

# Regional Land Transport Plan

2015 - 2025 (2018 REVIEW)



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# Introduction

## FROM THE CHAIR

As chair of the Horizons Regional Transport Committee, I am pleased to present to you the 2018 review of the Horizons Regional Land Transport Plan 2015-2025 (the Plan).

This review is a requirement under changes to the Land Transport Management Act 2003, introduced in 2013. Regional transport committees are required to develop a regional land transport plan, in consultation with their community and stakeholders every six years. These plans are required to be reviewed every three years. This Plan is the result of a three-yearly review of the 2015-25 Plan.

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 and 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, the New Zealand 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.

One of the priorities for the region is the planning and implementation of a cohesive and resilient transport network to, from and within the region. If this is well planned, efficient and strategically connected to our key population centres and freight and logistic hubs, it will allow for the smooth and efficient movement of freight and people in the region which will in turn assist in economic growth for the region. There are two key programmes underway that will contribute to achieving this. These are the Accelerate25 Economic Action Plan and Accessing Central New Zealand (ACNZ). Accelerate25 outlines the strategy for unlocking economic growth in the region through nine initiatives for investment and four key enablers. Leading on from Accelerate25, the ACNZ group are focusing on a number of connected strategic projects to

achieve the goal of a safe, resilient and cohesive transport network to, from and within the region. Growing the profile of ACNZ will in turn realise the goals of Accelerate25.

In addition a number of significant infrastructure projects have been identified across the region. Finding a viable alternative to the Manawatū Gorge is an immediate priority. In conjunction with this project is the building of the Regional Freight Ring Road and the upgrading of Ōtaki to north of Levin section of the Wellington Northern Corridor. All three projects will allow for easier 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 2015-2025, the draft GPS 2018, the 2010 Joint Transport Study, 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.

Activities identified in Part Two of the Plan seek to address these priorities in the near future.

On behalf of the Committee, I would like to thank all of those individuals and organisations that contributed to the preparation of this document. I look forward to working with you in delivering optimal land transport outcomes in the future.



Councillor Bruce Gordon

**CHAIR, HORIZONS REGIONAL TRANSPORT COMMITTEE**





# Part 1

FRONT END STRATEGIC DIRECTION  
AND CONTEXT



The Plan sets out the strategic direction for land transport in the Horizons Region over the next 10 years.

# Section 1

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CONTEXT OF THE REGIONAL LAND  
TRANSPORT PLAN

## 1.1 PURPOSE OF THE PLAN

The Horizons Regional Land Transport Plan (the Plan) sets out the strategic direction for land transport in the Manawatū-Whanganui (Horizons) Region over the next 10 years. It describes what our region is seeking to achieve in land transport in order to contribute to an effective, efficient and safe land transport system in the public interest as required under the Land Transport Management Act 2003 (LTMA). It also focuses on and enables economic growth as well as providing social benefits and environmental sustainability throughout the region.

The Plan also incorporates the programme of land transport activities the region wishes to prioritise for inclusion in the National Land Transport Programme (NLTP) for subsequent funding investment via the New Zealand Transport Agency (NZ Transport Agency). 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 6.

### How to use this Plan:

The following diagram shows how the three parts of the Plan work:

Purpose of the Plan	<b>Part 1:</b> Strategic Direction
Strategic Context	
Regional Issues	
Objectives	
Strategic Priorities	
Policies	
Funding	<b>Part 2:</b> (Programme of works derived from the Strategic Direction)
Regional Programme	
Inter-regional activities	<b>Part 3:</b> Inter-regional activities, Monitoring & Appendices
Monitoring	
Appendices and Legislative requirements	

**Part One** of this document sets out the strategic direction for the region. It identifies the key transport issues (problems) that face our regional land transport system over the next 30 years. Objectives (benefits) have been formulated in response to these issues and are the outcomes being sought for the transport network. Also in Part One are the strategic priorities for the region. The strategic priorities are the key areas of focus and will guide investment in the land transport network for the duration of the Plan. Below the strategic priorities are a suite of policies that outline how each strategic priority will be achieved.

**Part Two** identifies the key programmes that will deliver on the overarching strategic direction of the Plan. The detailed programmes and specific projects within Part Two link to the strategic direction and priorities of the Plan. Significant programmes are ranked according to their level of significance and alignment with the strategic direction of the Plan. The programmes have been formulated in collaboration with the region's territorial authorities and the NZ Transport Agency. They take a regional holistic view to seek an integrated land transport system as well as focussing on respective local issues.

**Part Three** incorporates the significant inter-regional activities, plan monitoring and appendices. The appendices include legislative requirements, statistical information, further information on key projects, and the significance policy that provides guidance on the threshold for a significant activity and consultation requirements.

## 1.2 THE GOVERNMENT POLICY STATEMENT ON LAND TRANSPORT FUNDING

The legal policy framework for all land transport activities in New Zealand is set by the Ministry of Transport, which is headed by its minister and supported by a group of Central Government organisations that have responsibility for land transport in New Zealand.

The key to shaping the Plan is the requirements set out in the Land Transport Management Act 2003 as well as the Government's objectives and priorities as expressed through the Government Policy Statement on Land Transport Funding 2015. The recently released draft Government Policy Statement 2018/19-2027/28 (GPS 2018) continues these key overarching themes. A date for the publishing of the final GPS 2018 is yet to be announced.

The National Government had a strong focus on driving improved performance from the land transport system and investing in new transport infrastructure. This is articulated primarily through the GPS. The GPS sets out the strategic direction for land transport in New Zealand and outlines the results the Government wishes to achieve from allocation of transport investment from the National Land Transport Fund (NLTF). This Plan must be consistent with the GPS.

The GPS 2018 draft engagement document was released in February 2017 and the National Government's strategic direction for land transport was to continue to pursue improved performance from the land transport system by focussing on three core priorities:

- Economic growth and productivity;
- Road safety; and
- Value for money.

The draft GPS 2018 also sets out national land transport objectives and the long term results the Government wishes to achieve under each objective. The objectives seek a land transport system that:

- Addresses current and future demand;
- Is reliable and resilient;
- Is a safe system, increasingly free from death and serious injury;
- Delivers the right infrastructure and services to the right level at the best cost;
- Provides appropriate transport choices; and
- Increasingly mitigates the effects of land transport on the environment.

Through the review of this Plan, it has been determined that the strategic direction and vision of this document is consistent with the operative 2015 GPS and draft GPS 2018.

### **New Government**

In October 2017 a new coalition government was formed between the Labour and New Zealand First parties. Correspondence from the new Minister of Transport has indicated that the draft GPS will be amended to reflect the coalition government's key areas of focus for Transport, with an updated draft to be circulated in the first half of 2018. The exact content of the amended draft GPS is unknown at the time of writing, however the Minister has highlighted the areas of Government focus and suggested Councils consider these when developing their Regional Land Transport Plans. The areas of focus are:

- Giving public transport greater priority in cities and expanding the public transport system to support new housing and inter-regional commuting;
- Increasing the use of rail to enable efficient passenger and freight use;
- Supporting regional development;
- Increasing support for active modes – walking and cycling;
- Delivering health, safety and environmental improvements;
- Reducing the environmental impact of transport;
- Mode neutrality in freight transport planning.

These areas of focus have been considered and weaved into this document.

By achieving the regional objectives set out in the Plan, the Horizons Region will contribute to achieving the transport priorities for the country driven by the GPS.

### **Long Term Strategic View**

In May 2017 the NZ Transport Agency released the first national Long Term Strategic View (LTSV) document, which is the first step towards a shared view of the transport system. This document has been developed partly in response to a number of queries and concerns that there is no nationally set long-term vision for the transport network. The intention is that this strategic view will allow the sector to work more effectively together to shape the future transport system. The document captures areas and pressure points of the network that are shaping the future network, including the key contributions that transport can make to New Zealand's economic and social well-being. These are:

1. A safer system;
2. An effective urban system;
3. Better connectivity;
4. A resilient system;
5. Key inter-regional journeys; and
6. Regional economic development areas.

The key opportunities and challenges identified for the Horizons Region and wider lower North Island in the LTSV are well captured and embedded within this RLTP.

## **1.3 REGIONAL AND LOCAL GOVERNMENT**

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).

The RTC is made up of representatives from Horizons Regional Council, the region's district and city councils, the NZ Transport Agency and advisory members representing transport interest groups. The preparation and delivery of this Regional Land Transport Plan (RLTP) on behalf of Horizons Regional Council is a key function of the RTC set out in the Land Transport Management Act 2003.

### **1.3.1 Passenger Transport Committee and Regional Public Transport Plan**

Horizons Regional Council is also responsible for the identification of essential public transport services and the provision of those services where necessary. This is primarily undertaken by Horizons' Passenger Transport Committee (PTC), which sits alongside the Regional Transport Committee.

The PTC's key document in the planning and implementation of the region's passenger transport services is the Regional Public Transport Plan 2015-25. This document sets out the framework for the provision and development of services and infrastructure integral to public transport in the region. The Regional Public Transport Plan is consistent with the RLTP for those matters that are covered in both plans.

### **1.3.2 Local Territorial Authority Asset Management Plans**

Asset 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 8 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.

### **1.3.3 Bringing it all together**

The review of the RLTP has focussed on ensuring the vision and strategic direction is aligned nationally, regionally and locally, which is vital for an effective, strategic, integrated regional land transport network and for unlocking future economic growth.



The Horizons Region has important transport connections to the rest of New Zealand due to its central location in the Lower North Island.

# Section 2

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SETTING THE SCENE

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 is home to around 5 percent<sup>1</sup> of New Zealand's population and accounts for around 4 percent of national GDP<sup>2</sup>. Recent economic growth analysis undertaken by ASB<sup>3</sup> (Regional Economic Scoreboard) shows the region to be sitting 5<sup>th</sup> in terms of economic growth at the June 2017 quarter. In October 2016, the region was sitting at 14<sup>th</sup>, which coincides with when Statistics NZ last released their GDP figures. In light of the recent information released in the ASB report, the region's GDP contribution is likely to be higher now given the high ranking for economic growth in the region in 2017.

Economic outcomes vary across the region and while it has not experienced the population and economic growth of some of the more densely populated 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 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. However, the hubbing concept is not limited to Palmerston North. Whanganui also has a growing hubbing centre based on the Heads Road Industrial Estate, and there is potential for future hubbing growth in the Horowhenua District once the Wellington Northern Corridor project, which is expected to extend from Wellington Airport to north of Levin, 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.

Statistical information on the region's population and economic performance is provided in Appendix 4.

## **2.1 REGIONAL ECONOMY AND ITS IMPACT ON TRANSPORT DEMAND**

The regional economy is largely based on the production of primary industries, and because of this, the region's economy is reliant on the land transport network in transporting product from its point of origin to its destination. Analysis undertaken by the Ministry of Business, Innovation and Employment shows that the manufacturing, agriculture and forestry industries contribute to a significant portion of the region's GDP (for a breakdown of this information, see Appendix 4). These industries rely heavily on transport networks. A large proportion of the region's primary product eventually makes its way out of the region for either export overseas or to be redistributed to other parts of New Zealand. Therefore, it is critical to the economy of the region that transport links are resilient and efficient (which includes a high level of connectivity).

## **2.2 ACCELERATE25 REGIONAL ECONOMIC ACTION PLAN**

In 2015, a government driven Regional Growth Study was undertaken to provide an in-depth look at the economic opportunities for the Horizons Region. This study recommended eight key opportunities and three enablers. The subsequent Action Plan (Accelerate25) derived from the Growth Study findings provides the practical application for realising these opportunities, unlocking new levels of prosperity and growing our regional economy out to 2025. Accelerate25's Manawatū-Whanganui Economic Action Plan (Action Plan) goes a step further and has a total of nine key opportunities and four enablers for realising economic growth in the region. The four enablers are:

- Growing Business;
- Skills and Talent;
- Distribution and Transport; and
- Digital Connectivity.

Distribution and Transport has been identified as a key enabler in unlocking potential economic growth and realising all nine opportunities in the Action Plan. Transport as an 'enabler' of unlocking economic prosperity has

<sup>1</sup> Regional Economic Activity Report, 2016, Ministry of Business, Innovation and Employment.

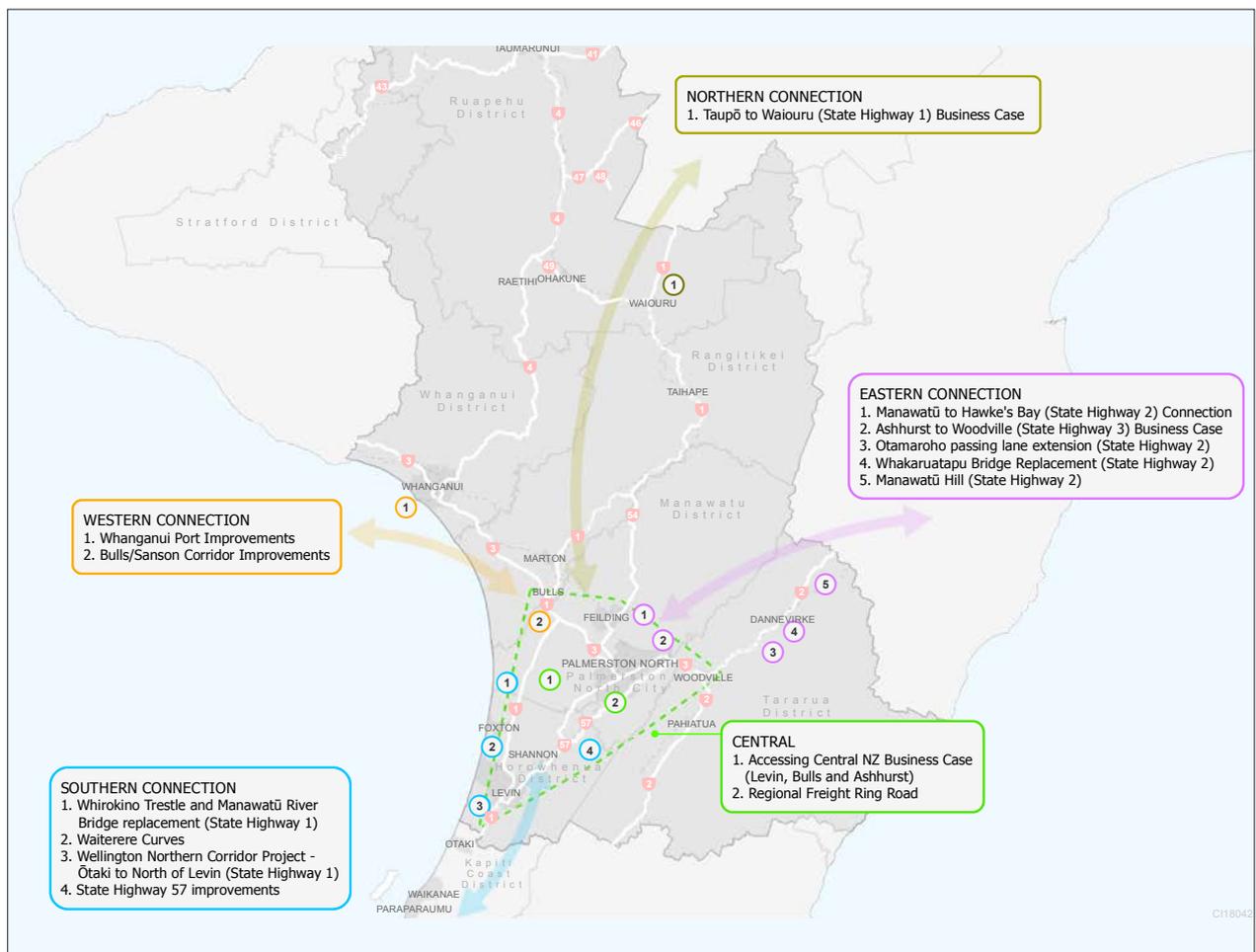
<sup>2</sup> Statistics New Zealand figures for 2016.

<sup>3</sup> The Main Report Group, Regional Economic Scoreboard, June 2017 quarter <https://www.asb.co.nz/documents/economic-research/regional-economic-scoreboard.html>.

huge potential to drive many of the work outcomes identified in the Action Plan as immediate, medium-term and future priorities for the region. A key focus of this is Accessing Central New Zealand (discussed below) and is very much at the forefront of our thinking in putting this document together. Having a unified approach to enabling economic growth will lead to improved social and cultural well-being. This approach is reflected in the objectives and policies included within this Plan. How it will be achieved is demonstrated in the six-year programme of works contained in Section 8 of this Plan.

### 2.3 ACCESSING CENTRAL NEW ZEALAND

As signalled in Accelerate25's Manawatū-Whanganui Economic Action Plan, its central location has seen the region develop as a key freight and distribution hub in New Zealand, which takes advantage of its strategic and centralised geographic location. Strategic planning to maximise this hubbing opportunity has been previously driven by the Joint Manawatū-Palmerston North Transport Strategy (JTS). The JTS was developed in 2010 in collaboration with Palmerston North City Council (PNCC), Manawatu District Council, Horizons Regional Council and the NZ Transport Agency in response to poor strategic alignment. The JTS identified a series of road improvements to give effect to an evidence-based strategic network hierarchy, connecting key transport nodes over the next 30 years. This strategic planning has been incorporated into the work stream being undertaken by Accessing Central New Zealand (ACNZ), which is a sub-group of the Regional Transport Committee. ACNZ 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 Figure 1 below.



