity	**Phase**	**Description**	**Cost 21-22**	**Cost 22-23**	**Cost 23-24**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP objective**
Whanganui District Council									
Aramoho Rail Bridge pedestrian/cycling clip on	Implementation	Renewal of existing derelict walk/cycleway on rail bride with new composite clip-on facility	-	$1,230,000	-	-	$1,230,000	NLTP	Travel Choice
Whanganui City Bridge pedestrian/cycling clip on	Implementation	New composite clip on to City Bridge	-	-	$1,250,000	-	$1,250,000	NLTP	Travel Choice
Somme Parade shared pathway	Implementation	Construct 3 m wide concrete off-road shared pathway	$1,007,075	-	-	-	$1,007,075	NLTP	Travel Choice
Whanganui River shared pathway	Implementation	Construct 3 m wide concrete off-road shared pathway	-	-	$790,000	-	$790,000	NLTP	Travel Choice
Springvale shared pathway	Implementation	Construct 3 m wide concrete off-road shared pathway	-	$345,000	-	-	$345,000	NLTP	Travel Choice
Mill Road shared pathway	Implementation	Construct 3 m wide concrete off-road shared pathway	-	-	$586,500	-	$586,500	NLTP	Travel Choice

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Whanganui District Council continued									
Cycle lane markings upgradeSomme Parade	Implementation	Install 6 km of cycle lane markings to extend Mountains to Sea national cycleway	-	-	$160,000	-	$160,000	NLTP	Travel Choice
Mosston Road footpath extension (school safety)	Implementation	Extend footpath from Mosston Road School to Springvale Road	$154,000	-	-	-	$154,000	NLTP	Travel Choice
Rangitikei District Council									
Wellington Road safety footpath walking and cycling improvements	Implementation	Extend box culverts and install safety footpath from Hawkestone Road to Crofton	$50,000	$154,950	$213,000	-	$417,950		
Nga Tawa Road safety footpath walking and cycling improvements	Implementation	Widen shoulder and install safety footpath for exercise trail	$100,000	$103,300	-	-	$203,300		

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Rangitikei District Council continued									
Pukepapa Road safety footpath walking and cycling improvements	Implementation	Widen shoulder and install safety footpath for exercise trail	$75,000	$77,475	-	-	$152,475		
Makirikiri Road safety footpath walking and cycling improvements	Implementation	Widen shoulder and install safety footpath for exercise trail	$75,000	$77,475	-	-	$152,475		
Urban Marton Tutaeporoporo action trail	Implementation	Cycleway signage	-	$8,264	-	-	$8,264		
Taihape Napier Road	Implementation	Cycleway signage	-	$20,660	-	-	$20,660		
Tararua District Council									
Walking and cycling route usage and improvement project	Implementation	Determination of cycling and walking routes, surveying of usage, and implementing improvement activities such as line marking existing routes	$30,000	$100,000	$100,000	-	$230,000	NLTP	Travel Choice

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Manawatū District Council									
Walking and cycling improvements – footpaths and cycle routes	Implementation	Package of six new footpaths and nine new cycle routes across the district	$1,250,135	$987,499	$1,192,366	-	$3,430,000	NLTP	Travel Choice
Palmerston North City Council									
Walking and Cycling improvements – footpaths and cycle routes	Implementation	Package of improvements to footpaths, cycleways and shared paths across the city	$3,650,000	$4,200,000	$5,200,000	$10,000,000	$23,050,000	NLTP	Travel Choice
Manawatū river path extension (Palmerston to Ashhurst)	Implementation	To complete the limestone shared path connection between Palmerston North and Ashhurst (2024–27 NLTP)	-	-	-	$2,000,000	2,000,000	NLTP	Travel Choice
Ashhurst pedestrian/ cycle rail overbridge and shared path	Implementation	A pedestrian/cycle bridge over the rail line at Pembroke Street connecting to the Ashhurst Domain (2024–27 NLTP)	-	-	-	$1,130,000	$1,130,000	NLTP	Travel Choice

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Palmerston North City Council continued									
Rangitikei Line shared path	Implementation	New shared path to connect Mangaone Stream shared path to industrial area as well as provide a connection for cyclists onto Rangitikei Street and wider cycle network (2024–27 NLTP)	-	-	-	$240,000	$240,000	NLTP	Travel Choice
Napier Road shared path Te Matai to Gasworks drain link	Implementation	Shared path along Napier Road from Te Matai Road to Gasworks drain link	-	$161,000	-	-	$161,000	NLTP	Travel Choice
Riverside Drive River path to Napier Road	Implementation	Shared path along the west side of the road	-	$250,000	$200,000	-	$450,000	NLTP	Travel Choice
Summerhill Drive shared path	Implementation	Shared path along the east side of the road	-	-	$200,000	$1,800,000	$2,000,000	NLTP	Travel Choice
Horowhenua District Council									
Active transport and pedestrian improvements	Implementation	Active transport and pedestrian improvements	$350,000	$750,000	$350,000	-	$1,450,000	NLTP	Travel Choice

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Horowhenua District Council									
Queen Street West shared path	Implementation	Shared path to finish connecting cycleways	$400,000	-	-	-	$400,000	NLTP	Travel Choice
Queen Street East shared path Oxford St to Featherstone St	Implementation	Shared path to finish connecting cycleways	-	-	$400,000	-	$400,000	NLTP	Travel Choice
Foxton Beach Road shared pathway	Implementation	Shared path connection from Foxton to Foxton Beach	$200,000	$300,000	$400,000	-	$900,000	NLTP	Travel Choice
Levin Town Spine shared path	Implementation	Active transport improvements	$300,000	$300,000	$300,000	-	$900,000	NLTP	Travel Choice
Waka Kotahi NZ Transport Agency									
SH 54 Kimbolton Road pedestrian crossing improvements Feilding	Implementation	Pedestrian crossing improvements	$50,000	$250,000	-	-	$300,000	NLTP	Travel Choice

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Waka Kotahi NZ Transport Agency									
Low-cost/low-risk walking and cycling	Implementation	Package of individual walking and cycling activities	$1,705,001	$2,970,000	$1,000,000	$4,976,171	$7,961,874	NLTP	Travel Choice

Table 9: Activity Class: Public Transport Improvements and Services									
Activity	**Phase**	**Description**	**Cost 21-22**	**Cost 22-23**	**Cost 23-24**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP objective**
Horizons Regional Council									
Bus service improvements Whanganui	Implementation	Trial service enhancements to Whanganui bus services such as route and frequency improvements. Currently most services run on a 2-hourly frequency	-	$353,733	$360,856	-	$714,589	NLTP	Travel Choice
Bus infrastructure customer on-street facilities installation programme	Implementation	Continuation of existing shelter programme, extended to cover such items as signage, display screens and timetable holders	$200,000	$204,000	$206,142	-	$610,142	NLTP	Travel Choice
Bus services MNWI network brand	Implementation	Develop and implement a single consistent brand for the region's bus service (on-bus, social media and printed collateral)	$250,00	$375,000	$$375,000	-	$1,000,000	NLTP	Travel Choice
Bus services MNWI customer information systems RTI and website	Implementation	Develop and implement a real-time information (RTI) system, and a standalone new branded customer operational website with journey planner and RTI	$200,000	$204,000	$208,080	-	$612,080	NLTP	Travel Choice