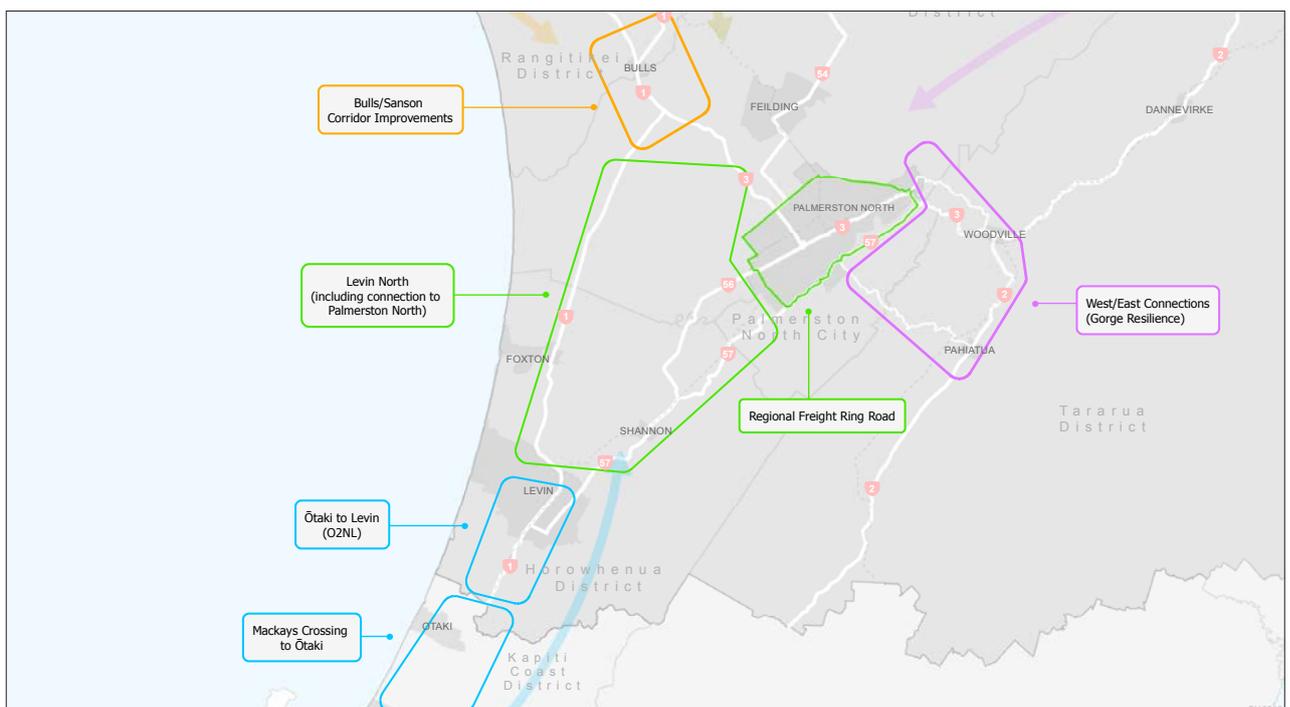
**FIGURE 1: ACCESSING CENTRAL NEW ZEALAND KEY PROJECTS.**

A key aspect of the JTS has been the development of a Regional Freight Ring Road, which is vital to unlocking the region's distribution and logistics potential and reducing large commercial traffic volumes on local roads. This along with other projects established out of the JTS have now been incorporated into a wider strategic case for transport investment through ACNZ as part of Accelerate25.

The exact Regional Freight Ring Road route is yet to be confirmed, however, it will fully encompass Palmerston North providing strong connections to the Ruapehu, Manawatū, Rangitikei and Whanganui Districts to the north, Tararua District to the east, and the Horowhenua District to the south, therefore connecting to the industries these districts harbour. The Regional Freight Ring Road also intends to provide fluid connectivity with State Highway 3 to the northwest (Taranaki), State Highway 1 to the south (Wellington) and State Highway 2 to the east (Hawke's Bay). To achieve the overarching vision, some of the project work will fall under the jurisdiction of PNCC as they are local roads, while state highway sections will be the responsibility of the NZ Transport Agency. Additional information on the JTS, including an indicative route for the Regional Freight Ring Road, is provided in Appendix 3 of this document. It is important to note that at the time of writing, the Manawatū Gorge had recently been closed and its new replacement route is yet to be confirmed. The location of the replacement route may result in some of the eastern sections of the Regional Freight Ring Road changing to ensure adequate connections to any future eastern inter-regional connection.

While the Regional Freight Ring Road is a key project to maximise the strategic central location and hubbing potential, delivery of the Ring Road alone does not achieve the vision of a well-connected network. There has now been a realisation that ACNZ needs to look beyond this. Access from south of Taupō, north of Ōtaki and from central Hawke's Bay through to the Stratford District is now being considered as part of the wider picture for transport connections to and from the region. This wider focus aligns well with the strategic priority that seeks to *Improve connectivity, resilience and the safety of strategic routes to and from key destinations linking north-south and east-west, while factoring in demographic changes and impacts on land use*. This strategic priority focusses on improved connectivity, resilience and safety of strategic routes to and from key destinations<sup>4</sup>. Efficient, 'whole of network' access to and from the wider area that provides good inter-modal freight opportunities is the higher aim of ACNZ.

Figure 2 demonstrates the key connection areas for the region that need to be planned for in unison and be well connected. More detail on work programmes associated with ACNZ is included in Appendix 2 of this document.



**FIGURE 2: ACCESSING CENTRAL NEW ZEALAND KEY NORTH-SOUTH AND EAST-WEST CONNECTIONS FOR THE HORIZONS REGION**

<sup>4</sup> For the purposes of this Plan, a key destination is defined as a destination which provides access to services such as employment, health, recreational, social, freight/distribution logistics and defence operations.

## 2.4 FREIGHT AND OTHER HEAVY VEHICLE OPERATIONS

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.

Recent examples of this growth are:

- The creation of an inland port at Longburn through a collaboration of the Ports of Auckland and Napier, and Halls Group. This inland port is within a wider industrial zone known as the Braeburn Industrial Area that is earmarked for future expansion; and
- Palmerston North City Council investigating a 126 hectare extension of the North-East Industrial Zone through its Sectional District Plan review process to accommodate expected growth in the zone.

Whanganui has also recently become an important freight distribution centre, providing the primary sector with good road and rail transport routes to markets. In addition, the Whanganui Port Revitalisation Project is an action identified in the Accelerate25 Action Plan as an immediate priority. The Whanganui Port Revitalisation Project will secure the use of this area as a coastal shipping location 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 and may also provide additional opportunities for passenger transport options by ferry.

The National Freight Demands Study 2014 (the Study) provides a snapshot of New Zealand's current freight task and a forecast of what it will look like over the next 30 years. The Study has estimated that the three most important destinations of freight from our region in 2042 will be Taranaki with an estimated 2.59 million tonnes of freight, Wellington with an estimated 1.81 m/tonnes of freight and Hawke's Bay with an estimated 1.02 m/tonnes of freight. The most important origins of freight for our region will be Auckland (2.40m/tonnes), Hawke's Bay (1.48m/tonnes) and Wellington 1.42 (m/tonnes). Auckland, Taranaki, Hawke's Bay and Wellington are therefore the key origins and destinations for freight entering and leaving the region. Well established connections will be key in moving freight efficiently and effectively into and out of the region during the lifetime of this Plan.

The Regional Growth Study and Central New Zealand Agribusiness Strategy investigated ways to unlock further growth over the next 30 years. Transport is a key enabler of growth and discussed below are some of the key sectors of the economy.

### **Agriculture**

The Central New Zealand Agribusiness Strategy investigated ways to increase the region's agribusiness exports from \$1.9 billion to \$3.8 billion by 2025. The region contains 18 per cent of all Class 1 soils and 14 per cent of all Class 2 soils in New Zealand. These are considered to be the most versatile soils for agriculture and horticulture, with Class 3 soils also being important for horticulture. There is potential for further growth around the use of these soils. Accordingly, agriculture (including: horticulture and fruit growing; sheep, beef and livestock farming; dairy farming; other farming services to agriculture; and hunting and trapping) is one of the region's most important enterprises. Farmland is used more intensively than in the past, which has led to increased dairy farming and more intensive livestock production. Within the region, Horowhenua and Ohakune are the two main fruit and vegetable growing hubs and they play an important role in supplying food for New Zealand, in particular Wellington. This intensification of the land will have long-term implications for the region's transport networks, with increasing numbers of heavy vehicles servicing these industries. Alternative transport options, such as use of air freight to move livestock, is an area that may need to be explored further as demand on transport networks increases.

### **Dairy and meat processing**

The dairy supply chain is complex, with varying degrees of movement throughout the region to processing plants both within and outside the region. Nationally, a large portion of dairy products are moved by rail. However, this is higher in our region due to the milk conveyed from the processing facilities at Oringi and Longburn to the Whareroa plant in Hawera. There is also a large counter-flow from Hawera to the Port of Napier, with finished product being sent for export from Napier.

There are a number of meat processing facilities in the region that contribute to it having the largest volume of stock movements in the country. About 44 per cent of meat is conveyed by rail around New Zealand as many meat processing plants have railway sidings. Most meat processed within the region that goes for export is transported to either the Ports of Tauranga or Napier. The revitalisation of the Whanganui Port may present a future opportunity and location for export of meat and dairy products.

### **FoodHQ**

Adding value to food exports through food innovation is a growing part of the regional economy and will be a key enabler of regional growth into the future. Key to this is the FoodHQ collaboration based at Massey University, which is also recognised as a key opportunity in the Accelerate25 Action Plan. Plans are in place to merge the current Massey University campus with the Fitzherbert Science Centre to create a 'one campus' feel. Changes may be required to the transport network around and through the campus in order to enable the full growth potential.

### **Forestry**

Forestry is likely to contribute more to the economy in the years between 2020 and 2030 as much of the region's forestry estate reaches its harvestable age. However, the timing of harvesting will generally be dictated by the commodity price at the time. There are large plantations of forest in the Rangitikei, Ruapehu and Whanganui districts, accounting for more than 75 per cent of the total land area planted with radiata pine in the region. Most of the logs will get transported via road, particularly local roads, but in some instances they will be transported by rail. Most logs are exported via the Ports of Napier, Taranaki and Wellington (CentrePort).

Time is critically important in freight distribution, and with all of these freight dependent industries in our region, efficient and effective transport networks are key in order to meet the demands of time critical transport.

### **Centralisation of Defence Force operations**

The Government has signalled the centralisation of defence forces in the country. This means that the Linton and Ohakea defence bases may increase in size. A recent study undertaken at Linton Military Camp assessed the key routes for their defence vehicles. The study analysed traffic flows into the Camp and the surrounding Linton Community (which includes housing areas and a number of other businesses such as NZ Pharmaceuticals, Spotless and the Manawatū Prison). The study logged a total of 75,992 vehicles entering Linton Military Camp per month and a total of 103,040 vehicles per month entering surrounding businesses and housing areas. This is a significant volume of traffic that would only increase if forces are centralised and the base becomes bigger. Resilient, efficient and safe roading connections to both Linton and Ohakea are therefore important and will become more important to meet demand as these bases become centralised. In addition to this are potential opportunities for the Ohakea Air Base to be utilised for live agricultural exports to relieve pressure on roading networks and other airports.

## **2.5 RAIL**

The Horizons Region has long advocated for better utilisation of existing rail infrastructure for the movement of freight to and from the region. The existing rail infrastructure could also be better utilised for the movement of people, particularly in the tourism market. The North Island Main Trunk line features prominently within our region with the central North Island north-south/east-west junction located in Marton. Over time the utilisation of this asset has declined, however, given the region's economic growth aspirations, in particular under the Accelerate25 banner, the resurgence of this transport mode is seen as vital to the success of Accessing Central New Zealand, and is therefore very much supported.

## 2.6 TOURISM

The regional tourism industry is largely reliant on the domestic tourism market with no international airports or seaports in the region. Most tourists will enter the region via the land transport network rather than by air or sea and as free independent travellers, rather than on organised tours. The region accounts for 4.3 per cent of tourism spend<sup>5</sup> within New Zealand. Recent information indicates a 7 per cent increase in tourism spend in the region in the three months ending September 2017<sup>6</sup>. There are multiple tourist destinations within the region, such as Ruapehu, Whanganui, Rangitikei and Palmerston North, catering for both domestic and international tourism. One of the key tourist destinations in the region is Palmerston North, accounting for about 40 per cent of all regional tourism spend. Due to its central location, having the second largest regional airport in the country and ease of access, it is a major domestic conference and sporting venue that accounts for a large amount of its domestic tourism visitors. The airport also provides a gateway for both domestic and international tourism to the Rangitikei, Whanganui and Ruapehu Districts. This contributes strongly to the tourism market in the region due to the presence of major recreational attractions such as the Tongariro and Whanganui National Parks. These attractions generally mean a greater proportion of international visitors to the Ruapehu and Whanganui Districts while also catering strongly to the domestic tourism market. The Rangitikei District is also emerging as a popular tourist destination as is the Manawatū District with the presence of the Country Road experience.

The Accelerate25 Economic Growth Study and subsequent Action Plan recognise opportunities to grow the region as a destination for adventure, nature, cultural and outdoor tourism experiences. Current tourism activity has been described as widely distributed, somewhat fragmented, and generally small scale in nature and performing at a lower level than it could be. Initial intervention as part of the Action Plan to unlock the tourism potential is primarily targeted in the Ruapehu and Whanganui Districts.

The Ruapehu and Whanganui Districts have two of the 'Great Rides', that make up part of the national cycleways network, 'Ngā Haerenga: The Timber Trail' and the 'Rivers 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 cycle. 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)
- Pureora Timber Trail Connection
- Te Araroa walkway

## 2.7 SOCIAL CONNECTIONS

The Horizons Region is home to around 5 per cent of the New Zealand population, with approximately 6 per cent of the country's over 65s residing here. In recent years, population growth has increased in the region, with all districts seeing an increase between 2015 and 2016. Statistics New Zealand's population growth projections indicate an expected overall 7 per cent increase in the region's population between 2013 and 2043 (medium growth scenario)<sup>7</sup>. This is conservative compared to the NZIER projections that estimate greater growth for the Horizons Region.

<sup>5</sup> Ministry of Business, Innovation and Employment.

<sup>6</sup> Information supplied by Palmerston North City Council's Economic Advisor and is based on Statistics New Zealand information.

<sup>7</sup> Statistics New Zealand, Sub-national population projections: 2013 (base)-2043.

A land transport network that recognises demographic changes and population growth is important for providing integrated, effective transport linkages that allow people to live, play and work in their communities.

All territorial authorities in the region are expected to see large increases in the proportion of the population aged 65 and over, and all will see average household sizes continue to decline. The transport needs of an ageing population will also have to be considered as many people over the age of 65 become transport disadvantaged and reliant on public transport (including small passenger services) and friends and family to meet their needs.

An increasing population will lead to pressures on the transport systems of the territorial authorities in the region, particularly with regard to commuter movements between and within them.

### **Urban Growth**

The current housing market in the Horizons Region is strong with the much publicised housing crisis in Auckland leading to a larger number of Aucklanders departing the city in search of more affordable housing. Furthermore, increased migration has led to a significant rise in demand for affordable housing and our region is very much a benefactor of this recent trend. Given the region's central location and the current transport projects such as the Wellington Northern Corridor, the Horizons Region is seen as a desired location for people to locate to. This trend is likely to continue for some time and it is therefore important that our planned urban growth areas are integrated with and well supported by investment into good transport infrastructure and mode types. This is no more apparent than with the opportunity presented with the closure of the Manawatū Gorge. It is vital that the new road to be constructed is done so in the wider context of existing and future urban and industrial growth areas. This is further elaborated on in this document. The point remains that while there is continued strong urban growth for the reasons mentioned above, investment into transport infrastructure must keep up with and support this demand to fully realise the opportunity it brings.



Regional issues are the identified pressures or problems that the region and the current regional land transport network are facing.

# Section 3

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REGIONAL ISSUES

Regional issues are the identified pressures or problems that the region and the current regional land transport network are facing. The issues tend to be multi-faceted and may take many years to resolve. Notwithstanding this, they must be addressed in the RLTP to enable the region to realise its desired outcomes and by addressing these issues, opportunities for growth will present themselves. Investment logic mapping exercises as part of the NZ Transport Agency business case approach have identified seven key issues for the region:

### 3.1 ISSUE 1: LAND USE PRESSURES

Recent development throughout the region has outpaced the planned strategic land transport network, resulting in a network that is no longer fit for purpose and does not function as effectively as intended.

The region, largely due its central location, is well served by a strategic network of road, rail and air links, with access to ports in neighbouring regions. In order to ensure that sustainable economic and social development of the region is supported, it is vital to ensure that this network continues to function well through timely and value for money investment, and to promote the region's increasingly important role as a centre for the distribution of freight in the North Island.

During the development of the RLTP 2015, concerns were raised that there is a mismatch of land use planning and transport planning between the public and private sectors. Given that planning of the land transport network goes hand in hand with private development, the concern is that the two sectors are not working as effectively or efficiently as possible in identifying areas for investment. Through this lack of coordinated planning, targeted investment has been difficult to secure and justify, resulting in investment that has not kept pace with the needs of recent development.

### 3.2 ISSUE 2: NETWORK EFFICIENCY

Access to and from other regions linking north-south and east-west are under pressure, becoming less predictable, resulting in inefficiencies which could restrict anticipated future growth in the freight distribution logistics chain. Pressures on the roading network are further compounded by an under-utilised rail network that lacks integration.

Given the strategic advantage of the region in the lower North Island, it is critical that the key linkages north-south and east-west, which are currently under pressure, operate efficiently. The key importance of each connection is explained below.

#### 3.2.1 Connections North

The part of State Highway 1 north between Waiouru and Taupō known as the Desert Road is increasingly important to the economy of the region and nation. Approximately 18 km of the Desert Road is within the Horizons Region with the remainder falling in the Waikato Region. Around one-quarter of all vehicle movements on this road are by heavy commercial vehicles and this is expected to increase over the life of the Plan. State Highway 1 north, provides the most direct link from this region to the Port of Tauranga, New Zealand's largest port in terms of cargo volume, as well as to the 'Golden Triangle' regions of Auckland, Bay of Plenty and Waikato that account for around half (45 percent) of New Zealand's freight movements and population. This route is often closed due to weather related events and work is ongoing to improve the resilience and safety of the highway given its importance to both the region and the country as a whole.

State Highway 4 also connects the Waikato and Horizons Regions. It plays an important role during times that State Highway 1 north is closed. That part of State Highway 4, known as the Paraparas, has traditionally been a narrow and windy stretch prone to intermittent closure due to slips. In recent years, works have been undertaken to improve its resilience to weather related events. The highway is also an important gateway to the Whanganui and Tongariro National Parks.

### 3.2.2 Connections South

Because of the region's proximity to the Wellington Region, access to and from it, particularly the important State Highway 1 south route, is crucial to the economic vitality of our region. The need for reliable and resilient access along State Highway 1 is heightened because of the lack of practicable alternative routes to and from the Wellington Region.

Safety and congestion issues on State Highway 1 south have long been of concern to the RTC. This was recognised when the Government announced the north of Levin to Wellington Airport corridor to be a Road of National Significance (now the Wellington Northern Corridor) in 2009. By upgrading the route to a mostly four-lane expressway it is hoped that access will improve to CentrePort (the Port of Wellington), Wellington CBD, Wellington Regional Hospital, and Wellington Airport. In doing so, this will relieve severe congestion on both the state highway and connecting local roads, improve safety, and improve journey time reliability.

The current route south as far as Ōtaki, has poor alignment and a number of narrow bridges. A large number of local roads and properties have access onto the highway (which contributes to its poor safety record) and these issues make it very difficult to upgrade the existing route to modern standards. Congestion, particularly around Ōtaki, has been a long standing issue.

The Wellington Northern Corridor project has been divided up into eight individual sections and the majority of the Ōtaki to north of Levin section is in the Horizons Region. At the time of writing this Plan, consultation on the preferred alignments for this section of the project is underway and construction is expected to commence in 2021 with completion in 2026. The McKays to Pekapeka Expressway is the first section of the Wellington Northern Corridor project to be completed and was opened in February 2017. The 18 km project delivers safer and shorter trips to and through the Kapiti Coast. The completed Wellington Northern Corridor project is expected to save 40 minutes of journey time between Wellington and Levin once all improvements are complete, and to have 30 per cent fewer serious crashes in the five years after the route is finished. Completion of the entire Wellington Northern Corridor is planned to be 2031.

### 3.2.3 Connections East

The Manawatū Gorge (State Highway 3) is the primary east-west connection for the Horizons and Hawke's Bay Regions and has a history of resilience issues with frequent and sometimes long closures due to slips. Currently the Manawatū Gorge is closed indefinitely, with no plans to re-open the existing route due to safety concerns. The NZ Transport Agency is fast-tracking the development of a long-term alternative route with the preferred corridor due to be determined in early 2018. It is critical for regional economic growth that the focus remains on the development of an alternative to the Manawatū Gorge as the principal east-west link between Manawatū and Hawke's Bay. Completion of a new route must ensure an improvement to the resilience and availability of the route as well as realising opportunities for connectivity to land use development, freight hubs and efficiency, and tourism. The current State Highway 3 alignment through Palmerston North City also needs to be reconsidered as part of this new route as part of the whole picture for improved connectivity north, south, east and west.

Having a reliable link to the neighbouring region of Hawke's Bay is crucial for economic development purposes. The Port of Napier is the most important export port directly accessible to the Horizons Region. Freight flows from the Hawke's Bay Region to the Horizons Region, of which a large proportion will come directly from the Port, are expected to increase from 0.68 million tonnes (2012) to 1.48 million tonnes in 2042<sup>8</sup>. Freight going in the reverse direction is also anticipated to increase. Therefore the links between the two regions needs to be secure for the passage of High Productivity Motor Vehicles (HPMV).

<sup>8</sup> National Freight Demand Study, Ministry of Transport, 2014.

**Definition:** High Productivity Motor Vehicles or HPMVs exceed a mass of 44,000 kg and/or the maximum length dimensions allowed for standard vehicles, but are no higher or wider than a standard vehicle. They operate on a route-specific permit issued by a Road Controlling Authority on roads and bridges that have been determined to be able to accommodate the additional mass/length.

The RTC has long advocated for, and will continue to advocate for, improvements to State Highway 2 that connects the Hawke's Bay and Horizons Regions. In recent years the Papatawa Realignment and Whakaruatapu Bridge replacement projects have been a high priority for the Committee and have improved the linkage to the Hawke's Bay. However it is recognised that the route does not have full HPMV capability and ensuring that it does is a priority.

The Saddle Road, which connects Ashhurst and Woodville, is currently the most used alternative east-west route with the closure of the Manawatū Gorge and carries approximately 60 per cent of the Gorge traffic. When the Manawatū Gorge was closed during 2011-12, the Saddle Road was shown to have an inadequate level of service for such a long period of time. The Saddle Road has since been upgraded to a standard capable of taking HPMV and ongoing extensive improvements are underway to improve its safety and resilience. It is imperative that the Saddle Road operates efficiently and safely to enable productivity to continue with minimal delay and not add undue cost to industry while the Manawatū Gorge alternative route is being decided and constructed.

The Pahiatua Track provides a strategic connection for the west to the south-east of the region and to the Wairarapa. It also serves as a secondary alternative route following the closure of the Manawatū Gorge carrying approximately 40 per cent of the Gorge traffic. With the permanent closure of the Manawatū Gorge, ensuring that the Track maintains its status as an alternative secondary route will be important, both while the alternative route is constructed and for the lifetime of this Plan. With this in mind, there may need to be some safety realignments and maintenance undertaken as there are a number of tight hairpin turns and the road is also used as a training route for cyclists. Widening the road width will increase the safety to all road users.

The Napier-Taihape Road is also being used increasingly as an alternative east-west link, and is emerging as a tourist and freight route. Investment into securing its importance as part of the strategic network must not be forgotten.

#### **3.2.4 Connections West**

Linkages to the neighbouring Taranaki Region are also crucial for economic development purposes. The key journey between Palmerston North and New Plymouth, connects a significant dairy production centre in Hawera to distribution centres in Palmerston North, and then to ports in Tauranga and Napier.

State Highway 3 to Taranaki has seen many recent safety improvements relative to other key linkages due to its prior outdated standards. However there are two projects in the Taranaki Region that the RTC has advocated for in order to provide a safer and more efficient journey between the regions, being the Normanby Overbridge realignment, which is now complete, and the Tangahoe Bridge replacement.

#### **3.2.5 Regional Rail Corridors**

It is generally agreed that rail for freight and passenger movements is under-utilised currently. Reliance on the region's roading network is putting pressure on the key journeys north, south, east and west of our 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. 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 is of vital economic importance to the north and south of the region. While much of the previous Government's focus was

on the roading network, there is potential to increase the volume of freight moved by rail during the lifetime of the Plan. 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 greater share of freight from commodities that are not time critical such as; forestry, pastoral agricultural and dairy will be a key output of this Plan.

The potential benefits of rail to assist in integrating land use development by ensuring there is multi-modal access remain unrealised. Palmerston North City Council sees great benefit in securing a rail spur into the growing North-East Industrial Zone in Palmerston North to provide relief to the road network similar to what was seen with the re-opening of the Castlecliff spur line in Whanganui.

### 3.3 ISSUE 3: ECONOMIC DEVELOPMENT, TOURISM AND GROWTH

Predicted population and economic growth in the central New Zealand sub-area associated with the growth in freight, tourism and people movements will impact on the functioning of the transport network.

The region's population was 222,672 at the 2013 Census, which was an increase of less than 1 per cent on the 2006 population. Following the 2013 Census, the region's population was expected to increase in the coming years. Current estimates from Statistics New Zealand (updated in 2016) estimate an annual increase of approximately 1.2-1.9 per cent for 2017 across all districts. The region's population is estimated to increase by 1.4 per cent in 2017. The Palmerston North–Manawatū sub-area has accounted for the majority of the region's recent population growth, however Statistics NZ estimates show the Horowhenua, Ruapehu, Manawatū and Whanganui District populations to increase by a greater percentage in 2017 than Palmerston North. Long-term population projections from Statistics NZ estimate the Horizons Region to be 247,600 by 2043<sup>9</sup> (medium growth scenario). By comparison, the NZIER projections show the region's population to be 296,032 by 2043. The NZIER projections are more favourable in terms of population growth and are more recent projections than those of Statistics NZ<sup>10</sup>. Regardless of which projections are used, it is clear that the region's population is expected to grow at a faster rate than initially predicted.

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 with up to 22,000 traffic movements per day into the city. The city is well situated for a number of satellite towns with short commute times ranging between 10-30 minutes. The likely effect of the population growth and commuting patterns is that there will be increased pressure on some of the key transport links throughout the region. A number of key arterial routes are experiencing congestion at peak times and this will need to be managed adequately into the future. Palmerston North's significant and growing freight distribution industry and the strategic network in and around the city will need to cater effectively for this now and into the future. However, of importance to this issue is ensuring that future growth of the North-East Industrial Zone is planned for via an efficient road and potentially a rail network that provides good access locally to Palmerston North, and regionally to the rest of the North Island.

Increased tourism puts additional pressure on road infrastructure. Tourism creates demand for different quality roads, for example tourist needs are different from those of freight operators. In addition to the state highways, a number of local roads have been identified as strategically important to the region, including alternative routes for east-west and north-south links for tourism purposes. Most of these routes have low volumes of traffic. However, they become important in the event of road closure or for tourist access and therefore need to be safe and provide an adequate level of service when necessary. Many of these routes have had safety and level of service issues that have only recently been resolved. These routes will need to be maintained during the lifetime of this Plan.

<sup>9</sup> Source: Statistics NZ.

<sup>10</sup> See Appendix 4 for tables.

The Whanganui River Road has also been identified as a potential tourism route between the Whanganui and Ruapehu Districts. It now forms part of the Mountains to Sea – Ngā Ara Tūhono Cycle Trail, one of the Great Rides of the New Zealand Cycle Trail routes, with the section between Pipiriki and Upokongaro utilising the Whanganui River Road. In addition, the Whanganui River Road is expected to become an important route for religious pilgrimage to Jerusalem, which will create extra pressure on the current roading network.

State Highway 43 (the Forgotten Highway) is a known tourist route crossing between the Horizons and Taranaki Regions. Currently, a 12 km section of this route is unsealed, which creates resilience and safety issues for road users, thereby negatively impacting tourism growth in this area. Recently a joint statement from Taranaki and Horizons Regional Councils, as well as the district councils, was submitted to the Minister of Transport requesting the road be upgraded to facilitate tourism growth along this route<sup>11</sup>.

Future growth in the agriculture and horticulture sectors will play a role in economic development for the region. Growth in this sector may result in additional pressure on the transport network and will need to be managed into the future.

### 3.4 ISSUE 4: ROAD SAFETY

Parts of the current transport system, including poor user behaviour are failing to achieve a safe road system resulting in high personal risk and death and serious injuries on our roads.

Safety should be at the core of the regional transport system. Road crashes have a huge social and economic cost to the region. The estimated value of each life lost in a road fatality in the region is \$4.61 million<sup>12</sup>.

Since 2013, the number of road fatalities across New Zealand has continued to increase with the toll for the 2017 year totalling 380, compared to 253 in 2013<sup>13</sup>. In the Horizons Region, road deaths have fluctuated with 15 deaths in 2013, 34 deaths in 2014, 28 deaths in 2015 and 16 deaths in 2016. The 2017 year saw a significant increase in road deaths with a total of 32 for the region. Reducing the number of deaths and seeing a downward trend over the lifetime of this Plan is therefore a key focus.

The National Road Safety Strategy, Safer Journeys 2020 (the Strategy), guides improvements in road safety over the period 2010-2020. Its aim is to create a safe road system increasingly free of death and injury. To do so, the Strategy describes using a Safe Systems approach that works across all elements of the road system: roads, speeds, vehicles and users.

The Strategy identifies 13 areas where current performance needs to be strengthened and ranks them into areas of high concern, medium concern, and continued and emerging focus. Coupled with this national focus is the Communities at Risk register that identifies communities with a significantly higher than average risk of crashes involving certain casualty factors. The Communities at Risk register and Safer Journeys will guide investment in road safety until at least 2020.

### 3.5 ISSUE 5: LOCAL ROADS AND FREIGHT

Different industry and land use pressures predicted for the districts (including forestry harvesting, produce and defence operations), has resulted in increases and changes in the type and size of vehicles using the network. This has increased the deterioration of the local road network and the creation of pinch points due to conflicting vehicles types.

<sup>11</sup> A copy of this statement is provided in Appendix 5.

<sup>12</sup> Social cost of road crashes and injuries 2013 update report, Ministry of Transport, November 2013.

<sup>13</sup> NZ Transport Agency, road death toll: <http://www.transport.govt.nz/research/road-deaths/#5>.

The protection of, and investment into, identified heavy freight routes is required to stimulate investment for the private sector as this provides long-term certainty for the sector. Improving this situation will give the private sector more confidence in the resilience and efficiency of the region's transport network and encourage increased investment in the region.

The One Network Road Classification<sup>14</sup> will also assist in ensuring more efficient freight movements as roads across the region, and nationally, will provide a level of service based upon the function they perform. For example a road classified as a National (high volume) road (the highest classification) should always be available, or rapidly restored in the event of disruption.

Rural roading networks are critical to the region's economic success, providing access to farming and forestry areas and service centres. The seven territorial authorities that manage these roads face increasing challenges to maintain networks that are appropriate for the heavy vehicles needing to use them to transport primary products, as well as catering for residential access. Often these territorial authorities have a small rating base and a significant length of road network to maintain. Even with population growth for some districts the cost of maintaining the roading assets is spread across a small number of ratepayers with the percentage of those on fixed incomes increasing as the population ages. These districts also face increasing costs associated with the maintenance of routes that have a more strategic inter-district role.

The local roads often provide the important 'first and last' kilometre of the journey from the producer of goods to the market. The maintenance of current levels of service is the number one priority for the future investment of the land transport network in the region for the next 10 years.

The region has over 128,000 hectares<sup>15</sup> of exotic tree plantations intended for harvest. Pavement renewal (road resurfacing) and who will pay for this, will be an issue for the Whanganui, Rangitikei and Ruapehu Districts due to the amount of forestry logging expected to occur in the period 2020 to 2030. In the Whanganui District it is anticipated that 7.9 million tonnes of forestry will be harvested during this period. Bespoke funding from the NZ Transport Agency to deal with 'transport shocks' such as forestry would provide much needed support to those districts facing these challenges.

Increases in tourist traffic may also exacerbate rural roading issues, particularly in the Ruapehu district. The district has a high influx of winter tourists, as well as users of popular cycle routes during summer months. Tourists unfamiliar with the region's roads, and large logging trucks sharing the same, often narrow and winding, roads may cause conflict. Therefore maintaining these roads to an appropriate and safe level of service will be critical during the lifetime of the Plan.

### 3.6 ISSUE 6: ENVIRONMENTAL

Increases in vehicle volumes, and construction work associated with the maintenance and development of new roads can potentially result in negative environmental impacts, such as increased carbon emissions, use of natural resources, and erosion and sediment discharge effects.

The transport system is a significant contributor to greenhouse gas emissions. In 2015, 40.5 per cent of gross greenhouse gas emissions were from the energy sector, which includes road transport emissions<sup>16</sup>. Between 1990 and 2014 emissions from the energy sector increased by 36.7 per cent and most of this increase came from road transport and manufacturing using fossil fuels. Between 2014 and 2015 emissions from this sector increased by 0.6 per cent, which was primarily due to emissions from road transport which increased by 3.6 per cent from 2014<sup>17</sup>. Given the impact road transport has on greenhouse gas emissions, an increase in the use of alternative and energy efficient transport modes is an important tool to combat transport emissions.

<sup>14</sup> The One Network Road Classification is a classification system that divides New Zealand's roads into six categories based how busy they are, whether they connect to important destinations, or are the only route: <https://nzta.govt.nz/roads-and-rail/road-efficiency-group/onrc/>.

<sup>15</sup> National Freight Demands Study 2014, Ministry of Transport.

<sup>16</sup> Ministry for the Environment, New Zealand's Greenhouse Gas Inventory 1990-2015, snapshot, May 2017.

<sup>17</sup> Ministry for the Environment, New Zealand's Greenhouse Gas Inventory 1990-2015, snapshot, May 2017.

The priorities of the previous government has meant an increased focus on reliance on roads and the private vehicle, which may have impacted on the environment through increased reliance on fossil fuels.

Promoting energy efficiency, particularly via alternative modes of transport such as walking and cycling, public transport networks and use of low carbon emission vehicles, is a key contributor to mitigating the adverse environmental effects from the land transport system. This is a key focus of the new government and as such has formed part of this Plan.

Promoting alternative fuels is also a small, yet growing, contributor to lessening emissions. Fuel/electric hybrid vehicles are now common place on the roads. In May 2016 the Government announced its Electric Vehicles Programme that aims to increase the uptake of electric vehicles in New Zealand. Fully electric and plug-in hybrid vehicles emerging as a newer form of technology are likely to continue during the lifetime of this Plan.

There are a number of other negative effects that the transport system produces. These can be immediate local effects, including contaminants such as those from vehicle tyres, brake pads, oil and grease, and the wear of bitumen from road surfaces, which can all end up in the region's air, water and land. Large construction projects can also lead to adverse environmental effects as they often require significant amounts of natural resources and materials. Additionally, runoff from earthworks associated with projects can end up in waterways, and dust can become airborne if not mitigated effectively.

### 3.7 ISSUE 7: RESILIENCE

Access into and from key destinations are vulnerable to a range of potential events which can result in severe disruptions to certain parts of the land transport network.