Activity	Phase	Description	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Horizons Regional Council continued									
Bus services rural/on-demand services	Implementation	Introduction of further rural services (provision to be determined, i.e on demand bus, community trust or traditional bus service)	$56,000	$557,120	$58,262	-	$171,382	NLTP	Travel Choice
Ruapehu District Council									
Tongariro National Park public transport	Implementation	Scheduled winter public transport service to Whakapapa and Turoa ski fields	$485,188	$491,703	$498,316	$3,880,600	$5,355,807	NLTP	Travel Choice
Manawatū District Council									
Public transport facilitiesoperation and maintenance	Implementation	Operation and maintenance of public transport facilities (bus shelters and stops)	$5,000	$5,165	$5,330	-	$15,495	NLTP	Travel Choice
Palmerston North City Council									
Public transport facilities operation and maintenance	Implementation	Operation and maintenance of public transport facilities (bus shelters and stops)	$90,000	$90,000	$90,000	$270,000	$540,000	NLTP	Travel Choice

Table 10: Activity Class: Continuous Programmes							
Activity	**Cost 21-22**	**Cost 22-23**	**Cost 23-24**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP objective**
Horizons Regional Council							
Road safety promotion	1,332,053	1,383,572	1,413,160	-	4,128,785	NLTP	Safety
Public transport services	735,753	746,383	757,194	-	2,239,330	NLTP	Travel Choice
Public transport infrastructure	150,000	151,500	153,015	-	454,515	NLTP	Travel Choice
Ruapehu District Council							
Maintain	5,291,381	5,418,375	5,548,415	-	16,258,171	NLTP	All
Operate	2,403,488	2,461,172	2,520,240	-	7,384,900	NLTP	All
Renew	8,724,691	10,461,211	7,693,707	-	26,879,608	NLTP	All
Ruapehu District Council (special purpose roads)							
Maintain	154,337	158,041	161,834	-	474,212	NLTP	All
Operate	311,497	318,973	326,627	-	957,097	NLTP	All
Renew	212,287	217,383	222,600	-	652,269	NLTP	All

Activity	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Whanganui District Council							
Maintain	4,265,000	4,135,000	4,135,000	-	12,535,000	NLTP	All
Operate	2,375,000	2,376,000	2,382,000	-	7,133,000	NLTP	All
Renew	7,135,000	6,945,000	6,945,000	-	21,025,000	NLTP	All
Rangitīkei District Council							
Maintain	3,643,708	3,731,970	3,846,045	-	11,221,723	NLTP	All
Operate	2,874,366	2,967,029	3,014,941	-	8,856,336	NLTP	All
Renew	4,886,516	5,095,569	5,246,590	-	15,228,675	NLTP	All
Tararua District Council							
Maintain	5,463,117	5,583,304	5,706,138	-	16,752,559	NLTP	All
Operate	2,092,082	2,138,107	2,185,146	-	6,415,335	NLTP	All
Renew	6,377,259	6,955,834	6,660,943	-	19,994,036	NLTP	All
Manawatū District Council							
Maintain	2,809,564	2,871,873	2,936,127	-	8,617,564	NLTP	All
Operate	2,908,732	2,968,675	3,053,670	-	8,931,077	NLTP	All

Activity	Cost 21-22	Cost 22-23	Cost 23-24	Future NLTP cost	Total cost	Funding source	RLTP objective
Manawatū District Council continued							
Renew	5,766,117	5,635,594	5,717,411	-	17,119,123	NLTP	All
Palmerston North City Council							
Maintain	$3,240,000	$3,320,000	$3,570,000	-	$10,130,000	NLTP	All
Operate	$3,151,420	$3,216,420	$3,281,420	-	$9,649,260	NLTP	All
Renew	$6,205,000	$6,665,000	$7,075,000	-	$19,945,000	NLTP	All
Horowhenua District Council							
Maintain	1,156,000	1,185,500	1,215,000	-	3,556,500	NLTP	All
Operate	1,932,000	2,057,000	2,242,000	-	6,231,000	NLTP	All
Renew	4,035,000	4,230,000	4,380,000	-	12,645,000	NLTP	All
Waka Kotahi NZ Transport Agency							
Maintain/Operate/Renew	$28,915,229	$29,406,788	$29.906,703	$226,781,604	$315,010,324	NLTP	All
Department of Conservation							
Maintain	176,906	176,906	176,906	-	530,718	NLTP	All
Operate	157,408	157,408	157,408	-	472,224	NLTP	All
Renew	233,909	233,909	233,909	-	701,727	NLTP	All

Mahi tahi ā-rohe nei
Inter-regional Activites

7 Mahi tahi ā-rohe nei / Inter-regional Activities

Under section 16(2) of the LTMA, the Plan must identify any activities that have inter-regional significance.

The region is a crossroads for a number of nationally significant road and rail corridors. A number of state highways traverse the region as well as a number of rail lines. The ONRC has identified a hierarchy of state highways in New Zealand according to the form and function they perform.

For the purposes of this section, the RTC has identified the following corridors to be of national or regional significance:

- Inter-regional corridors to Waikato:
    - State Highway 1;
    - State Highway 4; and
    - North Island Main Trunk rail line.
- Inter-regional corridors to Taranaki:
    - State Highway 3; and
    - Marton-New Plymouth rail line.
- Inter-regional corridors to Hawke's Bay:
    - State Highway 2;
    - State Highway 3; and
    - Palmerston North-Gisborne rail line.
- Inter-regional corridors to Wellington:
    - State Highway 1;
    - State Highway 2; and
    - North Island Main Trunk rail line.

Due to the region's central location, these inter-regional corridors play a crucial role in facilitating the movement of people and freight into and through the region as well as connecting north, south, east and west of the region. The effectiveness, efficiency, safety and resilience of these corridors impacts on the ability to meet economic and social outcomes, most critically affecting travel times and the cost of doing business in our region, neighbouring regions and New Zealand as a whole.

Linkages to the Wellington region via the state highway and rail corridor are vital to the Manawatū-Whanganui Region and wider central North Island to enable the efficient, effective and safe movement of people and freight through the region. It is therefore essential that a safe, efficient and reliable link is provided through implementation of the Wellington Northern Corridor project, specifically the section from Ōtaki to north of Levin, which falls within the Manawatū-Whanganui Region.

The Manawatū Gorge has historically been the primary east-west connection for the Horizons and Hawke's Bay regions. The Gorge has known resilience and safety issues with a number of road closures over the years and is now permanently closed due to safety risks. The establishment of the new Te Ahu a Tūranga, Manawatū-Tararua Highway will provide a reliable, efficient and safe east-west link between the Horizons and Hawke's Bay regions.

The RTC recognises that the Waikato Region to the north has a priority emphasis on improving its connections to the Auckland and Bay of Plenty regions (the so called 'golden triangle'). However, the RTC is still advocating

seeing improvements on the section of State Highway 1 between Taupō and the Desert Road summit, which is recognised as a bottleneck to the efficient flow of freight and cars through the centre of the North Island.

Table 11: Significant inter-regional activities between the Manawatū-Whanganui Region and Hawke's Bay Region

Activity	Reason for inter-regional significance
Te Ahu a Tūranga Manawatū-Tararua Highway (committed activity)	The Manawatū Gorge has been closed indefinitely. This route was the primary east-west connection for people and freight between the Horizons' and Hawke's Bay regions. Construction of Te Ahu a Tūranga, Manawatū-Tararua Highway, the new primary east-west route, will enable the efficient, effective, reliable and safe movement of people and freight between the Horizons and Hawke's Bay regions.
Waka Kotahi, State Highway 3 / State Highway 57 to State Highway 2 improvements	The improvements on this route relate to the road corridor between Ashhurst, Saddle Road and Woodville. It involves construction of three-wire median barriers (solid/semi-rigid and flexible) and implementation of safe and appropriate speeds.
Hawke's Bay Expressway safety treatments (committed activity)	The Hawke's Bay Expressway forms part of the key strategic link between Napier Port and the Horizons Region. The Palmerston North – Manawatū sub-area is increasingly functioning as a freight hub, and tonnages of freight between the Horizons and Hawke's Bay regions are increasing. It is important that the Hawke's Bay Expressway functions safely and efficiently.

Table 12: Significant inter-regional activities between the Manawatū-Whanganui Region and Taranaki Region

Activity	Reason for inter-regional significance
State Highway 43 Forgotten Highway (committed activity)	Twelve kilometres of this increasingly-used tourist route between the Horizons and Taranaki regions remains unsealed. This is a significant barrier to improving tourism and economic growth between the Stratford and Ruapehu Districts. Sealing the 12 km section of State Highway 43 will enable safe and reliable movements along the corridor, which will improve tourism potential and connections between the Horizons and Taranaki regions.

Table 13: Significant inter-regional activities between the Horizons Region and Waikato Region

Activity	Reason for inter-regional significance
State Highway 1, Taupō to Waiouru – Taupō Airport to Hatepe package of safety improvements under Road to Zero	State Highway 1 is the key route between the Horizons and Waikato regions for freight and private travel. The safety and efficiency of this corridor is essential to maintaining connections between the two regions.

Table 14: Significant inter-regional activities between the Manawatū-Whanganui Region and Greater Wellington Region

Activity	Reason for inter-regional significance
State Highway 1, Ōtaki to north of Levin (Wellington Northern Corridor)	The upgrade of the Ōtaki to north of Levin road corridor will enable efficient connections between the main freight hubs of Wellington (and the South Island) with areas to the north and east, such as Palmerston North and Hawke's Bay. It will also provide enduring safety improvements to promote safer access through the lower North Island.
Wellington – Resilient Port access and multi-user ferry terminal access – improvements to achieve improved inter-regional and regional resilience and improve freight and passenger access and connections as part of changes to the Port and ferry terminal location and layout	CentrePort is a key freight and passenger connector in the Lower North Island, with much of the freight passing through the Horizons Region either coming from or going to Wellington's CentrePort. Reliable and resilient access to this Port is essential to freight movement between the Horizons and Wellington regions.
Let's Get Wellington Moving (LGWM) Programme – this is a programme that has been identified in the GPS and will improve the transport network within the Wellington Region	This programme will support the movement of people and freight, including those within and moving to and from Wellington. This programme of works will enable safe and efficient movement of people and freight between the two regions.
State Highway 2, Masterton to Featherston safety improvements	This activity involves improvements on a key strategic route to promote safer access between the Wellington region and areas to the north. State Highway 2 is the primary access for the south-eastern section of the Horizons Region to Wellington. The safety and efficiency of this route is key for movement of freight and people between the regions.

Aroturuki Mahere
Monitoring the of the Plan

Activity	Reason for inter-regional significance
Capital Connection – Improving passenger rail service between Palmerston North and Wellington through procurement of new rolling stock and increased service frequency	This is the primary passenger rail service for commuters between Palmerston North and Wellington. This service enables alternative travel choice, and the proposal will greatly assist in improving connectivity and access between and within the Horizons and Greater Wellington regions.

8 Aroturuki Mahere / Monitoring of the Plan

Monitoring indicator framework

The performance of the programme of activities in this Plan will be assessed through the measures in the Regional Transport Scorecard outlined below. These measures will be reported on quarterly to the Regional Transport Committee, with data being updated as it becomes available.

The table below shows how each of these measures aligns with Waka Kotahi NZ Transport Agency's Benefits Framework. This framework was released in mid-2020 and is designed to provide a common framework to consider benefits across the entire decision-making process for land transport investments. Most measures directly match a benefit identified in that framework; the remaining measures have a strong nexus with a benefit.

Table 15: RLTP alignment with Waka Kotahi NZ Transport Agency Benefits Framework

Safer systems implemented (Road to Zero)				
Measure	**Desired trend**	**Data sources**	**Alignment with Waka Kotahi NZ Transport Agency Benefits Framework**	**Alignment with Ministry of Transport Outcomes Framework**
Number of deaths and serious injuries	40 per cent reduction by 2031	Centralised NTLP database	Benefit 1.1 (Impact on social cost and incidents of crashes)	• Healthy and Safe People
Annual injuries per million kilometres travelled	Decrease	Centralised NTLP database	Benefit 1.1 (Impact on social cost and incidents of crashes)	
Annual crashes involving trucks	Decrease	Waka Kotahi NZ Transport Agency Crash Analysis System database	No direct alignment, but similar to benefit 1.1	
Manage demand sustainably				
Measure	**Desired trend**	**Data sources**	**Alignment with Waka Kotahi NZ Transport Agency Benefits Framework**	**Alignment with Ministry of Transport Outcomes Framework**
Freight to and from Manawatū-Whanganui Region by rail	Increase	MoT Freight Information Gathering System	No direct alignment, but similar to Benefit 5.2 (Impact on network productivity and utilisation)	• Economic Prosperity • Inclusive Access
Rail movements to, from and within Manawatū-Whanganui Region	Increase	MoT Freight Information Gathering System	No direct alignment, but similar to Benefit 5.2 (Impact on network productivity and utilisation)	
Annual proportion of vehicle kilometres travelled that occur on 'smooth' sealed roads	Increase	Waka Kotahi NZ Transport Agency ONRC database	Benefit 10.1 (Impact on user experience of the transport system)	