Resilience can be determined in terms of how well the network can withstand short and long-term interruptions. When the transport network is disrupted, it has flow-on effects for users and those who benefit from the transportation system. The region is prone to a variety of emergency events such as floods, slips, high winds and earthquakes. There is also the very real threat of volcanic activity from the Central Plateau and Mt Taranaki.

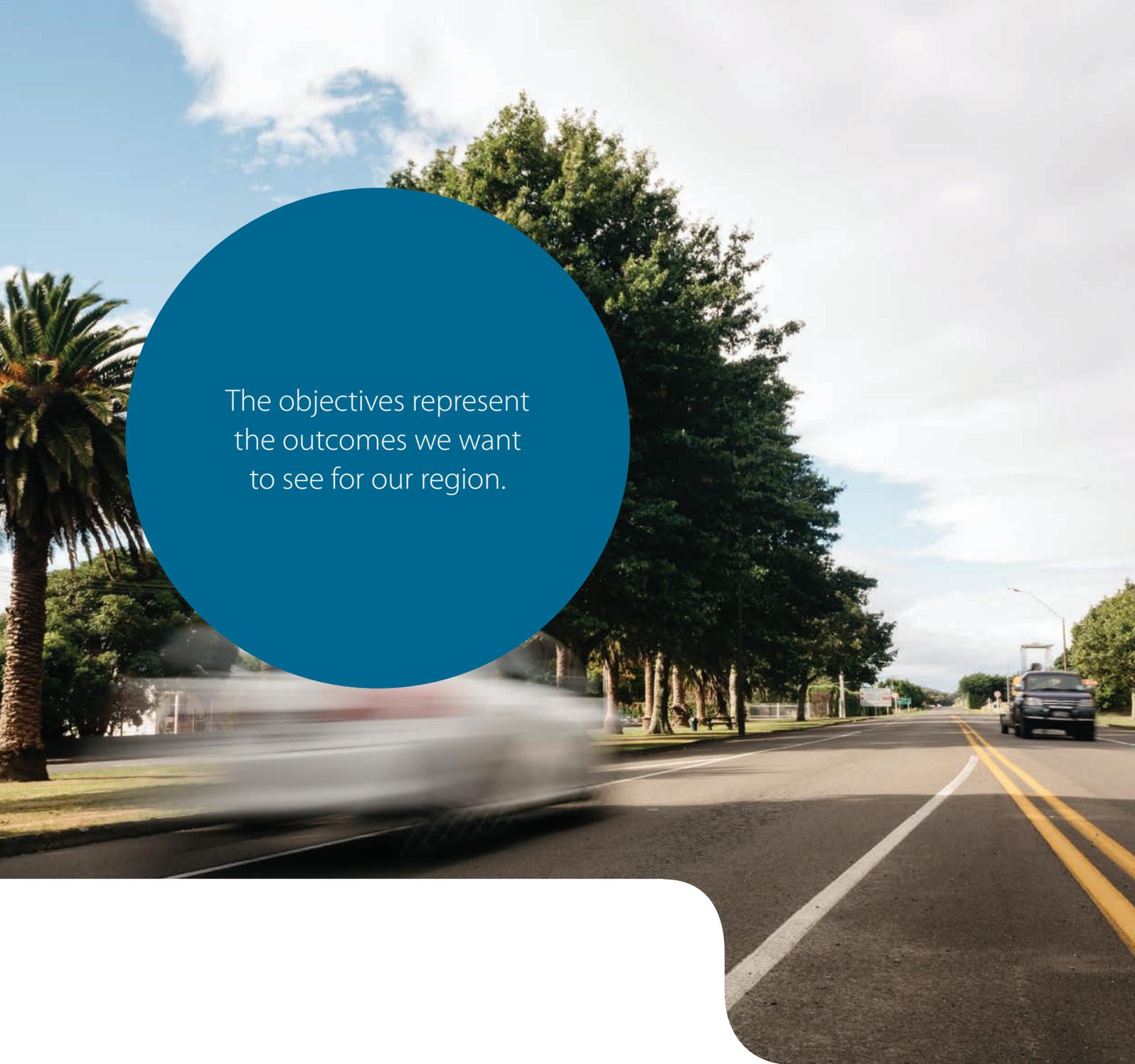
The need for reliable access south to Wellington via State Highway 1 is heightened because of the lack of practicable alternative routes. The network south of Levin is physically constrained and subject to resilience issues resulting in significant disruption in the event of closure caused by storm events, slips, flooding and crashes.

Furthermore, the November 2016 Kaikoura earthquake has had significant structural and financial impacts on Wellington's CentrePort operations and facilities. While not one of New Zealand's largest ports, CentrePort's freight task is growing with connections to inland hubs including Palmerston North and Whanganui. It is therefore important to maintain and enhance access to the Wellington port, being a key freight destination.

Looking to the longer term, 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 resilience of the land transport system to high impact but low probability events will also be important for continuous functioning of key strategic routes.

There are a number of vulnerable sections of the regional network that will become subject to increasing pressure over the coming years if traffic growth occurs as expected. Of particular importance is the role of freight and its predicted growth.

One of the most vulnerable sections in the region is the Manawatū Gorge (State Highway 3), which has been closed indefinitely due to a large slip in 2017 and ongoing safety concerns. A long-term replacement route is being investigated with a decision on the preferred option due in early 2018. The provision of a reliable and efficient eastern connection is important to the region economically as the Manawatū Gorge was the most direct link to the Port of Napier, the most important export port providing direct access to the region.



The objectives represent  
the outcomes we want  
to see for our region.

# Section 4

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OBJECTIVES

The Land Transport Management Act requires that the Plan set out the region's land transport objectives, policies and measures for at least 10 years. The purpose of the objectives is to identify how the seven issues, identified in Section 3 of this Plan will be addressed. Accordingly, six objectives have been developed that address the issues and reflect the strategic priorities identified in Section 5 of this Plan.

In line with the language used in the investment logic mapping exercises, we consider these objectives to be 'benefits', or put another way, if we solve the transport problems in our region, we will realise these benefits.

The identified objectives contribute to the purpose of the LTMA (contributing to an effective, efficient and safe land transport system in the public interest) and are consistent with the Government Policy Statement on Land Transport Funding. These six objectives are as follows:

- 1. An optimised road, rail and public transport network that provides efficient, reliable access and movement for people and freight to and from key destinations, within and outside the region.**
- 2. Maximise the strategic advantage of central New Zealand through efficient and well-serviced hubbing and freight distribution activities, including better utilisation of rail corridors.**
- 3. A safe land transport system increasingly free of death and serious injury.**
- 4. A reliable multi-modal transport system with less modal conflict, including walking and cycling, that mitigates potential environmental effects and improves environmental outcomes.**
- 5. A resilient transport network with secure inter- and intra-regional routes that can perform following an unplanned event.**
- 6. A transport system that provides for the increase in low carbon emission vehicles and other practices to reduce carbon emissions and environmental effects associated with transport.**

Table 1 on the following page provides detail on each of the issues and how they are addressed by the six objectives.

OBJECTIVES		An optimised road, rail and public transport network that provides efficient, reliable access and movement for people and freight to and from key destinations, within and outside the region.	Maximise the strategic advantage of central New Zealand through efficient and well-serviced hubbing and freight distribution activities, including better utilisation of rail corridors.	A safe land transport system increasingly free of death and serious injury.	A reliable multi-modal transport system with less modal conflict, including walking and cycling, that mitigates potential environmental effects and improves environmental outcomes.	A resilient transport network with secure inter- and intra-regional routes that can perform following an unplanned event.	A transport system that provides for the increase in low carbon emission vehicles and other practices to reduce carbon emissions and environmental effects associated with transport.
THE REGIONAL ISSUES THAT WILL BE ADDRESSED BY EACH OBJECTIVE	Resilience	Access into and from key destinations are vulnerable to a range of potential events which can result in severe disruptions to certain parts of the land transport network.	√	√	√	√	
	Environmental	Increases in vehicle volumes, and construction work associated with the maintenance and development of new roads can potentially result in negative environmental impacts, such as increased carbon emissions, use of natural resources, and erosion and sediment discharge effects.				√	√
	Local Roads and Freight	Different industry and land use pressures predicted for the districts (including forestry harvesting, produce and defence operations), has resulted in increases and changes in the type and size of vehicles using the network. This has increased the deterioration of the local road network and the creation of pinch points due to conflicting vehicles types.	√	√	√	√	√
	Road Safety	Parts of the current transport system, including poor user behaviour are failing to achieve a safe road system resulting in high personal risk and death and serious injury on our roads.	√		√	√	√
	Economic Development, Tourism and Growth	Predicted population and economic growth in the central New Zealand sub-area associated with the growth in freight, tourism and people movements will impact on the functioning of the transport network.	√	√	√	√	√
	Network Efficiency	Access to and from other regions linking north-south and east-west are under pressure, becoming less predictable, resulting in inefficiencies which could restrict anticipated future growth in the freight distribution logistics chain. Pressures on the road network are further compounded by an under-utilised rail network that lacks integration.	√	√	√	√	√
	Land Use Pressures	Recent development throughout the region has outpaced the planned strategic land transport network, resulting in a network that is no longer fit for purpose and does not function as effectively as intended.	√	√	√		√

TABLE 1: SHOWING THE OBJECTIVES AND REGIONAL ISSUES THEY ADDRESS.



Along with objectives, the Plan also identifies five strategic priorities that will be the focus of the future work programme to achieve the objectives and address the issues.

# Section 5

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STRATEGIC PRIORITIES

Along with objectives, the Plan also identifies five strategic priorities that will be the focus of the future work programme to achieve the objectives (benefits) and address the issues (problems). The strategic priorities will guide investment in the land transport network for the duration of the Plan. The strategic priorities link back to the objectives so there is a strong connection between the 'strategy' component of the Plan and the 'operative' or work programme part of the Plan. Projects addressing the strategic priorities will be given a higher ranking than those that do not. Furthermore, each project identified in the programme component is required by the LTMA to address either an objective or policy of the Plan.

All strategic priorities are considered to be of equal importance and as such, the RTC has chosen not to rank the priorities.

In establishing the priorities the RTC has considered:

- National priorities – the purpose of the LTMA, the operative GPS 2015, the draft GPS 2018 and the new Coalition Government's indicative priorities;
- Existing regional strategic priorities – the operative RLTP;
- The issues and objectives identified in the Plan; and
- Accelerate25 and Action Plan outcomes.

## 5.1 EFFECTIVE AND EFFICIENT ROAD MAINTENANCE AND DELIVERY

Effective and efficient road maintenance and delivery has been identified as a strategic priority because the condition of our current roading network plays an important role in how safely and efficiently people and freight move around and through the region. Funding constraints throughout the land transport sector mean that all road controlling authorities are under increasing pressure to ensure that the roading asset provided meets the communities needs and expectations.

The region has many bridges, most of which were built over 50 years ago. As a result of the deteriorating condition of the bridges, many of them are due for renewal in the 2018-2025 period of the Plan. Some of these bridge replacement projects have been included in the programme component of the Plan (Part Two). In addition expected forest harvesting in some areas of the region will require levels of service to be maintained or in some cases, improved, to meet the needs of this activity as well as existing road use. Additional funding mechanisms for 'transport shocks' associated with activities such as forestry would assist territorial authorities in ensuring the level of service required is maintained. Further investigation and discussion with the NZ Transport Agency is needed to explore the possibility of such support. Increases in road deaths have been observed in the region and roading standards can be a contributing factor in road crashes.

	<b>This strategic priority will deliver on the following objectives:</b>
An optimised road, rail and public transport network that provides efficient, reliable access and movement for people and freight to and from key destinations, within and outside the region.	√
Maximise the strategic advantage of central New Zealand through efficient and well-serviced hubbing and freight distribution activities, including better utilisation of rail corridors.	√
A safe land transport system increasingly free of death and serious injury.	√
A resilient transport network with secure inter- and intra-regional routes that can perform following an unplanned event.	√

Key programmes to achieve and realise this potential:

- Delivery of One Network Road Classification (ONRC); and
- Improved procurement processes by territorial authorities

**Case Study:  
ONRC and the Road Efficiency Group**

In 2011, the Government established the Road Maintenance Taskforce to identify opportunities to increase the effectiveness of road maintenance. One of the Taskforce’s main recommendations was that road controlling authorities should take a ‘one network’ approach to asset management. Collaboration between authorities should be encouraged and, in some cases, joint management of the network will provide significant opportunities for improving efficiency.

Out of this Taskforce, the Road Efficiency Group (REG) was formed in 2012, which is made up of representatives from territorial authorities and the NZ Transport Agency. The REG was established in order to drive value for money and improve performance in maintenance, operations and renewals throughout the country, in response to a perception that there were varying degrees of output throughout New Zealand. One of the main outcomes of the REG was the formation of the One Network Roding Classification (ONRC) to address and implement efficiencies in the delivery of road maintenance. This involves the categorising of roads based on the functions they perform as part of an integrated national roading network and catering for predicted growth trends. It is hoped that this classification will help territorial authorities plan, invest in, maintain and operate the road network in a strategic, consistent and affordable way throughout New Zealand. From the 2015-18 NLTP, the NZ Transport Agency and all territorial authorities will begin implementing the ONRC.

**5.2 IMPROVE CONNECTIVITY, RESILIENCE AND THE SAFETY OF STRATEGIC ROUTES TO AND FROM KEY DESTINATIONS LINKING NORTH-SOUTH AND EAST-WEST, WHILE FACTORING IN DEMOGRAPHIC CHANGES AND IMPACTS ON LAND USE**

Given the strategic advantage of the region due to its location in the central lower North Island, it is critical that the key linkages north-south and east-west operate efficiently. Some routes are under pressure, which adversely affects the ability for freight and people to move around and through the region. In addition, consideration needs to be given to the role rail can play to provide continued connections when primary routes are closed. For example, there is an opportunity to explore whether a rail connection through the Manawatū Gorge can provide an alternative east-west link while the alternative road route is being developed. There are a number of programmes underway within the region that will improve the connectivity, resilience and safety of these strategic routes, however careful planning is required to ensure this strategic priority is achieved.

	<b>This strategic priority will deliver on the following objectives:</b>
An optimised road, rail and public transport network that provides efficient, reliable access and movement for people and freight to and from key destinations, within and outside the region.	√
Maximise the strategic advantage of central New Zealand through efficient and well-serviced hubbing and freight distribution activities, including better utilisation of rail corridors.	√
A safe land transport system increasingly free of death and serious injury.	√
A resilient transport network with secure inter- and intra-regional routes that can perform following an unplanned event.	√

Key programmes to achieve and realise this potential:

- Accessing Central New Zealand;
- Regional Freight Ring Road;
- Manawatū Gorge alternative and connections east (including Pahiatua Track and Saddle Road);
- Wellington Northern Corridor;
- State Highway 1 north and south, including business case development for improvements to the Desert Road, replacing the Whirokino Bridge and improvements to the Waiterere curves;
- State Highway 43 (Forgotten Highway) upgrades (including sealing) to improve the level of service;
- State Highway 57 improvements;
- Napier-Taihape Road;
- Accelerate25: Whanganui Port revitalisation;
- HPMV upgrades and bridge replacements;
- Transport 'life lines' resiliency;
- Integrated road and rail networks (including rail heads); and
- Integrated connections with airports.

### **Case Study 1: Manawatū Gorge Alternative Route**

With the closure of the Manawatū Gorge after the slip event on 24th April 2017, the NZ Transport Agency is fast tracking the construction of an alternative route, as the current Saddle Road and Pahiatua Track are not equipped to manage west/east traffic volumes for an extended period of time. This fast tracked process is vitally important as four key problems have emerged with this closure, being: 1) loss of resilience and a lifelines connection between the west and east parts of the region; 2) increased financial burden on Woodville businesses from the loss of revenue; 3) increased economic burden to the region through increased travel times and freight haulage costs; and 4) increased disruption and nuisance effects to Ashhurst residents as a result of more traffic on the Saddle Road. These key problems, amongst others, are why the reestablishment of an efficient transport link is vital to the ongoing prosperity of the region making this the single most important transport project in the next 3-10 years.

With these problems comes the opportunity of greater connectedness with the region's existing (and future) transport corridors and infrastructure, as well as existing and future industrial and residential land use areas. At the time of writing, the process for selecting the preferred option is being worked through. Whichever option is selected, there must be an ongoing commitment to invest in the supporting infrastructure to maximise the benefits, particularly around connectedness that this new road corridor will bring. This has been and will continue to be a key focus area of this Regional Land Transport Plan.

However, in the short term, consideration needs to be given to the role rail can play to provide an alternative east-west link while the Manawatū Gorge alternative route is being developed and constructed. This would provide additional resilience and capacity, particularly when the Saddle Road and Pahiatua Track are closed or operating at a reduced capacity.

### **Case Study 2: Accelerate25 – ‘Transport as an Enabler’ and Accessing Central New Zealand**

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. These are:

Immediate priorities:

- Whanganui River Marine Precinct and Port Area Revitalisation project;
- Regional Freight Ring Road;
- Rail tourism;
- Manawatū Gorge alternative and associated connectivity to west, south and northern links; and
- Wellington Northern Corridor – specifically the construction of the Ōtaki to north of Levin section and planning for longer-term links to Palmerston North and further north.

Medium-term priorities:

- Provide for the transport needs of visitors and tourists to the Tongariro and Whanganui areas and clients of the applied ‘Quality Care and Lifestyle for Older People’ model;
- Study of airfreight volumes for the area; and
- Transport hubbing.

The Accelerate25 Action Plan identifies Palmerston North as a major intersection requiring more investment in streamlined transport movement, both rail and road networks. A key project vital to unlocking the region’s distribution and logistics potential and reducing large commercial traffic volumes on local roads is through the Regional Freight Ring Road project. Work focused on progressing the actions of the Ring Road has now been incorporated into a wider strategic case for transport investment called Accessing Central New Zealand (ACNZ). A more thorough outline of ACNZ is included in Appendix 2.