Invest in a sustainable transport network that is integrated with land use

Measure	Desired trend	Data sources	Alignment with Waka Kotahi NZ Transport Agency Benefits Framework	Alignment with Ministry of Transport Outcomes Framework
Greenhouse gas emissions from transport in Manawatū-Whanganui Region	Decrease	Vehicle emissions data collected by Waka Kotahi NZ Transport Agency and calculated using their vehicle emissions mapping tool available on MapHub.	Benefit 8.1 (Benefit on greenhouse gas emissions)	• Inclusive Access • Environmental Sustainability
Public transport boardings	Increase	Horizons Regional Council, Bee Card data	Benefit 10.1 (Impact on user experience of the transport system)	
Reliability of public transport services in Manawatū-Whanganui Region	Increase	Horizons Regional Council	Benefit 5.1 (Impact on system reliability)	
Mobility service usage (the Total Mobility Scheme)	Increase	Horizons Regional Council	No direct alignment, but similar to Benefit 10.2	

Manage risk of exposure to extreme events

Measure	Desired trend	Data sources	Alignment with Waka Kotahi NZ Transport Agency Benefits Framework	Alignment with Ministry of Transport Outcomes Framework
Number and duration of incidents on the Manawatū-Whanganui state highway network	Decrease	Centralised NTLP database	Benefit 1.1 (Impact on social cost and incidents of crashes)	• Resilience and Security

Advocacy for investment in Manawatū-Whanganui transport network				
Measure	**Desired trend**	**Data sources**	**Alignment with Waka Kotahi NZ Transport Agency Benefits Framework**	**Alignment with Ministry of Transport Outcomes Framework**
Percentage of Accessing Central NZ initiatives funded by Waka Kotahi NZTA and or other sources	Increase	Accessing Central New Zealand and Horizons Regional Council	No direct alignment, but similar to Benefit 5.2 (Impact on network productivity and utilisation)	• Economic Prosperity • Inclusive Access • Healthy and Safe People • Resilience and Security

Appendix 1: Legislative alignment with the Land Transport Management Act

Outlined in the table below are the key requirements of the LTMA that relate to regional land transport plans, and a description of how this Plan has met those requirements.

Table 16: Legislative alignment with the Land Transport Management Act

LTMA section reference	Provision	Description on how the Plan meets the statutory requirements
s14 (a)(i)	The RTC must be satisfied that the Regional Land Transport Plan contributes to the purpose of the LTMA, which is to contribute to an effective, efficient and safe land transport system in the public interest.	The Strategic Framework section provides the policy framework for the Plan, including objectives, priorities, policies and key implementation measures. This policy framework, together with the programme component of the Plan, has been designed to give full effect to the LTMA's purpose.
s14 (a)(ii)	The Regional Land Transport Plan is consistent with the GPS on land transport.	The Strategic Context section of the Plan describes the national and regional policy context and includes a discussion on how the GPS is given effect to through this Plan.
s14 (b)(i) and (ii)	The RTC has considered alternative regional land transport objectives that would contribute to the purpose of this Act, and the feasibility and affordability of those alternative objectives.	As part of developing this Plan, the RTC undertook an investment logic mapping process to identify a range of strategic responses that would contribute to the purpose of the LTMA. These were refined into a set of five transport investment priorities (Section 4) aimed at addressing the region's most significant transport issues. Through this, the alternatives have been considered by the RTC. The public consultation process provides further opportunity for consideration of alternatives.
s14 (c)(i)	The RTC has taken into account the national energy efficiency and conservation strategy.	The Policy Context section of this Plan describes the national and regional policy context. Policies 4.1–4.6 all include matters that relate to the requirements of the National Energy Efficiency and Conservation Strategy (NEECS). Furthermore, Objective 4 and Policies 4.1–4.6 are focused on increasing the presence of low carbon emission vehicles and other practices in the region that directly meet one of the top three priority areas of the NEECS.
S14 (c)(ii)	The RTC has taken into account relevant operative national policy statements and regional policy statements or plans.	The Strategic Framework section of the Plan outlines the transport investment priorities for the region. In particular, the priorities seeking to improve connectivity, efficiency, resilience and safety of strategic routes meets the requirements outlined in Policy 3.2 (h) of the One Plan (the combined Regional Policy Statement and Regional Plan for the Horizons Region) in that it addresses land use change on transport networks. Policies have been formulated accordingly to achieve this strategic priority.
s14 (c)(iii)	The RTC has taken into account likely funding from any source.	Section 5.1 includes an outline of anticipated revenue sources.

Appendix 2: Legislative requirements and policy framework

The preparation of a regional land transport plan (the plan) is a legislative requirement set out in the Land Transport Management Act 2003 (LTMA). The LTMA also requires regional land transport plans to be reviewed prior to the end of the third year of the plan. The review must be completed during the six-month period immediately prior to the end of the third year.

Each regional council must have a regional transport committee (RTC) whose statutory functions include the preparation of the plan for approval by the regional council.

The plan enables each regional council to set out the region's land transport objectives, policies and measures for at least 10 years. The plan must be produced at least once every six years and reviewed prior to the end of the third year.

The LTMA also requires the plan to give effect to the purpose of the LTMA, which is to contribute to an effective, efficient and safe land transport system in the public interest.

- The full legislative requirements for the preparation of the plan are set out in Appendix 1.
- The following documents must be considered in developing the plan and any subsequent review;
    - The Government Policy Statement on Land Transport Funding 2021;
    - The New Zealand Energy Efficiency and Conservation Strategy (NZEECS, 2017–22);
    - The One Plan; and
    - District plans of all territorial authorities.

Other documents that have informed the development of the draft RLTP for the Horizons Region include:

- The draft Rail Plan;
- The Palmerston North–Manawatū Joint Transport Study 2010;
- Long-term Plans (and amendments) of all local authorities in the region;
- Road to Zero;
- The Regional Public Transport Plan for the Horizons Region (2015–25);
- Territorial authorities' transport plans, walking and cycling strategies, and economic and growth strategies;
- The Accelerate25 Regional Growth Strategy and Economic Action Plan; and
- The Lower North Island Passenger Rail business case

Appendix 3: Significance Policy and definition

Purpose

Section 106(2) of the Land Transport Management Act 2003 (the Act) requires the Regional Transport Committee (RTC) to adopt a policy that determines significance in respect of:

a) **Variations** made to regional land transport plans under section 18D of the Act; and

b) **The activities** that are included in the regional land transport plan under section 16 of the Act.

(1) Variations to the Regional Land Transport Plan

The complex nature of the activities involved in the programme component of an RLTP means that they continue evolving after the Plan has been published. Indeed, the programme tables are really a snapshot in time, as activities or projects can change, be abandoned or be added over the duration of the Plan, as more information becomes available or the situation changes.

The RLTP can therefore be varied at any time once it is operative, in accordance with s18D of the LTMA. The vast majority of such variations to the activities in the submitted Plan will not be substantial, and will involve simple changes. Some variations will be substantial enough to require a formal variation to be made to the Regional Land Transport Plan. Some changes may be so 'significant' that consultation will be required. Each RTC, under s106(2)b of the LTMA, must adopt a policy that determines what will be significant in respect of variations made to the RLTP under s18D.

Under this Policy, consultation is only required for variations that are considered significant.

In determining the significance of a variation, there are two steps outlined below that the Regional Transport Committee will follow.

Step One: Consider the nature and scope of the variation

General guidance on whether a variation is *likely* to be considered significant is provided below:

Not 'significant' and usually no formal variation or public consultation required

- Activities that are in the urgent interests of public safety.
- New activities involving preventative maintenance and emergency reinstatement.
- Changes to or new 'automatically included' activities of local road maintenance, local road minor capital works, existing public transport services, low-cost/low-risk programmes, road safety promotion programmes and statutory planning (RLTPs, RPTPs, AMPs).
- A scope change that does not significantly alter the original objectives of the project.
- Changes to national level programmes, including the Road Policing programme
- Delegated transfers of funds between activities within groups.

May be 'significant'

- The addition of a new significant activity (one that would usually require prioritisation) that is not in the urgent interest of public safety, or emergency reinstatement.
- Any change that impacts on the overall integrity of the RLTP, including its overall affordability.
- Has a moderate impact on a large number of residents, or a major impact on a small number of residents where these impacts have not been mitigated through previous consultation or change to the proposed activity.

- Supplementary allocations, or end-of-year carryover of allocations.
- Replacing one project with another project within a group of generic projects.
- Variations to timing, cash flow or total cost for improvement projects where the total cost impact is *less than 20 per cent*[67] of the estimated cost.
- Addition of an activity or activities that have previously been consulted on in accordance with s18 and s18A of the LTMA and which the RTC considers complies with the provisions for funding approval in accordance with s20 of that Act.
- A change of responsibility for implementing an approved activity from one agency to another.

Step Two: Consider the effect of the variation

The RTC has adopted the following matters to guide when a requested variation to the RLTP is significant enough to need public consultation.

Significance Policy in relation to Plan variations

Where a variation to the RLTP is required, the significance of that variation will always be determined on a case-by-case basis. The variation will be considered in relation to its impact on the RLTP as a whole, rather than as a standalone change.

When determining the significance of a variation to the RLTP, consideration must be given to the extent to which the variation would:

- Materially change the balance of strategic investment in a programme or project;
- Impact on the contribution to the LTMA purpose, Government objectives and/or GPS objectives and priorities;
- Impact on the community; and
- Affect the integrity of the RLTP, including its overall affordability.

Whether or not further consultation is desirable is also relevant to determining whether a variation is significant. Therefore, consideration must also be given to the following matters:

- The balance between the need for public input/consultation on the variation, and the likely costs of a consultative process (including any time delays or cost from running a consultative process, and likely impacts on public safety and economic, social, cultural and environmental wellbeing);
- The extent to which, and manner in which, the matter has already been consulted on; and
- Whether it is likely, in the opinion of the Committee, to have the majority support of the regional community.

[67] Where committed improvement projects have scope or cost adjustments greater than 20 per cent of the original approved funding level, the RTC must be advised, but these do not require further consultation.

(2) Determination of significant activities for prioritising activities

Section 16 (3)(d) of the Land Transport Management Act 2003 (Act) requires significant activities to be ranked by priority. 'Significant' activities are not defined in the Act, and RTCs are responsible for defining 'significant' activities for prioritisation.

For the purpose of Section 16 (3)(d) of the Act, a significant activity in the Manawatū-Whanganui Region is defined in the table below.

Table 17: Significant activity definition

Significant activities		
Section 16 (3)(d)	Significant activities – to be presented in order of priority	A significant activity is defined as any new improvement activities in the region where funding from the National Land Transport Fund is required within the first three years of the Regional Land Transport Plan **other than**: • Maintenance, operations and renewal programmes; • Public transport programmes (existing services); • Low-cost/low-risk programmes; • Road safety promotion programmes; • Investment management activities, including transport planning and modelling; and • Business cases that are not part of a package.
Significant inter-regional activities		
Section 16 (2)(d)	Activities that have inter-regional significance	A significant inter-regional activity is defined as any significant activity (see above): • That has implications for connectivity with other regions; and /or • For which cooperation with other regions is required; or • Any nationally significant activity identified in the Government Policy Statement on Land Transport *Note:* *Regions should connect with their neighbours to identify activities or programmes that connect to and/or depend on each other to be successful. This can also inform the prioritisation process. For example, a region may wish to adjust the priority of an activity to the same level as that of a connecting activity in a neighbouring region to enable the two activities to be considered in combination rather than separately.*
Significant expenditure funded from other sources		
Section 16 (2)(c)	Significant expenditure on land transport activities to be funded from sources other than the National Land Transport Fund	Any expenditure on individual transport activities, whether the activities are included in the Regional Land Transport Plan or not, from: • Approved organisations (where there is no National Land Transport Fund share); • Crown appropriations; or • Other funds administered by the Crown.

Appendix 4: Statistics

The table below sourced from 2018 Census data, shows commuting patterns within the region (to place of work) as well as those who commuted to the region from outside the region. The numbers indicate there is a reasonable level of commuting happening into Palmerston North City and Manawatū district (green highlight).

Table 18: Statistics New Zealand: Travel between residence and place of work

	Travel to place of work – Census 2018						
Usual residence	Ruapehu District	Whanganui District	Rangitīkei District	Manawatū District	Palmerston North City	Tararua District	Horowhenua District
Auckland	15	24	6	18	60	12	12
Taupo District	36	0	0	0	6	0	0
Rotorua District	9	0	0	0	0	0	0
Gisborne District	0	0	0	0	9	0	0
Hastings District	0	0	0	0	15	9	0
Napier City	0	0	0	0	15	12	0
Central Hawke's Bay District	0	0	0	0	6	42	0
New Plymouth District	0	18	0	0	15	0	0
South Taranaki District	0	84	0	0	6	0	0
Ruapehu District	5,061	9	12	0	0	0	0
Whanganui District	15	17,022	153	51	171	0	0
Rangitīkei District	66	264	5,454	309	366	0	12
Manawatū District	0	57	243	9,906	3,501	39	72
Palmerston North City	21	87	156	996	36,402	162	228
Tararua District	0	0	0	39	462	6,786	0
Horowhenua District	0	21	21	81	936	12	10,158
Kapiti Coast District	0	0	0	9	120	0	339
Porirua City	0	0	0	0	9	0	9
Upper Hutt City	0	0	0	0	9	0	0
Lower Hutt City	0	0	0	0	18	0	6
Wellington City	9	27	0	9	81	0	18
Masterton District	0	0	0	0	24	30	0
Carterton District	0	0	0	0	0	9	0
Christchurch City	0	6	0	0	21	0	0
Total New Zealand	5,310	17,673	6,099	11,460	42,360	7,140	10,875

Origin-destination tonne-km for April 2019 - March 2020 (millions)