### **Case Study 3: Wellington Northern Corridor Improvement Project (Horowhenua District)**

The Wellington Northern Corridor project extending through the Horowhenua District will provide opportunities for economic growth and attracting new investment. The project is divided into eight key projects between Wellington and Levin, which will address major safety and alignment issues in order to improve safety and travel time variability on State Highway 1. The completion of the project is still a number of years away, with a current construction start date of 2021 for the Ōtaki to north of Levin section. Integrating this with roading connections through to Bulls and Palmerston North will be a key focus of this Plan.

State Highway 1 is a key strategic journey between the Horizons and Wellington Regions, and the benefits derived from these network improvements will be realised not only in the Horowhenua District but the wider regional and national transport network, including freight distribution.

## **5.3 AN APPROPRIATE NETWORK OF TOURISM ROUTES**

This is a priority as it encourages visitors to the region and therefore provides economic development opportunities. Encouraging their movement through a network of clearly defined and visible tourist routes is therefore important. International tourism is particularly important for the Whanganui and Ruapehu Districts, with domestic tourism being more important to Palmerston North.

The numbers of tourists in the region are expected to grow in the coming years so providing an appropriate network of tourism routes, which includes regular long distance passenger rail services, is important in fostering economic growth in some of the region’s smaller communities that rely on tourists.

	<b>This strategic priority will deliver on the following objectives:</b>
An optimised road, rail and public transport network that provides efficient, reliable access and movement for people and freight to and from key destinations, within and outside the region.	√
A safe land transport system increasingly free of death and serious injury.	√
A reliable multi-modal transport system with less modal conflict, including walking and cycling, that mitigates potential environmental effects and improves environmental outcomes.	√

Key programmes to achieve and realise this potential:

- State Highway 43 (Forgotten Highway) – 12 km section to be sealed and upgraded;
- Transport linkages to the east and development of a Manawatū Gorge (State Highway 3) alternative;
- Manawatū Gorge Cycle Trail;
- Improved linkages to the wider Tongariro National Park area;
- Napier-Taihape Road;
- Route 52 upgrades to improve the safety and resilience of the route;
- Special purpose roads
- Whanganui River Road improvements; and
- Mangaweka Bridge replacement.

#### **Case Study 1: State Highway 43, The Forgotten World Highway**

State Highway 43 (The Forgotten World Highway) is now functioning as an emerging tourist route between Taranaki and the Ruapehu District. The route stretches from Stratford to Taumarunui, however 12km of this route through the Tangarakau Gorge remains unsealed.

A joint statement has been prepared between Taranaki Regional Council, Horizons Regional Council, and the local authorities of Ruapehu District Council and Stratford District Council (appended as Appendix 5)

This joint statement recognises that the 155 km scenic heritage connection between Taranaki and the central North Island is an increasingly popular tourist route, and that the 12km unsealed section of the route is a significant barrier to improving tourism.

#### **Case Study 2: Manawatū Gorge**

An emerging area of tourism is the Manawatū Gorge. Due to a number of recreational developments over the past 10 years, the Gorge now attracts almost 100,000 annual visitors. In 2006, just 15,000 visitors were recorded. The Gorge walk is now regarded as one of the top 10 walks in New Zealand by the NZ Automobile Association.

Opportunities exist to promote and grow visitors to the mountain biking and walking tracks within the eastern end of the Manawatū Gorge. Developing a business case for the construction of the Manawatū Gorge Cycle Trail has been identified by the Accelerate25 Action Plan as a key priority.

### Case Study 3: Emerging Tourism Route: Napier-Taihape Road

The Napier-Taihape Road is a local road within the Rangitikei District that crosses into the Hawke’s Bay Region. This road was sealed in 2009-10 and since then the road has been used increasingly for both freight and tourism. The Napier-Taihape Road has a picturesque landscape that is serving as an emerging tourist attraction. The route is also used as an alternative means for freight transport between the Hawke’s Bay and Horizons Regions.

The Rangitikei District has noted a marked increase in the use of this route and we are lobbying the NZ Transport Agency for support to maintain this increasingly used route with the view to investigating the possibility of turning it into a state highway in the future.

## 5.4 AN INTEGRATED WALKING AND CYCLING NETWORK

The decline in walking and cycling throughout New Zealand and the Horizons Region over the past 20 years has been noticeable. Lifestyle changes and the convenience and availability of low-cost vehicles have contributed to this decline. However, some tertiary students and low income households are facing financial pressures that makes private vehicles a luxury or inaccessible and active transport the only option. The Government has recognised the important role walking and cycling can have on positive economic, social and environmental outcomes. Encouraging walking and cycling in and between urban centres can support economic growth and productivity through the provision of better access to markets, employment and business areas. It also improves capacity on existing roads through mode shift and so lessens the amount of maintenance and renewal needed.

The region plans to continue to promote walking and cycling as convenient and healthy methods for short trips, as well as trips connecting main urban centres, over the life of the Plan, including an ongoing programme of infrastructure improvements in order to facilitate growth.

	This strategic priority will deliver on the following objectives:
An optimised road, rail and public transport network that provides efficient, reliable access and movement for people and freight to and from key destinations, within and outside the region	√
A safe land transport system increasingly free of death and serious injury.	√
A reliable multi-modal transport system with less modal conflict, including walking and cycling, that mitigates potential environmental effects and improves environmental outcomes.	√
A transport system that provides for the increase in low carbon emission vehicles and other practices to reduce carbon emissions and environmental effects associated with transport.	√

Key programmes to achieve and realise this potential:

- Whanganui and Ruapehu Great Rides and Mountains to the Sea Cycle Trails and integration of these with heartland and city rides;
- Improved walking and cycling in and between our urban centres;
- Integrated walking and cycling networks throughout the region; and
- Te Araroa Walkway.

### Case Study 1: Great Rides, National Walkways and Cycle Trails

The Accelerate25 Action Plan identifies the potential to grow tourism and visitor services within and around the Tongariro and Whanganui National Parks. This opportunity builds on an already growing array of trekking, mountain biking and other quality outdoor recreational experiences. The construction and completion of sections of the Mountains to Sea Cycle Trail within the region has been identified as one of several immediate priorities in the Accelerate25 Action Plan. This includes progression of the trail sections in the vicinity of Ohakune, Horopito and National Park in the Ruapehu District, and upgrade to the Whanganui River Road in the Whanganui District. Integration of these rides with city and heartland rides is important to providing an integrated walking and cycling network throughout the region.

There is also growing recognition of the Te Araroa National Walkway that is attracting more and more users but still requires enhancements to certain parts (i.e. to provide separation from state highways and major local roads) and connections to the region's other walkways and cycleways.

### Case Study 2: Urban Cycleways

While the Accelerate25 Action Plan highlights the opportunities for high quality cycling and tourism experiences, this Plan also recognises the importance of connecting communities and urban centres via a network of walking and cycling infrastructure. Completed projects that work towards delivering this strategic priority include the Longburn to Palmerston North cycleway, sections of the Ashhurst shared pathway, and the Palmerston North shared pathway. Future projects that will further integrate walking and cycling between communities include the Feilding to Palmerston North cycleway, He Ara Kotahi shared pathway, and the Whanganui Urban shared pathway.

## 5.5 EFFECTIVE, EFFICIENT, ACCESSIBLE AND AFFORDABLE MULTI-MODAL TRANSPORT NETWORKS

This strategic priority recognises the varied transport needs of the region's residents, some of whom have a high degree of choice and flexibility, while others have limited options for getting around. It acknowledges the need for increased choice of personal transport in order to reduce dependence on traditional car travel. It recognises the need to encourage and incorporate efficient modes of transport choice such as low-emission vehicle options to reduce the environmental effects associated with transport. Lastly, it also recognises the need for the transport system to be adaptable to changing circumstances and affordable to respond to the needs of the region's varied communities.

	<b>This strategic priority will deliver on the following objectives:</b>
An optimised road, rail and public transport network that provides efficient, reliable access and movement for people and freight to and from key destinations, within and outside the region	√
Maximise the strategic advantage of central New Zealand through efficient and well-serviced hubbing and freight distribution activities, including better utilisation of rail corridors.	√
A safe land transport system increasingly free of death and serious injury.	√
A reliable multi-modal transport system with less modal conflict, including walking and cycling, that mitigates potential environmental effects and improves environmental outcomes.	√
A transport system that provides for the increase in low carbon emission vehicles and other practices to reduce carbon emissions and environmental effects associated with transport.	√

Key programmes to achieve and realise this potential:

- Continuous improvements to the integrated public transport network;
- Passenger rail services between Palmerston North and Wellington (Capital Connection);
- Investigation into improved long-distance passenger rail services;
- Low carbon emission vehicles; and
- Electric buses.

### **Case Study 1: Palmerston North Urban Bus Services Review and Enhancements**

A comprehensive review of the Palmerston North urban bus network was undertaken from 2012 to 2014 that sought to identify the optimal public transport network design for the city. This review was divided into three phases; information gathering, stakeholder consultation (development of network design options), and selection of a preferred option. The preferred option, as selected by the public, was to keep the existing network structure but with several route and frequency enhancements (named the Enhanced Status Quo improvements). These service enhancements are being rolled out as staged improvements across multiple years.

As part of the improvements, bike racks on buses have been installed on the Palmerston North urban, Feilding to Palmerston North, and Ashhurst to Palmerston North bus services to further enhance the multi-modal approach.

### **Case Study 2: Palmerston North to Wellington Passenger Rail Service(s)**

A key existing passenger rail service between Palmerston North and Wellington is the Capital Connection, which is a weekday commuter train service that runs between Palmerston North and Wellington 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. It also serves to reduce the number of people travelling on the road, thereby reducing modal conflict.

The continuation of this service will be important in ensuring commuters continue to have transport choices into the future, thereby achieving the multi-modal approach of this Plan. A business case has been completed and submitted to the Minister of Transport, seeking Crown funding over the next three years to retain the existing Capital Connection service while a longer-term 40-year solution for vastly improved passenger rail services for the lower North Island is investigated. While retention of the existing service is the immediate focus, work will continue on investigating a longer term solution that better connects the two regions. A business case is being developed in conjunction with Greater Wellington Regional Council to present options for improving regional connectivity.

### **Case Study 3: Increased Focus on Technology to Reduce the Impact of Transport on the Environment**

The region has a desire to develop efficient and connected transport networks and it is important that the environmental impacts of this are minimised. The Government Policy Statement (currently being drafted) signals a desire for land transport systems to increasingly minimise adverse effects on the climate, local environment and public health. The region therefore supports new technologies that reduce the impact of transport on the environment, such as low carbon emission vehicles, electric bikes and scooters, alternative fuels and fuel efficient vehicles.

Over the life of this Plan, we will identify and advocate for opportunities to adopt these technologies through:

- Seeking opportunities for funding to accelerate the uptake of electric and other low emission vehicles, including electric bikes and other active transport technologies;
- Expanding the network of regional charging stations for electric vehicles;
- Establishing a regional working group to encourage corporate fleet conversion to electric vehicle technology; and
- Trialling electric bus technology and associated charging facilities on contracted public transport networks in the region.



# Part 2

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DELIVERY OF THE  
STRATEGIC DIRECTION



The policies guide decisions and planning to achieve the strategic priorities.

# Section 6

POLICIES AND MEASURES/ACTIONS TO ACHIEVE THE PRIORITIES

Previous chapters of the Plan have outlined the issues, the objectives and the strategic priorities. This section focuses on how the RTC will achieve what it has set out in the strategic priorities and includes policies to guide and direct decisions and planning. This section also sets out measures and actions that will allow us to measure how well the objectives and priorities are being achieved. This will assist with monitoring of the Plan to gauge the Plan's effectiveness.

## **STRATEGIC PRIORITY**

### **Effective and efficient road maintenance and delivery**

#### **Policy 1.1**

#### **Ensure the road network provides suitable access to business, educational, defence, social and recreational services for the region's residents, visitors and businesses**

##### **BY**

- 1.1.1 Maintaining and renewing roads in a manner consistent with their function as identified in the One Network Roding Classification (territorial authorities, NZ Transport Agency).
- 1.1.2 Providing and maintaining local roads that cater appropriately for the needs of all its users (territorial authorities).
- 1.1.3 Encouraging the separation of arterial and local road traffic where appropriate (territorial authorities).
- 1.1.4 Ensuring that road controlling authorities, through the Plan, maintain and (where necessary) improve existing transport links into rural areas to facilitate economic growth (NZ Transport Agency, territorial authorities).
- 1.1.5 Support collaboration between road controlling authorities in order to maximise investment (territorial authorities, NZ Transport Agency).

##### **Actions/Measures:**

- 1. Implement the One Network Roding Classification in the 2018-21 National Land Transport Programme timeframe.
- 2. Completion of renewals and maintenance programmes achieved within budget.
- 3. Reduced costs in road maintenance activities through improved asset management practices and collaboration.

#### **Policy 1.2**

#### **Ensure continuous improvement in regional road safety**

##### **BY**

- 1.2.1 Utilising a safe systems approach involving a combined package of measures targeting safer road users, safer vehicles, safer roads and safer speeds (Police, territorial authorities, NZ Transport Agency, Horizons Regional Council, ACC, district health boards).
- 1.2.2 Targeting the areas of highest risk (as identified in road crash statistics) for road safety interventions (Police, territorial authorities, NZ Transport Agency, Horizons Regional Council, ACC, district health boards).
- 1.2.3 Working collaboratively to promote development of a road safety culture (Police, territorial authorities, NZ Transport Agency, Horizons Regional Council, ACC, district health boards).
- 1.2.4 Prioritising through the Plan engineering, education and enforcement activities which address identified causes of road crashes in the region (Regional Transport Committee).

- 1.2.5 Ensuring that collective and personal risk are fully considered when implementing transport projects (NZ Transport Agency, territorial authorities, Horizons Regional Council, KiwiRail).
- 1.2.6 Identifying the risks for cyclists associated with road design and driver habits, and promote safety through regular cycling safety audits and campaigns (Horizons Regional Council, NZ Transport Agency, Police, territorial authorities).

**Actions/Measures:**

- 1. Regularly review and implement district Road Safety Action Plans ensuring good coordination between districts on common road safety issues.
- 2. Number of serious and fatal road crashes declining year on year during the lifetime of the Plan.
- 3. Reduced annual social cost of crashes.

**STRATEGIC PRIORITY**

**Improve connectivity, resilience and the safety of strategic routes to and from key destinations linking north-south and east-west, while factoring in demographic changes and impacts on land use**

**Policy 2.1**

**Maintain and as necessary improve the strategic transport network to ensure safe, efficient intra- and inter-regional accessibility and links with national transport corridors**

**BY**

- 2.1.1 Undertaking a programme to maintain and develop the strategic road network to give effect to the preferred strategic options of the 2010 Joint Transport Study and Accessing Central New Zealand (NZ Transport Agency, territorial authorities).
- 2.1.2 Protecting the current and future functions of the strategic transport network through designations and appropriate planning processes (NZ Transport Agency, territorial authorities, KiwiRail).
- 2.1.3 Ensuring the strategic transport network is resilient to disruption from adverse weather and other hazards, and that there are available alternatives of appropriate standard for this function (NZ Transport Agency, territorial authorities, KiwiRail).
- 2.1.4 Maximising the existing capacity of the strategic transport network by efficient network management techniques (NZ Transport Agency, territorial authorities).
- 2.1.5 Encouraging the integration of rail with other transport modes, including but not limited to buses, and walking and cycling, where possible, to ensure the most efficient and effective inter- and intra-regional movement of freight and people (NZ Transport Agency, territorial authorities, KiwiRail).
- 2.1.6 Minimising the negative effects of land use intensification on the strategic roading network (NZ Transport Agency, territorial authorities).
- 2.1.7 Working with neighbouring regions through their Regional Land Transport Plan development and implementation to identify and strengthen inter-regional links and routes (NZ Transport Agency, regional councils, territorial authorities).
- 2.1.8 Ensuring the Saddle Road is upgraded and maintained on an ongoing basis to ensure it functions safely and efficiently as an alternative east-west route to the Manawatū Gorge.

**Actions/Measures:**

1. Complete the decision-making process for an alternative route to the Manawatū Gorge and construct and implement the new alternative east-west connection.
2. Complete investigations of necessary improvements to the Wellington Northern Corridor from Ōtaki to north of Levin, and implement the identified improvements.
3. Implement the recommendations of the Joint Transport Study, and continue to advocate for alignment of the Accessing Central New Zealand project areas.
4. Implement safety realignments on strategic routes in identified priority order through the Plan.
5. Identify and advocate for improvements on activities identified as having inter-regional significance.
6. Submit on District Plan reviews and land use proposals to ensure effects of development on existing and future networks are avoided or mitigated.
7. Increased tonnage moved by rail.
8. Ensure timely response of One Network Road Classification customer levels of service, when demands change on the network.
9. Implement safety and resilience improvements to the Saddle Road to ensure it operates and functions as a viable alternative east-west route to the Manawatū Gorge.

**Policy 2.2****Support the provision of effective connections to the region's principal economic growth and productivity areas****BY**

- 2.2.1 Renewing or upgrading rural roads and bridges to today's standards based on road function, use and land use, e.g. context sensitive design (NZ Transport Agency, territorial authorities).
- 2.2.2 Encouraging the separation of arterial and local road traffic where appropriate and align with the One Network Road Classification (NZ Transport Agency, territorial authorities).
- 2.2.3 Implementing the Regional Growth Study, Accelerate25 priorities, Central New Zealand Agribusiness Strategy and aspects of the Ruapehu Regional Visitor Development Plan, to identify actions to encourage further economic development and unlock transport enablers in the region (Ministry of Business, Innovation and Employment, Ministry for Primary Industries, Horizons Regional Council, territorial authorities).