	Dest Region												
Origin Region	Northland	Auckland	Waikato	Bay of Plenty	Taranaki	Hawkes Bay	Manawatu\W..	Wellington	Nelson\Marlb..	Canterbury	West Coast	Otago	Southland
Northland	0.0	13.7		19.7		0.0	0.1	0.0		4.1	0.1	0.0	0.
Auckland	2.1	23.0	13.4	343.7	13.0	8.1	124.0	71.4	9.7	246.2		24.9	3.
Waikato	0.0	50.9	12.7	199.9	0.5	0.1	8.1	7.0	0.0	24.3	1.5	0.1	7.
Bay of Plenty	0.0	271.5	41.2	315.5	21.0	0.7	3.4	8.6	0.1	1.4	0.0	1.3	0.
Taranaki		44.5	0.6	125.8	0.0	1.5	0.1	14.2	0.0	5.4	0.0	5.6	0.
Hawkes Bay		5.5	0.2	2.7	2.1	5.8	2.4	9.9	0.4	16.4		5.9	
Manawatu\Wanga..	0.0	58.0	0.5	18.5	17.9	114.9	1.9	54.4	0.0	5.7	0.0	0.1	0.
Wellington	0.0	11.9	1.3	4.5	6.7	2.2	12.5	49.7	0.0	1.5	0.0	1.7	0.
Nelson\Marlborou..		45.1	0.2	0.4	0.1	0.3	0.0	0.1	0.0	1.8		0.9	1.
Canterbury	1.1	129.3	11.3	1.9	1.8	1.2	16.2	1.9	1.6	55.3	15.6	44.3	51.
West Coast		0.3	0.5		0.4					521.0	1.1	4.7	
Otago	0.1	27.8	3.3	0.2	1.9	0.1	0.5	1.2	0.4	6.4		21.3	18.
Southland	0.2	5.8	63.6	2.7	3.3	0.2	2.3	0.5	0.1	71.7	0.0	105.8	2.

Figure 25: Rail freight origin and destination travel (tonne/Km)[68]

[68] Source: Ministry of Transport Freight information gathering: Rail Freight (https://www.transport.govt.nz/mot-resources/freight-resources/figs/rail/origin-destinations/)

Comparison of Manawatū-Whanganui Region income to other regions

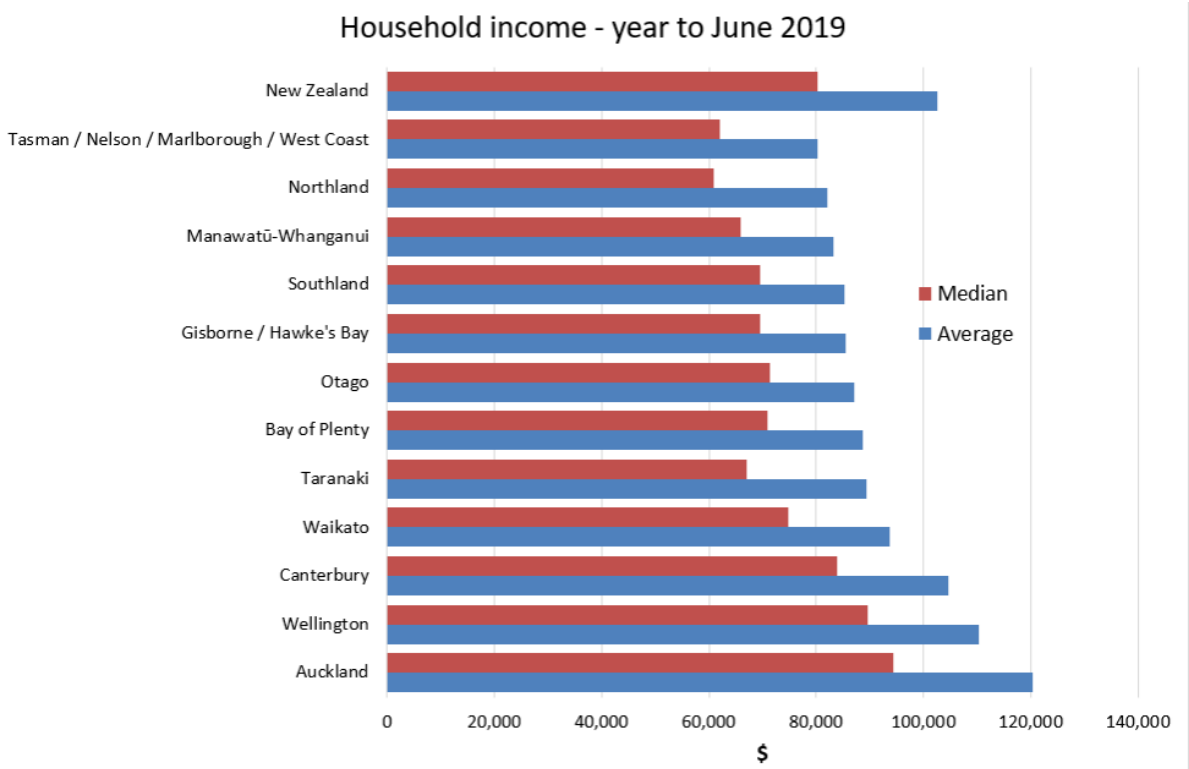


Figure 26: Household Income comparison by region[69]

NZTA per capita expenditure on public transport services is relatively low for the Manawatū-Whanganui Region but not markedly different from neighbouring regions of a similar size (e.g. Hawke's Bay).

[69] Source: Statistics New Zealand

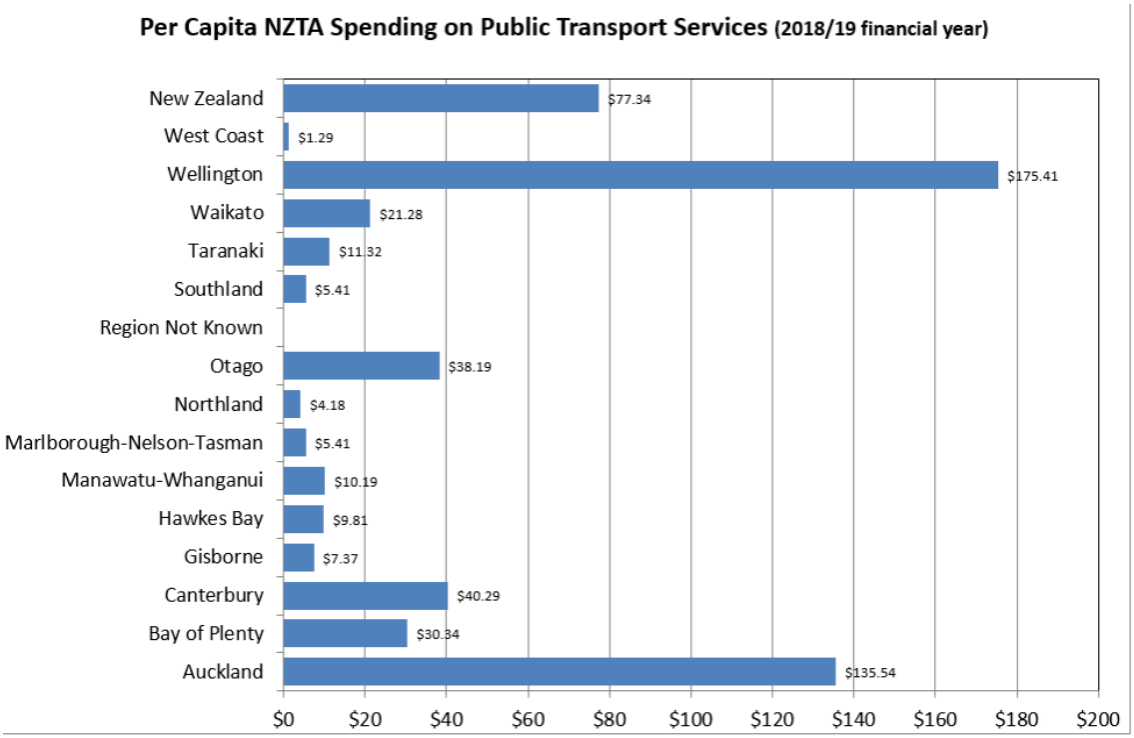


Figure 27: regional comparison of per capita Waka Kotahi, NZ Transport Agency spending on public Transport services[70]

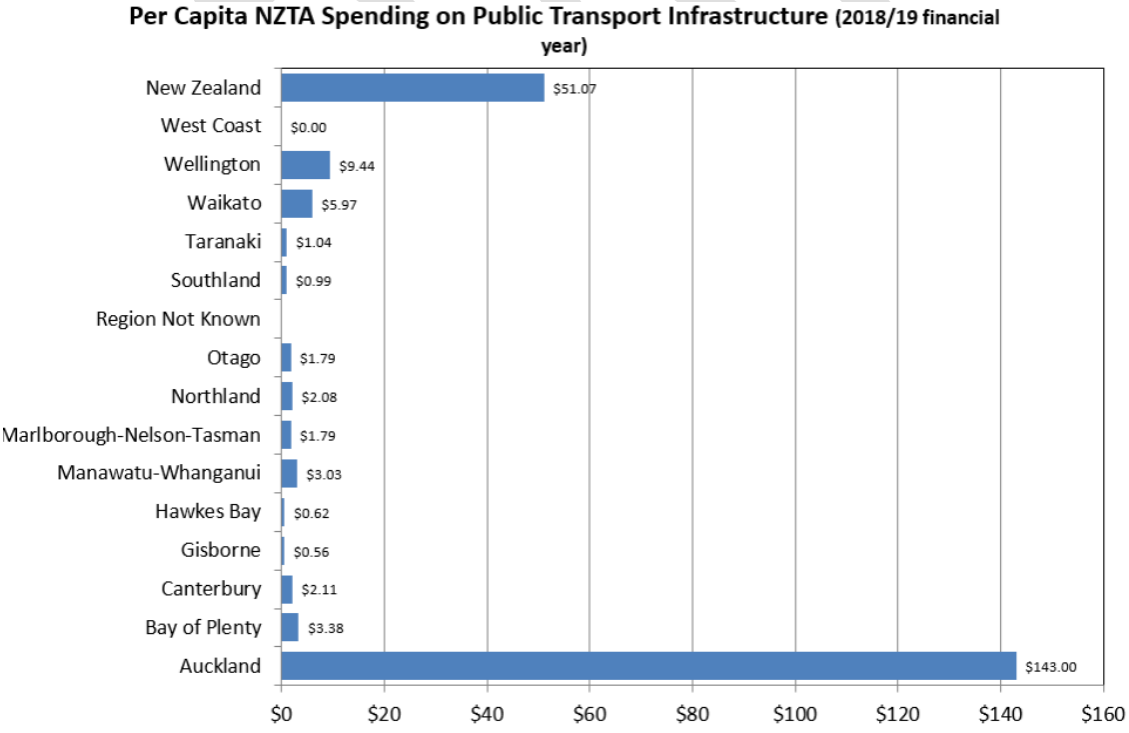


Figure 28: per capita Waka Kotahi, NZ Transport Agency spending on public Transport infrastructure[71]

[70] Source: Waka Kotahi, NZ Transport Agency
[71] Source: Waka Kotahi NZ Transport Agency

Table 19:Per Capita Public Transport Boardings[72]

Auckland	46	48	46	48	52	53	56	57	61	49	3	7%
Bay of Plenty	9	10	10	11	11	11	11	9	9	7	-2	-20%
Canterbury	23	20	24	25	25	24	22	22	22	18	-6	-24%
Gisborne	3	3	3	3	3	3	3	3	3	2	-1	-39%
Hawke's Bay	4	4	5	5	5	4	4	4	4	3	-1	-18%
Manawatū-Whanganui	6.9	7.1	7.0	6.8	6.2	5.7	5.4	5.7	5.4	4.0	-3	-43%
Marlborough-Nelson-Tasman	1	1	3	3	3	3	3	3	3	2	2	343%
Northland	2	2	2	2	2	2	2	2	2	2	0	-7%
Otago	13	14	14	14	13	12	12	14	17	14	1	9%
Southland	4	4	3	3	3	2	2	2	2	1	-2	-63%
Taranaki	4	5	5	5	5	5	5	5	5	4	0	-3%
Waikato	11	11	10	10	10	9	9	9	8	7	-3	-31%
Wellington	73	73	72	73	73	74	74	74	74	62	-12	-16%
West Coast	1	1	1	1	1	1	0	#VALUE!	#VALUE!	#VALUE!	#VALUE!	#VALUE!
New Zealand	**29**	**30**	**30**	**31**	**32**	**32**	**32**	**33**	**34**	**28**	**-1**	**-5%**

Table 20: Logistics growth activity in Palmerston North area from 2000 to 2018[73]

Logistics Sector (Wholesale trade and transport, transport, postal and warehousing)	Year ended March 2018	2000 - 2018 growth	
	$ million	$ million	%
Timaru District	172	125	262%
Tauranga City	487	321	194%
Palmerston North City	**333**	**213**	**177%**
New Plymouth District	234	145	165%
Marlborough District	98	60	160%
Hastings District	175	103	143%
Christchurch City	1,620	897	124%
Invercargill City	144	79	121%
Auckland City	7,553	4,141	121%
New Zealand	**15,303**	**8,377**	**121%**
Hamilton City	415	226	120%
Whangarei District	178	97	119%
Dunedin City	283	152	116%
Whanganui District	64	34	114%
Nelson City	161	77	93%
Gisborne District	79	36	84%
Rotorua District	164	74	81%
Napier City	149	58	65%
Porirua City	51	19	60%
Wellington City	720	258	56%
Lower Hutt City	280	62	29%
(based on 20 largest local authorities for total LEED earnings)			