**Actions/Measures:**

1. Increased GDP per capita in the region.
2. Implement the recommendations of the Regional Growth Strategy and Central Agribusiness Strategy, where appropriate.

**Policy 2.3****Support the efficient and effective movement of freight within and through the region****BY**

- 2.3.1 Planning, maintaining and developing transport corridors to support and encourage the region's major role in the efficient distribution of freight throughout New Zealand (NZ Transport Agency, territorial authorities, KiwiRail).

- 2.3.2 Planning for and supporting the integration of modes, where possible, to encourage the most efficient and effective inter- and intra-regional movement of freight (NZ Transport Agency, territorial authorities, KiwiRail).
- 2.3.3 Considering the needs of freight distribution in local and regional planning documents, and ensuring the availability of suitable land to facilitate this (NZ Transport Agency, territorial authorities, Horizons Regional Council).
- 2.3.4 Supporting the provision of facilities for the transfer of freight between transport modes, as appropriate (NZ Transport Agency, territorial authorities, Horizons Regional Council, KiwiRail).
- 2.3.5 Establishing and protecting a safe network of routes for High Productivity Motor Vehicles, where appropriate (NZ Transport Agency, territorial authorities).
- 2.3.6 Ensuring that freight corridors are resilient to disruption from adverse weather and other hazards, and that there are available alternatives of appropriate standard to minimise disruption of freight flows (NZ Transport Agency, territorial authorities, KiwiRail).
- 2.3.7 Promoting and providing infrastructure that mitigates adverse environmental effects resulting from the transport system, such as stock truck effluent disposal sites (NZ Transport Agency, territorial authorities).

**Actions/Measures:**

1. Complete implementation of proposed stock truck effluent facilities identified in the North Island Stock Truck Effluent Strategy.
2. Increased number of high productivity vehicles on High Productivity Motor Vehicle routes.
3. Number of new businesses locating in the freight hub.

**Policy 2.4**

**To ensure land use planning recognises potential impact on existing transport systems**

**BY**

- 2.4.1 Ensuring new land use development includes provision for walking, cycling and public transport services, consistent with relevant best practice guidance (territorial authorities).
- 2.4.2 Promoting increased urban housing density in areas or corridors with high accessibility via several transport modes, such as along bus routes (territorial authorities).
- 2.4.3 Promoting the establishment of community facilities in new areas of development in order to reduce the need to travel (territorial authorities).
- 2.4.4 Advocating for the review of minimum parking requirements in district plans and the implementation of parking pricing to reflect the true cost of parking provision (Horizons Regional Council).
- 2.4.5 Ensuring future development takes the One Network Road Classification (ONRC) into consideration and informs network-wide decision making (territorial authorities, NZ Transport Agency).

## Policy 2.5

### Encourage effective integration of transport and land use planning in growth areas of the region

#### BY

- 2.5.1 Ensuring that current and future transport corridors are identified and protected in planning documents (NZ Transport Agency, territorial authorities).
- 2.5.2 Developing transport projects and services which are consistent with land use plans and strategies (NZ Transport Agency, territorial authorities).
- 2.5.3 Ensuring freight, tourist flows, and walking and cycling routes are taken into account during planning processes (NZ Transport Agency, territorial authorities).
- 2.5.4 Developing a network map which includes the long-term vision/plans for the network and provides for the One Network Road Classification (ONRC) customer levels of service appropriate to modes and growth.

#### Actions/Measures:

1. Contribute to the review of district and regional planning documents to ensure alignment with the Regional Land Transport Plan.
2. Reduction in five-year rolling average of vehicle kilometres travelled in urban areas.
3. Maintain/reduce percentage of household consumption expenditure on transport.
4. Advocating on District Plan reviews/plan changes on land use proposals.
5. Collaborate with territorial authorities on walking and cycling plans and strategies, new developments and urban growth.
6. Increased population density in Palmerston North and Whanganui.
7. Decrease in tonnes of CO<sup>2</sup> emitted from domestic transport per capita.

## STRATEGIC PRIORITY

### An appropriate network of tourism routes

#### Policy 3

### Cater for the provision of clearly defined tourism routes

#### BY

- 3.1 Ensuring that existing transport links in rural areas are maintained and, where necessary, improved to facilitate tourism growth (NZ Transport Agency, territorial authorities).
- 3.2 Promoting the role of cycling tourism and recreation in the region (NZ Transport Agency, territorial authorities, regional tourism organisations).
- 3.3 Encouraging the retention of the current rail network in the region, including the retention of disused rail corridors for other transport uses, such as tourism (KiwiRail, regional tourism organisations).
- 3.4 Investigating safety improvements to encourage and develop the tourism industry, including linkages to attractions (NZ Transport Agency, territorial authorities).

**Actions/Measures:**

1. Year-on-year growth in the use of the National Cycle Trail routes in the region.
2. Advocate for the development of new cycle trail routes, including the Manawatū Gorge and Feilding to Palmerston North cycle routes.
3. Increased vehicle counts on the Whanganui River Road, Napier-Taihape Road, and State Highway 43.
4. Working with the tourism industry to raise awareness of the region's tourist routes.
5. Increased tourism spend in the region.

**STRATEGIC PRIORITY****An integrated walking and cycling network****Policy 4****Encourage the uptake of walking and cycling as transport modes and for recreation****BY**

- 4.1 Providing new infrastructure that caters for safe walking and cycling, where appropriate (NZ Transport Agency, territorial authorities).
- 4.2 Maintaining current walking and cycling facilities to appropriate standards (NZ Transport Agency, territorial authorities).
- 4.3 Encouraging safe walking and cycling through driver and travel behaviour change programmes, and promotional and educational activities (NZ Transport Agency, territorial authorities, Horizons Regional Council, district health boards).
- 4.4 Providing facilities which enable transfer between modes, such as bike parking at bus terminals and cycle carriers on buses (Horizons Regional Council, territorial authorities).
- 4.5 Developing and promoting recreational walkways and cycleways where appropriate (NZ Transport Agency, territorial authorities).
- 4.6 Promoting the role of cycling in tourism and recreation in the region (Horizons Regional Council, territorial authorities).
- 4.7 Encourage the adoption of cycle ways and walkways as a preferable mode of transport through transport planning (territorial authorities, NZ Transport Agency, Horizons Regional Council).

**Actions/Measures:**

1. Complete construction of the Ruapehu-Whanganui Pathways – Ngā Ara Tūhono cycleway and the Pureora-Ongarue Central North Island Rail Trail.
2. Complete construction of the He Ara Kotahi Manawatū pedestrian cycle bridge and the Palmerston North to Linton shared pathway.
3. Undertake pedestrian and cycling safety education programmes in selected high-risk locations.
4. Increased uptake of walking and cycling counts.
5. Increased level of investment in walking and cycling facilities.
6. Integrate regional and local facilities with national programmes and projects, such as Te Araroa.
7. Consider and implement methods for encouraging and enabling increased public engagement in the planning and development of transport options.

## STRATEGIC PRIORITY

### Effective, efficient, accessible and affordable multi-modal transport networks

#### Policy 5.1

##### Promote the increased use of public transport

###### BY

- 5.1.1 Providing frequent, reliable, cost-effective public transport services where appropriate in urban areas and between centres (Horizons Regional Council, NZ Transport Agency).
- 5.1.2 Promoting public transport in urban centres as the mode of choice for current car users, particularly for commuters (Horizons Regional Council, territorial authorities, NZ Transport Agency).
- 5.1.3 Ensuring that the public transport system is accessible and affordable for all, including those with limited options (Horizons Regional Council, territorial authorities, NZ Transport Agency).
- 5.1.4 Developing high quality passenger transport infrastructure in appropriate locations (Horizons Regional Council, territorial authorities, NZ Transport Agency).
- 5.1.5 Providing bus priority measures where appropriate and necessary to maintain a high level of service (territorial authorities, NZ Transport Agency).
- 5.1.6 Investigating and developing innovative and cost-effective public transport solutions to improve access and mobility for residents in small towns and rural areas (Horizons Regional Council, NZ Transport Agency).
- 5.1.7 Planning and providing for public transport routes and facilities in residential subdivisions and major new facilities (territorial authorities, NZ Transport Agency).
- 5.1.8 Investigating improvements to current passenger rail services through the region and investigating opportunities for improved services (Horizons Regional Council).

###### Actions/Measures:

1. Review and implement the Regional Public Transport Plan (RPTP) to ensure implementation of the public transport component of this Plan.
2. Implement the first principles review outcomes for the Palmerston North urban services.
3. Complete investigations into bus terminal improvements in Palmerston North and Whanganui.
4. Maintain existing rural services, and where feasible, introduce new services.
5. Investigate the provision of cycle carriers on buses in urban areas and on commuter services between centres.
6. Provide improved bus service information where necessary.
7. Investigate the feasibility of retaining or improving the current commuter rail service between Palmerston North and Wellington.
8. Increase public transport trips per capita.
9. Increasing farebox recovery on the regional public transport network.
10. Implement the Regional Integrated Ticketing System.

## Policy 5.2

### **Ensure that people with the greatest accessibility and mobility needs are provided for in the public transport system**

#### **BY**

- 5.2.1 Providing Total Mobility and specialised transport services in as many parts of the region as possible (Horizons Regional Council).
- 5.2.2 Providing wheelchair accessible buses where viable (Horizons Regional Council).
- 5.2.3 Ensuring that public transport infrastructure (such as terminals and bus shelters) and bus information systems (timetables, public announcement systems etc) meet the needs of all users (Horizons Regional Council, territorial authorities).

#### **Actions/Measures:**

- 1. Continue to provide the Total Mobility service including investigating the establishment of new services where feasible.
- 2. Review bus timetable information systems to ensure that visual and audio impairments are catered for where feasible.

## Policy 5.3

### **Identify and advocate for opportunities to adopt new technologies that reduce the impact of transport on the environment**

#### **BY**

- 5.2.1 Establishing a regional low-emission vehicles working group to encourage corporate fleet conversion to electric vehicle technology (Horizons Regional Council, territorial authorities).
- 5.2.2 Encouraging and facilitating installation of charging stations throughout the region to facilitate uptake of low-emission vehicles (territorial authorities, NZ Transport Agency).
- 5.2.3 Assessing the feasibility of electric bus technology and associated charging facilities with a view to running a trial on selected contracted public transport networks in the region (Horizons Regional Council).
- 5.2.4 Seeking opportunities for funding to trial and implement activities that will accelerate the uptake of low carbon emission transport modes in the region (Horizons Regional Council, territorial authorities)

#### **Actions/Measures:**

- 1. Submit applications to the EECA Low Emissions Vehicles Contestable Fund.
- 2. Trial electric bus technology on selected contracted public transport networks in the region.
- 3. Expand the regional network of electric vehicle charging stations.
- 4. Incorporate into tenders for all major public transport contract renewals an option for sourcing a low-emission or electric vehicle option in the request for tender.





The regional programme of activities outlines the projects proposed for the next 6 years to achieve the strategic direction of the Plan.

# Section 7

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FUNDING THE PLAN

The regional programme of activities outlined in the next section of the Plan is a legislative requirement of the LTMA. 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 (NLTF), and it also outlines activities that will be funded through other sources. The funding sought in this Plan from the NLTF will give effect to the strategic priorities as outlined in Section 5.

The NLTF is not limitless and will not be able to fund all of the activities identified in the Plan. Other sources of funding outside the NLTF 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 Plan taking a national view, it is the Regional Transport Committee's (RTC) role to ensure we establish a well-supported and competitive programme of works that enables regional development and economic growth.

## **7.1 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 NLTF and other sources of funding.

### **7.1.1 Revenue from the National Land Transport Fund**

The NLTF is a funding source for projects supported by the 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.

Funding in the NLTF is allocated to activity classes established in the Government Policy Statement (GPS). The GPS is prepared on a three-yearly basis and is amended to reflect the current government's priorities for land transport. The 10 activity classes of the draft GPS 2018 include:

- State highway improvements;
- State highway maintenance (including operation and renewals);
- Local road improvements;
- Local road maintenance (including operation and renewals);
- Public transport (services and infrastructure);
- Walking and cycling improvements;
- Regional improvements;
- Road safety promotion;
- Investment management (transport planning); and
- Road policing.

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 the 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 NLTF.

The regional improvements activity class is intended to provide certainty to the regions that funding is available for provincial areas to meet their legitimate transport investment needs. Allocation of funds for this activity class will occur nationally, and will be allocated to projects that achieve a suitable ranking against the national criteria.

The road policing activity class is not coordinated through the Plan as it occurs with the other activity classes. Funds are allocated directly to NZ Police at a national level. However, regional land transport plans are required to include an assessment of the relationship of police activities to the plan. This assessment is below.

### **7.1.2 Contribution of road policing activity to the Horizons Regional Land Transport Plan**

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.

### **7.1.3 Local revenue sources**

Many transport activities undertaken by regional and territorial authorities are subsidised through the NLTF. Subsidy through the NLTF is contingent on the provision of a local contribution applied by the local authority. Local revenue sources are typically derived from local rates, fares for 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 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.

## **7.2 OTHER SOURCES OF REVENUE**

There are other known sources of revenue at both national and local levels for regional transport activities, as outlined in this section.

### **7.2.1 Supplementary funding**

At the local level, additional sources of funding outside those provided through the NLTF or from local revenue sources are termed 'supplementary funding'. Examples of supplementary funds include:

- Additional contributions from territorial authorities or private parties beyond that usually required for a subsidised activity, such as development contributions; and
- Contributions from community groups or other government agencies to community programmes.

## 7.2.2 National Cycleway/Nga Haerenga – Maintaining the Great Rides and Network Expansion Project funding

In 2009 the Government announced \$50 million in the budget for the following three years for the National Cycleway Project. In February 2014 the Government announced a further \$8 million worth of funding to maintain the cycleway over the following four years, via a contestable fund. It is understood that funding via these projects to enhance the NZ Cycle Trail will continue to be available in the 2018-21 NLTF.

## 7.2.3 KiwiRail funding

KiwiRail is a state owned enterprise focussing on the movement of freight and people by rail and ships within New Zealand. As a state owned enterprise, KiwiRail funding and planning occurs separately to the rest of the transport network. The KiwiRail Turnaround Plan (2010) is the guiding document for KiwiRail investment. Subject to business cases, investment follows the Government’s 10-year turnaround plan to improve the rail industry and focusses on investment in the business’ assets rather than an operating subsidy. KiwiRail is currently in discussion with the Ministry of Transport regarding a proposed future strategic plan for rail in New Zealand.

## 7.3 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 2 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 cost of approximately \$2.2 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 2 below, sets out the 10-year forecast for expenditure by activity class for the region.

Activity Classes	Forecast Expenditure									
	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
Local roads – improvements	7,640,536	9,239,657	22,449,401	26,415,530	33,082,160	19,396,570	13,564,951	14,094,739	8,773,882	10,438,818
Local roads – maintenance, operations and renewals	92,322,918	85,720,433	77,668,689	72,939,304	73,329,731	73,041,594	80,752,521	79,085,994	79,406,409	83,180,243
State Highways – improvements	21,798,069	11,039,957	17,791,033	46,220,000	51,674,000	66,133,000	53,702,000	152,437,000	243,103,000	191,615,000
State Highways – maintenance, operations and renewals	19,561,218	30,801,368	42,304,181	22,887,773	22,728,290	24,617,527	27,377,932	28,322,471	29,299,597	30,628,220
Public transport	4,740,586	5,426,051	6,220,331	6,514,743	7,012,732	7,090,594	7,502,974	7,622,978	7,745,339	7,872,227
Walking and cycling improvements	468,934	1,541,178	9,028,160	4,734,265	2,892,535	755,024	212,931	1,128,707	156,850	151,700
Road safety promotion	764,381	638,501	856,942	1,296,444	1,357,944	1,310,444	1,336,652	1,363,385	1,390,653	1,418,466
Transport planning	257,680	356,350	591,289	844,698	732,692	745,746	707,303	708,876	710,465	712,069
<b>Grand Total</b>	<b>147,554,322</b>	<b>144,763,495</b>	<b>176,910,026</b>	<b>181,852,757</b>	<b>192,810,084</b>	<b>193,090,499</b>	<b>185,157,264</b>	<b>284,764,150</b>	<b>370,586,195</b>	<b>326,016,743</b>

**TABLE 2:** FORECAST EXPENDITURE BY ACTIVITY CLASS FOR THE 10-YEAR PERIOD OF THIS PLAN.



Significant activities in the Regional Programme are prioritised based on how they rank regionally against the strategic priorities.

# Section 8

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REGIONAL PROGRAMME OF  
TRANSPORT ACTIVITIES

The Land Transport Management Act 2003 requires the RTC to assign an order of priority to all significant activities. The 2015-25 RLTP defines a significant activity as any 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 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 of the 2015-25 RLTP (the Plan in effect at the time of this review) are considered significant and have therefore been prioritised by the RTC.

The prioritised list of activities is in Table 3. The activities have been prioritised based on how each activity ties in regionally with the strategic priorities.