[72] Source: Waka Kotahi, NZ Transport Agency data for Bus Public Transport by region
[73] Source: Statistics New Zealand

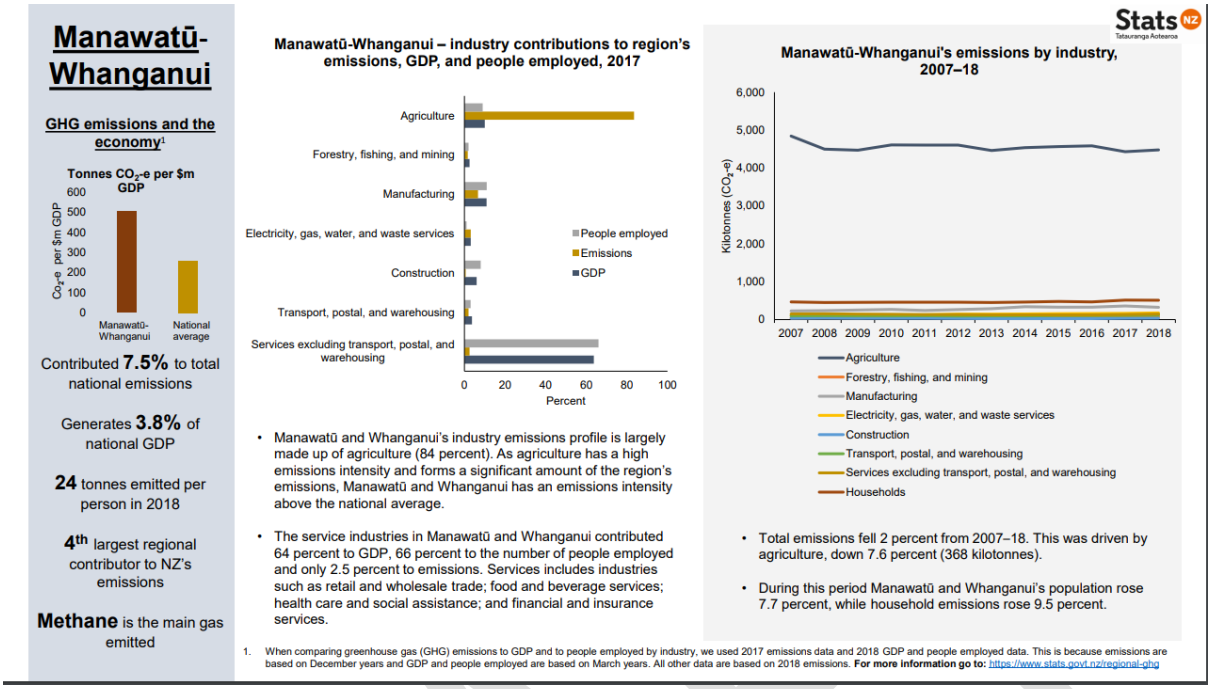


Figure 29: Manawatū-Whanganui Regional greenhouse gas emissions profile[74]

[74] Source: Statistics New Zealand

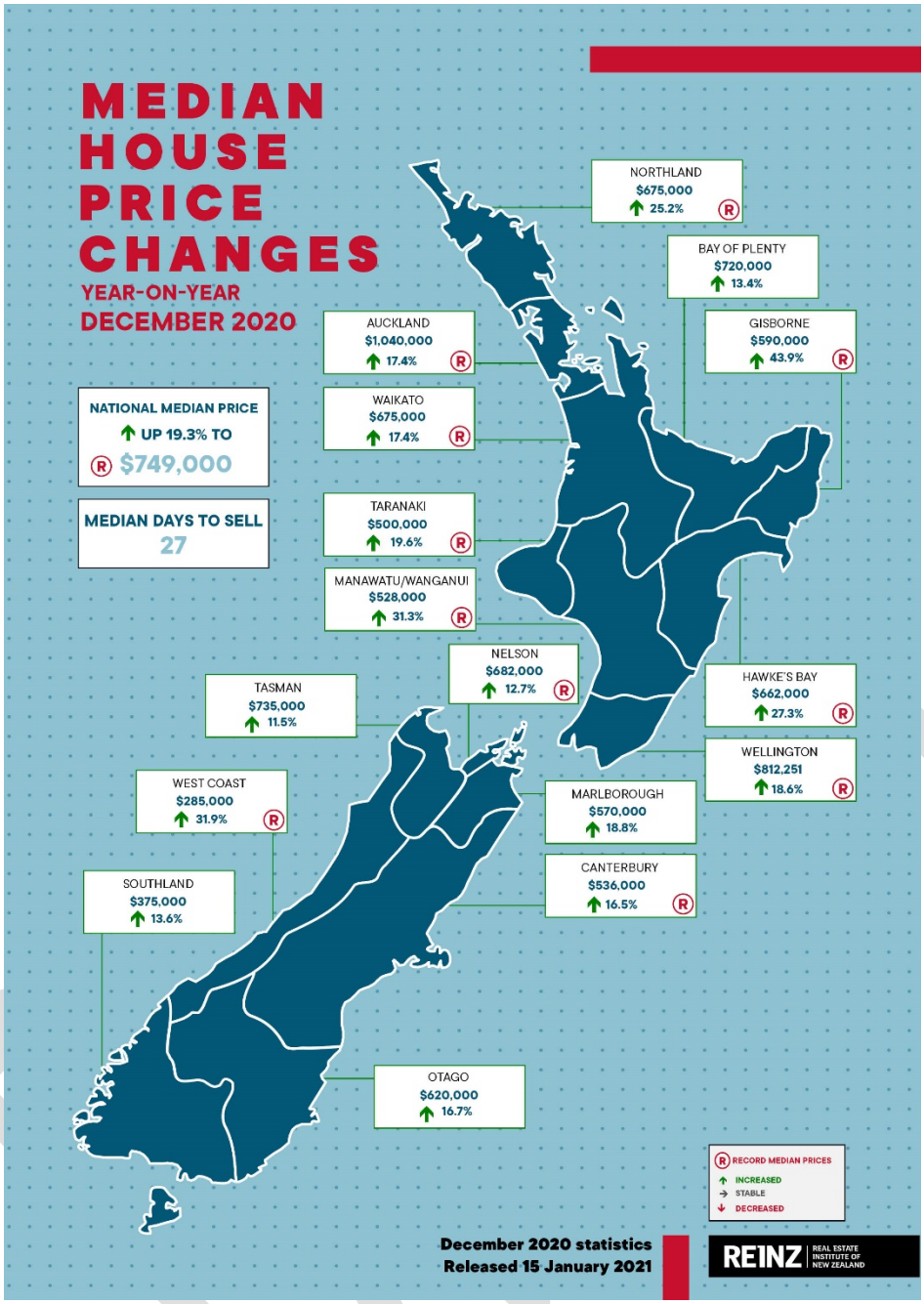


Figure 30: Real Estate Institute New Zealand: Median house price changes by region

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