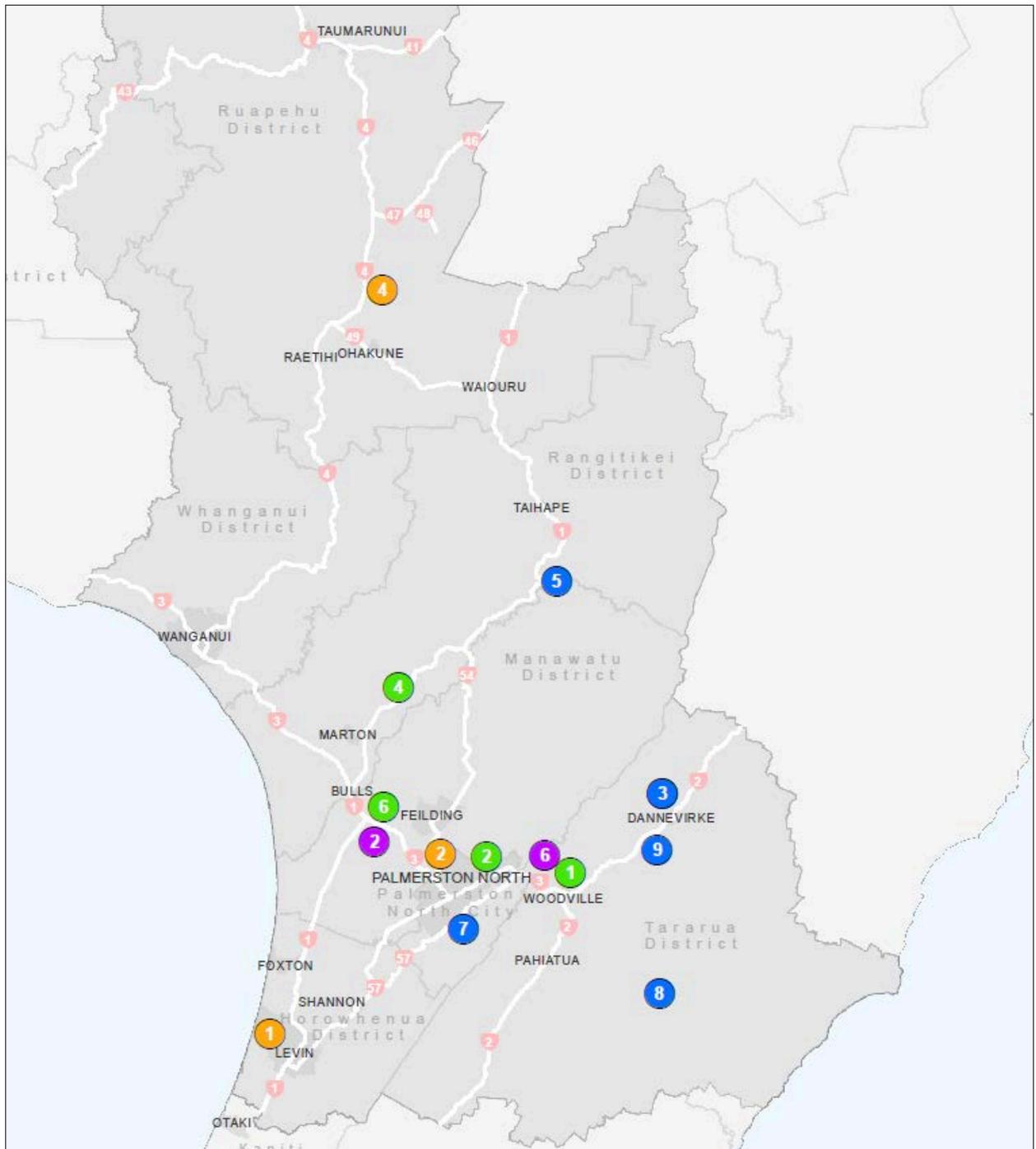
Table 4 shows the full list of activities that all approved organisations propose to undertake over the next six years. This includes those activities that the RTC considers do not need prioritising.

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 (2015-25) they have not been prioritised.

In preparing the Plan, the Committee 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.

## **8.1 PRIORITISED LIST OF ACTIVITIES**

This section contains the list of activities that the RTC has prioritised for funding from the NLTF. Figure 3 shows the location of these prioritised activities.



- |   |   |   |   |
|---|---|---|---|
| 1 | State Highway 3, Manawatu Gorge Improvement                                   | 4 | State Highway 46/47/4/49 Central Plateau HPMV upgrade                           |
| 1 | Wellington Northern Corridor, Otaki to North of Levin                         | 5 | Mangaweka Bridge replacement  |
| 2 | Accessing Central New Zealand Business Case                                   | 6 | State Highway 3, Palmerston North to Bulls safety improvements                  |
| 2 | Accessing Central New Zealand SH3/54 (Kairanga Bunnythorpe Road) improvements | 6 | SH 3, Manawatu River Bridge improvements, Ashhurst Cycle/walkway shared pathway |
| 2 | Accessing Central New Zealand SH3 (Napier Road) improvements                  | 7 | Tennent Drive upgrade, Food HQ  |
| 3 | HPMV upgrades (Hawkes Bay boundary to Palmerston North)                       | 8 | Route 52 improvements   |
| 3 | State Highway 2, Manawatu to Hawkes Bay connection                            | 9 | Tahoraiti Railway Crossing improvements   |
| 4 | State Highway 1, North of Bulls to Waiouru Business Case                      |   |   |

**FIGURE 3:** LOCATION MAP OF PRIORITISED ACTIVITIES.

## KEY

### ORGANISATIONS:

**DOC**.....Department of Conservation  
**HDC**.....Horowhenua District Council  
**HRC**.....Horizons Regional Council  
**MDC**.....Manawatu District Council  
**NZTA**.....New Zealand Transport Agency  
**PNCC**.....Palmerston North City Council  
**RangDC**.....Rangitikei District Council  
**RuaDC**.....Ruapehu District Council  
**TDC**.....Taranaki District Council  
**WDC**.....Whanganui District Council

### RLTP STRATEGIC PRIORITIES:

**RM** .....Effective and efficient road maintenance and delivery  
**CRS** .....Improve connectivity, resilience and the safety of strategic routes to and from key destinations linking north-south and east-west, while factoring in demographic changes and impacts on land use  
**TR** .....An appropriate network of tourism routes  
**WC** .....An integrated walking and cycling network  
**MM** .....Effective, efficient, accessible and affordable multi-modal transport networks

ORGANISATION	ACTIVITY NAME AND DESCRIPTION	PHASE	START YEAR	EXPECTED DURATION	COST 2018 (\$)	COST 2019 (\$)	COST 2020 (\$)	TOTAL ACTIVITY COST (\$)	RLTP STRATEGIC PRIORITY (IES)	PRIORITY
NZTA	Manawatū Gorge Alternative (State Highway 3)	Business case, pre-implementation, property, implementation	2018	5 years	7,435,277	8,591,164	39,710,091	344,972,390	CRS	1
NZTA	Wellington Northern Corridor (Ōtaki to north of Levin, State Highway 1): investigation and construction of a four-lane expressway as part of the Wellington Northern Corridor project	Detailed business case, investigation*, pre-implementation*, property*, implementation	2018	8 years	22,124,099	34,139,004	48,222,000	788,948,351	CRS	1
NZTA	Accessing Central New Zealand Business Case: development of a business case for a programme of works to deliver improved hubbing and distribution capability, safety and cater for population growth in the central North Island	Programme business case, Implementation	2020	7 years	0	0	449,779	57,991,032	CRS	2
NZTA	Palmerston North integrated transport improvements (Regional Freight Ring Road)	Detailed business case, pre-implementation, property, implementation	2018	6 years	400,000	300,000	2,400,000	134,100,000	CRS	2
NZTA	Accessing Central New Zealand: State Highway 3/54 Kairanga Bunnythorpe Road intersection improvements	Implementation	2020	3 years	0	0	3,472,559	17,161,810	RM & CRS	2
NZTA	Accessing Central New Zealand: State Highway 3 Napier Road improvements	Implementation	2018	3 years	1,350,460	9,072,744	8,276,090	18,699,294	RM & CRS	2
NZTA	State highway improvement upgrades to provide for HPMV (Hawke's Bay boundary to Palmerston North)	Pre-implementation, implementation	2018	3 years	528,390	7,183,990	6,726,827	14,439,207	RM & CRS	3
NZTA	Manawatū to Hawke's Bay: corridor safety and connectivity improvements (State Highway 2)	Implementation	2023	5 years	0	0	0	7,005,206	RM & CRS	3
NZTA	State Highway 1 north of Bulls to Waiouru: investigate further improvements to the corridor and construction	Business case, implementation	2023	5 years	0	0	0	32,410,065	RM & CRS	4
NZTA	State highway improvement upgrades to provide for HPMV (Central Plateau State Highway 46/47/4/49)	Implementation	2023	5 years	0	0	0	16,085,421	RM & CRS	4
MDC & RangDC	Mangaweka Bridge replacement	Pre-implementation, implementation	2018	2 years	810,000	8,102,000	0	8,912,000	RM	5
NZTA	Palmerston North to Bulls: (State Highway 3) package of safety improvements	Implementation	2023	4 years	0	0	0	6,896,108	RM	6

**TABLE 3: PRIORITISED LIST OF ACTIVITIES.**

ORGANISATION	ACTIVITY NAME AND DESCRIPTION	PHASE	START YEAR	EXPECTED DURATION	COST 2018 (\$)	COST 2019 (\$)	COST 2020 (\$)	TOTAL ACTIVITY COST (\$)	RLTP STRATEGIC PRIORITY (IES)	PRIORITY
NZTA	Manawatū River Bridge at Ashhurst: (State Highway 3) cycle/ walkway shared pathway	Design, implementation	2022	5 years	0	0	0	8,165,477	WC	6
PNCC	FoodHQ Tennyson Drive upgrade: to create a more urbanised environment suited to lower traffic speeds and walking and cycling	Implementation	2018	7 years	500,000	2,535,000	2,035,000	9,070,000	RM, WC & MM	7
TDC	Route 52 improvements between the TDC boundary and Weber: upgrades to improve safety	Implementation	2018	3 years	2,000,000	4,000,000	4,000,000	10,000,000	RM	8
NZTA	Tahoraiti railway crossing (State Highway 2) improvements	Implementation	2023	5 years	0	0	0	14,861,339	RM	9

**TABLE 3: PRIORITISED LIST OF ACTIVITIES.**

## 8.2 FULL LIST OF ACTIVITIES

All transport activities proposed for inclusion in the Plan are detailed in Table 4, 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 review, the activities have been assessed against the five strategic priorities that have been set in order to achieve the objectives of this Plan.

ORGANISATIONS:	KEY	RLTP STRATEGIC PRIORITIES:
<b>DOC</b> .....Department of Conservation		<b>RM</b> .....Effective and efficient road maintenance and delivery
<b>HDC</b> .....Horowhenua District Council		<b>CRS</b> .....Improve connectivity, resilience and the safety of strategic routes to and from key destinations linking north-south and east-west, while factoring in demographic changes and impacts on land use
<b>HRC</b> .....Horizons Regional Council		<b>TR</b> .....An appropriate network of tourism routes
<b>MDC</b> .....Manawatu District Council		<b>WC</b> .....An integrated walking and cycling network
<b>NZTA</b> .....New Zealand Transport Agency		<b>MM</b> .....Effective, efficient, accessible and affordable multi-modal transport networks
<b>PNCC</b> .....Palmerston North City Council		
<b>RangDC</b> .....Rangitikei District Council		
<b>RuaDC</b> .....Ruapehu District Council		
<b>TDC</b> .....Taranaki District Council		
<b>WDC</b> .....Whanganui District Council		

ORGANISATION	ACTIVITY NAME AND DESCRIPTION	PHASE	START YEAR	EXPECTED DURATION	COST 2018 (\$)	COST 2019 (\$)	COST 2020 (\$)	TOTAL ACTIVITY COST (\$)	RLTP STRATEGIC PRIORITY (IES)	PRIORITY
DOC	Low cost/low risk local road improvements 2018-21	Implementation	2018	3 years	0	0	100,000	100,000	RM	
DOC	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	1,232,234	1,226,234	1,407,791	3,866,259	RM	
HRC	Low cost/low risk public transport improvements 2018-21	Implementation	2018	3 years	598,594	775,310	788,106	2,162,010	MM	
HRC	Integrated ticketing system for contracted bus services	Implementation	2016	8 years	62,424	63,672	64,946	585,278	MM	
HRC	Public transport programme 2018-21	Implementation	2018	3 years	5,269,965	5,384,958	5,433,905	16,088,828	MM	

**TABLE 4: FULL LIST OF ACTIVITIES.**

ORGANISATION	ACTIVITY NAME AND DESCRIPTION	PHASE	START YEAR	EXPECTED DURATION	COST 2018 (\$)	COST 2019 (\$)	COST 2020 (\$)	TOTAL ACTIVITY COST (\$)	RLTP STRATEGIC PRIORITY (IES)	PRIORITY
HRC	Passenger Rail (Capital Connection)	Implementation	2018	3 years	1,100,000	1,000,000	1,000,000	3,100,000	MM & CRS	
HRC	Regional land transport planning management 2018-21	Programme business case	2018	3 years	151,772	133,988	167,331	453,091	All	
HRC	Road safety promotion 2018-21	Implementation	2018	3 years	1,296,444	1,357,944	1,310,444	3,964,832	All	
HDC	KiwiRail crossing upgrades	Implementation	2018	3 years	487,000	600,000	674,000	1,761,000	RM	
HDC	Transport planning – local road improvements in response to Otaki to north of Levin section of the Wellington Corridor project	Programme business case	2018	5 years	500,000	700,000	1,000,000	6,700,000	RM & CRS	
HDC	Low cost/low risk local road improvements 2018-21	Implementation	2018	3 years	1,510,000	1,060,000	1,110,000	3,680,000	RM	
HDC	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	5,652,000	5,654,500	5,657,000	16,963,500	RM	
MDC	Transport planning	Programme business case	2018	3 years	100,000	100,000	100,000	300,000	RM	
MDC	Low cost/low risk local road improvements 2018-21	Implementation	2018	3 years	1,244,547	2,076,111	1,787,365	5,108,023	RM	
MDC	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	10,163,334	10,155,898	9,745,546	30,064,778	RM	
MDC & RangDC	Mangaweka Bridge replacement	Pre-implementation, implementation	2018	2 years	810,000	8,102,000	0	8,912,000	RM	5
MDC & PNCC	Cycle and pedestrian pathway between Feilding and Palmerston North	Detailed business case, implementation	2018	2 years	2,626,000	1,258,000	0	3,884,000	WC	
NZTA	Accessing Central New Zealand Business Case: development of a business case for a programme of works to deliver improved hubbing and distribution capability, safety, and cater for population growth in the central North Island.	Programme business case, Implementation	2020	7 years	0	0	449,779	57,991,032	CRS	2
NZTA	Accessing Central New Zealand: State Highway 3 Napier Road improvements	Implementation	2018	3 years	1,350,460	9,072,744	8,276,090	18,699,294	RM & CRS	2
NZTA	Accessing Central New Zealand: State Highway 3/54 Kairanga Bunnythorpe Road intersection improvements	Implementation	2020	3 years	0	0	3,472,559	17,161,810	RM & CRS	2
NZTA	State highway improvement upgrades to provide for HPMV (Hawke's Bay boundary to Palmerston North)	Pre-implementation, implementation	2018	3 years	528,390	7,183,990	6,726,827	14,439,207	RM & CRS	3
NZTA	State highway improvement upgrades to provide for HPMV (State Highway 4, Eight Mile Junction to Whanganui)	Detailed business case, pre-implementation, implementation	2020	1 year	0	0	1,569,592	1,569,592	RM & CRS	
NZTA	Low cost/low risk state highway improvements 2018-21	Implementation	2018	3 years	4,525,000	4,525,000	4,525,000	13,575,000	RM	

**TABLE 4: FULL LIST OF ACTIVITIES.**

ORGANISATION	ACTIVITY NAME AND DESCRIPTION	PHASE	START YEAR	EXPECTED DURATION	COST 2018 (\$)	COST 2019 (\$)	COST 2020 (\$)	TOTAL ACTIVITY COST (\$)	RLTP STRATEGIC PRIORITY (IES)	PRIORITY
NZTA	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	22,887,773	22,728,290	246,17,527	70,233,590	RM	
NZTA	Manawatū River Bridge at Ashhurst (State Highway 3): cycle/walkway shared pathway	Design, implementation	2022	5 years	0	0	0	8,165,477	WC	6
NZTA	Palmerston North integrated transport improvements	Programme business case, implementation	2023	3 years	0	0	0	214,288	CRS	
NZTA	Stock effluent disposal facilities: construction of three sites as recommended in the North Island Stock Effluent Strategy	Implementation	2024	3 years	0	0	0	1,033,898	CRS	
NZTA	State Highway 1 north of Bulls to Waiouru: investigate further improvements to the corridor and construction	Business case, implementation	2023	5 years	0	0	0	32,410,065	RM & CRS	4
NZTA	State Highway 1/2/4: improved tourist facilities, stopping facilities, signage and marking, view points, visitor centres, information management, variable messaging signs	Implementation	2024	3 years	0	0	0	1,481,349	TR	
NZTA	Manawatū to Hawke's Bay corridor: safety and connectivity improvements (State Highway 2)	Implementation	2023	5 years	0	0	0	7,005,206	RM & CRS	3
NZTA	Manawatū Gorge Alternative (State Highway 3)	Business case, pre-implementation, property, implementation	2018	5 years	7,435,277	8,591,164	39,710,091	344,972,390	CRS	1
NZTA	Palmerston North to Bulls (State Highway 3): package of safety improvements	Implementation	2023	4 years	0	0	0	6,896,108	RM	6
NZTA	Eight Mile Junction to Taumarunui (State Highway 4): package of safety improvements	Detailed business case, pre-implementation, implementation	2018	3 years	211,356	326,545	3,591,000	4,128,901	RM	
NZTA	Tohunga Junction to Whanganui (State Highway 4): package of safety improvements	Implementation	2021	3 years	0	0	0	2,193,153	RM	
NZTA	Manunui to Turangi (State Highway 41): package of safety improvements	Implementation	2023	3 years	0	0	0	1,216,819	RM	
NZTA	State highway improvement upgrades to provide for HPMV (Central Plateau State Highway 46/47/4/49)	Implementation	2023	5 years	0	0	0	16,085,421	RM & CRS	4
NZTA	Opiki resilience improvements (state Highway 56): targeted improvements at Opiki to reduce the flooding risk	Implementation	2023	4 years	0	0	0	2,894,891	RM & CRS	
NZTA	SH 1 to Shannon (State Highway 57): package of safety improvements	Implementation	2018	1 year	1,056,780	0	0	1,056,780	RM & CRS	
NZTA	Tahoraiti railway crossing (State Highway 2) improvements	Implementation	2023	5 years	0	0	0	14,861,339	RM	9
NZTA	Weight Right facilities, Ohakea (State Highway 3)	Implementation	2017	2 years	820,800	0	0	820,800	RM	
NZTA	Wellington Northern Corridor (Ōtaki to North of Levin, State Highway 1): investigation and construction of a four lane expressway as part of the Wellington Northern Corridor project	Detailed business case, investigation*, pre-implementation*, property*, implementation	2018	8 years	22,124,099	34,139,004	48,222,000	788,948,351	CRS	1

TABLE 4: FULL LIST OF ACTIVITIES.

ORGANISATION	ACTIVITY NAME AND DESCRIPTION	PHASE	START YEAR	EXPECTED DURATION	COST 2018 (\$)	COST 2019 (\$)	COST 2020 (\$)	TOTAL ACTIVITY COST (\$)	RLTP STRATEGIC PRIORITY (IES)	PRIORITY
PNCC	Ferguson Street and Pitt Street safety improvements	Implementation	2018	1 year	1,708,000	0	0	1,708,000	RM	
PNCC	Kelvin Grove Road safety improvements: road reconstruction to meet current standards for primary collector roads	Detailed business case, implementation	2019	4 years	0	50,000	0	2,754,800	RM	
PNCC	Low cost/low risk local road improvements 2018-21	Implementation	2018	3 years	5,962,750	4,569,080	4,145,905	14,677,735	RM	
PNCC	Campbell Road (near Bunnythorpe), Mangaone Stream bridge replacement	Implementation	2017	3 years	0	1,463,000	0	1,515,000	RM	
PNCC	Kairanga Bunnythorpe Road, Mangaone Stream bridge replacement	Implementation	2020	2 years	0	0	50,000	1,550,000	RM & CRS	
PNCC	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	10,075,663	10,965,808	11,011,813	32,053,284	RM	
PNCC	Napier Road (State Highway 3) / Roberts Line intersection upgrade: improve the junction to enable safe access for pedestrians and cyclists across the state highway	Implementation	2023	1 year	0	0	0	948,000	RM & WC	
PNCC	Accelerate25 Rural Freight Ring Road development: investigations to identify options for investment on growth corridors identified through Accelerate25	Programme business case	2018	3 years	500,000	500,000	1,000,000	2,000,000	CRS	
PNCC	Rongotea Road/No. 1 Line: intersection safety improvements	Indicative business case, design, implementation	2019	4 years	0	100,000	0	3,142,000	RM	
PNCC	Stoney Creek Road, Whakarongo School safety upgrade	Implementation	2018	1 year	1,346,000	0	0	1,346,000	RM	
PNCC	Street light upgrade programme	Implementation	2018	1 year	4,950,000	0	0	4,950,000	RM	
PNCC	FoodHQ Tennent Drive upgrade: to create a more urbanised environment suited to lower traffic speeds and walking and cycling	Implementation	2018	7 years	500,000	2,535,000	2,035,000	9,070,000	RM, WC & MM	7
PNCC	HPMV Upgrade, Jacks Bridge: replace bridge on Kairanga Bunnythorpe Road at Jacks Stream to meet HPMV standards	Implementation	2020	1 year	0	0	1,200,000	1,200,000	RM & CRS	
PNCC	HPMV upgrades on key strategic freight routes to enable HPMV use	Implementation	2017	5 years	1,822,000	0	1,108,000	4,942,000	RM & CRS	
RangDC	Transport planning	Programme business case	2018	3 years	100,000	100,000	100,000	300,000	RM & CRS	
RangDC	Low cost/low risk local road improvements 2018-21	Implementation	2018	3 years	1,173,200	1,542,800	1,789,300	4,505,300	RM	
RangDC	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	10,059,683	9,437,353	9,375,493	28,872,529	RM	
RuaDC	Low cost/low risk local road and SPR improvements 2018-21	Implementation	2018	3 years	1,944,528	2,311,864	2,062,950	6,319,342	RM	
RuaDC	Maintenance, operations and renewals 2018-21 (local road and SPR)	Implementation	2018	3 years	13,275,528	13,794,342	13,750,425	40,820,295	RM	

**TABLE 4: FULL LIST OF ACTIVITIES.**

ORGANISATION	ACTIVITY NAME AND DESCRIPTION	PHASE	START YEAR	EXPECTED DURATION	COST 2018 (\$)	COST 2019 (\$)	COST 2020 (\$)	TOTAL ACTIVITY COST (\$)	RLTP STRATEGIC PRIORITY (IES)	PRIORITY
TDC	Low cost/low risk local road improvements 2018-21	Implementation	2018	3 years	600,000	600,000	600,000	1,800,000	RM	
TDC	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	11,570,500	11,645,500	11,540,500	34,756,500	RM	
TDC	Route 52 improvements between the TDC boundary and Weber: upgrades to improve safety	Implementation	2018	3 years	2,000,000	4,000,000	4,000,000	10,000,000	RM	8
WDC	Transport planning	Programme business base	2018	3 years	20,000	5,000	15,000	40,000	RM	
WDC	Bridge 74, Wakefield Street, rail overbridge replacement: remove current weight and speed restrictions	Detailed business case, design, implementation	2018	1 year	1,780,000	0	0	1,780,000	RM	
WDC	Heads Road/Beach Road/Prince Street intersection: construction of a roundabout	Implementation	2019	1 year	0	1,397,550	0	1,397,550	RM	
WDC	Low cost/low risk local road improvements 2018-21	Implementation	2018	3 years	3,338,000	1,900,000	1,705,000	6,943,000	RM	
WDC	Maintenance, operations and renewals 2018-21	Implementation	2018	3 years	10,910,362	10,450,096	10,553,026	31,913,484	RM	
WDC	Urban Cycleway Programme: Aramaho Railway Bridge shared pathway	Detailed business case	2019	1 year	0	1,550,000	0	1,550,000	WC	
WDC	Walking and cycling improvements: shared use pathway (Stage 2)	Implementation	2019	1 year	0	440,656	0	440,656	WC	
WDC	Whanganui roading network operating study: assessment of future options for the Dublin Street Bridge and connectivity for Whanganui City	Programme business case	2018	1 year	100,000	0	0	100,000	RM	
Committed Activities										
HRC	Palmerston North bus service improvements	Implementation	2016	9 years	754,306	1,088,368	762,538	7,004,180	MM	
NZTA	Whirokino Trestle and Manawātū River Bridge (State Highway 1) replacement	Implementation	2015	5 years	11,428,550	11,900,000	0	63,152,201	RM & CRS	
PNCC	He Ara Kotahi, cycle and pedestrian bridge over the Manawātū River	Implementation	2016	3 years	1,139,000	0	0	6,338,000	WC	

**TABLE 4: FULL LIST OF ACTIVITIES.**





# Part 3

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INTER-REGIONAL ACTIVITIES,  
MONITORING AND APPENDICES



Due to the region's central location, the inter-regional road and rail corridors play a crucial role in the movement of people and freight.

# Section 9

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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 roading 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 Horizons 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, 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 Horizons 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 a new, reliable, efficient and safe east-west link is imperative to the Horizons and Hawke's Bay Regions to enable movement of people and freight between the 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.

## Significant inter-regional activities between the Horizons Region and Hawke's Bay Region

ACTIVITY	REASON FOR INTER-REGIONAL SIGNIFICANCE
State Highway 3, Manawatū Gorge Alternative	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. Investigations into and construction of a 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.
High Productivity Motor Vehicle Improvements Tranche 2 (State Highway 2 between the Port of Napier and the boundary with the Horizons Region)	These improvements will remove impediments to the use of HPMVs between the Hawke's Bay Region and the Horizons Region, in particular the freight hubs of the Palmerston North – Manawatū area. The Saddle Road (an alternative to the Manawatū Gorge) is suitable for HPMV use. These improvements were completed in early 2018.
Upgraded strategic routes for HPMV capability in the Horizons Region	The lower Horizons area acts as a freight hub and logistics centre for the lower North Island, and HPMV entrance capability will ensure that the benefits of HPMV routes to and from the Hawke's Bay Region can be maximised.
State Highway 2 Manawatū to Hawke's Bay connection improvements	The investigation into and implementation of improvements along the State Highway 2 corridor between the Horizons and Hawke's Bay Regions, will enable the corridor to fulfil its strategic functions as a key freight and general traffic mover as the primary link between these regions.

## Significant inter-regional activities between the Horizons Region and Taranaki Region

ACTIVITY	REASON FOR INTER-REGIONAL SIGNIFICANCE
State Highway 43 (Forgotten World Highway)	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.
Upgraded strategic routes for HPMV capability in the Horizons Region	The lower end of the Horizons Region acts as a freight hub and logistics centre for the lower North Island, and HPMV entrance capability will ensure that the benefits of HPMV across the southern North Island can be maximised.
State Highway 43 Stratford to Taumarunui safety improvements	These improvements will resolve the gap between the current and required safety level of service on all, or parts, of this corridor thereby enabling the safe and efficient movement of freight and people along the route.

## Significant inter-regional activities between the Horizons Region and Waikato Region

ACTIVITY	REASON FOR INTER-REGIONAL SIGNIFICANCE
State highway improvement upgrades to provide for HPMV (Central Plateau State Highways 46/47/4/49)	Bringing State Highways 46, 47, 4 and 49 up to HPMV standard will provide an alternative route for HPMVs when the Desert Road is closed, which is essential to maintain freight connections between the upper and lower North Island.

## Significant inter-regional activities between the Horizons Region and Wellington Region

ACTIVITY	REASON FOR INTER-REGIONAL SIGNIFICANCE
State Highway 1 Ōtaki to north of Levin (Wellington Northern Corridor)	The upgrade will maintain 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.



A description of how monitoring will be undertaken to assess implementation of the Regional Land Transport Plan.

# Section 10

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MONITORING OF THE PLAN

Under the LTMA, the Plan is required to include “a description of how monitoring will be undertaken to assess implementation of the Regional Land Transport Plan” and “the measures that will be used to monitor the performance of the activities.”

The monitoring of the Plan will be undertaken on progress against the programme of activities included in the programme component of the Plan. This will be reported to the RTC via quarterly Approved Organisation update items tracking progress of the planned activities in the Plan.



# Section 11

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APPENDICES

## APPENDIX 1: LEGISLATIVE ALIGNMENT WITH THE LTMA

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.

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.	Part One 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.	Part One 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.	In the absence of guidelines from the Ministry of Transport and/or NZ Transport Agency detailing the intention of this provision (particularly regarding the feasibility and affordability of alternative objectives), the RTC has developed a set of objectives in Part Two, Section Four that closely reflect and give effect to national GPS objectives as well as reflecting regional priorities and aspirations.  This Plan has been built off the solid policy direction outlined in the previous Regional Land Transport Plan. It is important to note that the previous RLTP, and the Regional Land Transport Strategy developed prior to it, went through a robust development process, including the detailed examination of strategic options upon which the resulting outcomes of the existing Plan were based.
s14 (c)(i)	The RTC has taken into account the national energy efficiency and conservation strategy.	Part Two describes the national and regional policy context. Issue six, the strategic priority seeking to improve connectivity, resilience and safety of strategic routes, and Policy 2.3 address matters relating to the National Energy Efficiency and Conservation Strategy (NEECS). Furthermore, Objective 6 and Policy 5.3 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.	Part Two outlines the strategic priorities for the region. In particular, the strategic priority seeking to improve connectivity, 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.	Part Two, Section 7 includes an outline of anticipated revenue sources.

## APPENDIX 2: ACCESSING CENTRAL NEW ZEALAND

As part of the Accelerate25 initiative, the Accessing Central New Zealand (ACNZ) Governance Group was developed to focus on ensuring a connected, safe, resilient and cohesive transport network to, from and within the Horizons Region. Group members include mayors, councillors and council staff from across the region, as well as key stakeholders such as Spearhead and NZ Transport Agency. The ACNZ project was produced out of initial discussions about whether the Joint Transport Study, developed in 2009, is still fit for purpose. After consideration of this piece of work, it was quickly realised that strategic connections into the region are not just about the Manawatū Plains, but rather the whole journey from outside of the region to key destinations. The Horizons Region is uniquely placed in the centre of the lower North Island and lends itself to being a prime location for freight and logistics land use and efficient and low cost distribution across the wider region and to neighbouring regions. As such, the ACNZ focus area was widened to include the whole region, including those key transport corridors immediately outside of the region.

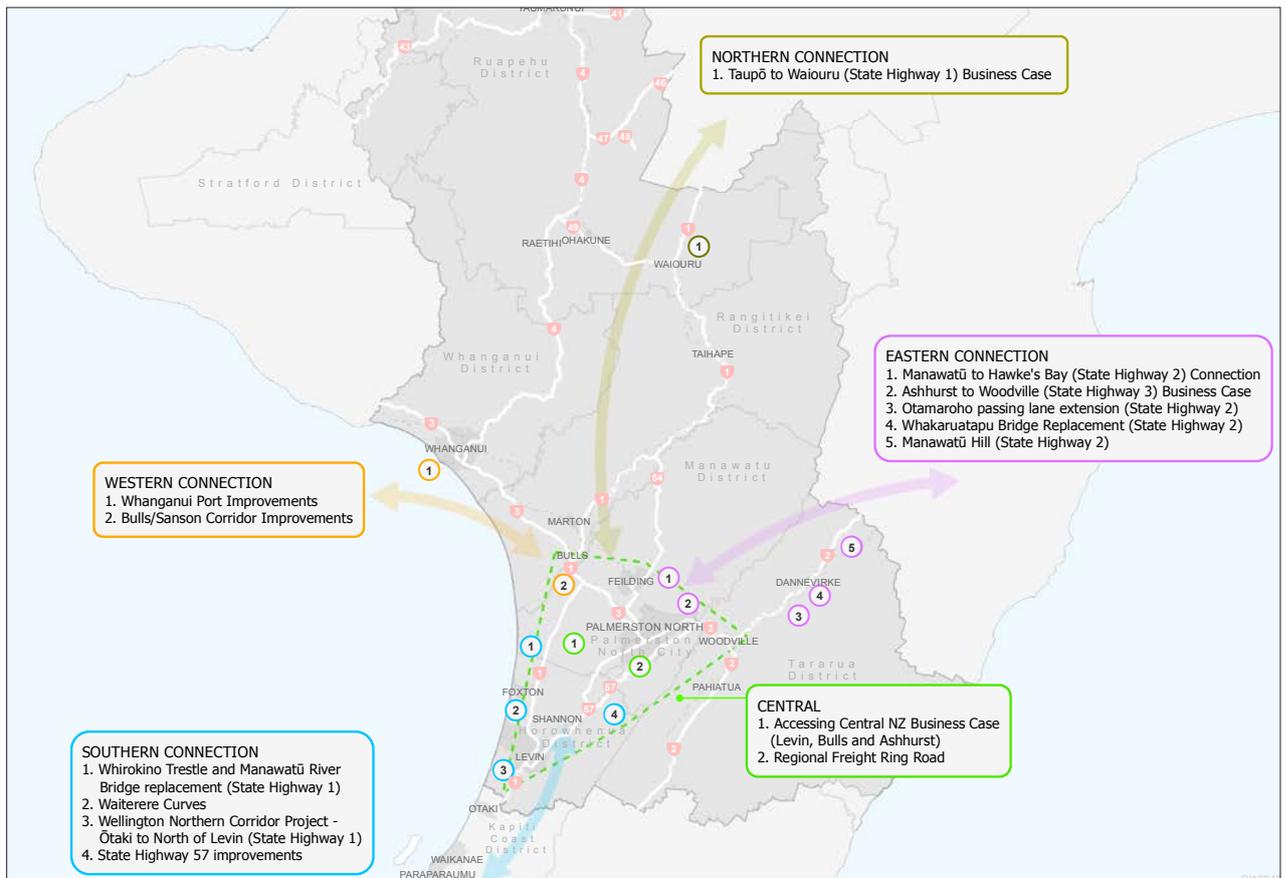
The aim of the Governance Group is to strategically manage and align all land transport projects within the region that lend themselves to realising the strategic advantage of a connected, safe, resilient and cohesive transport network. Success will look like a land use transport system that is well connected, integrated with other transport modes and ultimately creates a journey feel that is removed from crossing district and regional boundaries. This will also play a crucial part in unlocking the Distribution and Transport enabler of Accelerate25's Economic Action Plan and will assist in enhancing economic growth in the Horizons Region.

Key projects ACNZ are involved in are:

- Taupō to Waiouru (State Highway 1) Business Case;
- Manawatū Gorge alternative;
- Manawatū to Hawke's Bay (State Highway 2 connection);
- Otamaroho passing lane extension (State Highway 2);
- Whakaruatapu bridge replacement (State Highway 2);
- Manawatū Hill (State Highway 2);
- Regional Freight Ring Road (Kairanga Bunnythorpe Road and Ashhurst Road);
- Accessing Central NZ Business Case (Levin, Bulls and Ashhurst);
- Whanganui Port improvements;
- Bulls/Sanson corridor improvements;
- State Highway 57 improvements;
- Whirokino Trestle and Manawatū River Bridge replacement (State Highway 1);
- Waitarere Curves; and
- Ōtaki to north of Levin (Wellington Northern Corridor).

Involvement in projects of this nature enables ACNZ to achieve their objective of ensuring a well-connected transport network to, from and within the region. The ACNZ group therefore plays a key role in seeing the Distribution and Transport enabler and subsequently the nine objectives of the Accelerate25 Economic Action Plan realised.

Maps of the key projects ACNZ are involved in are shown below:

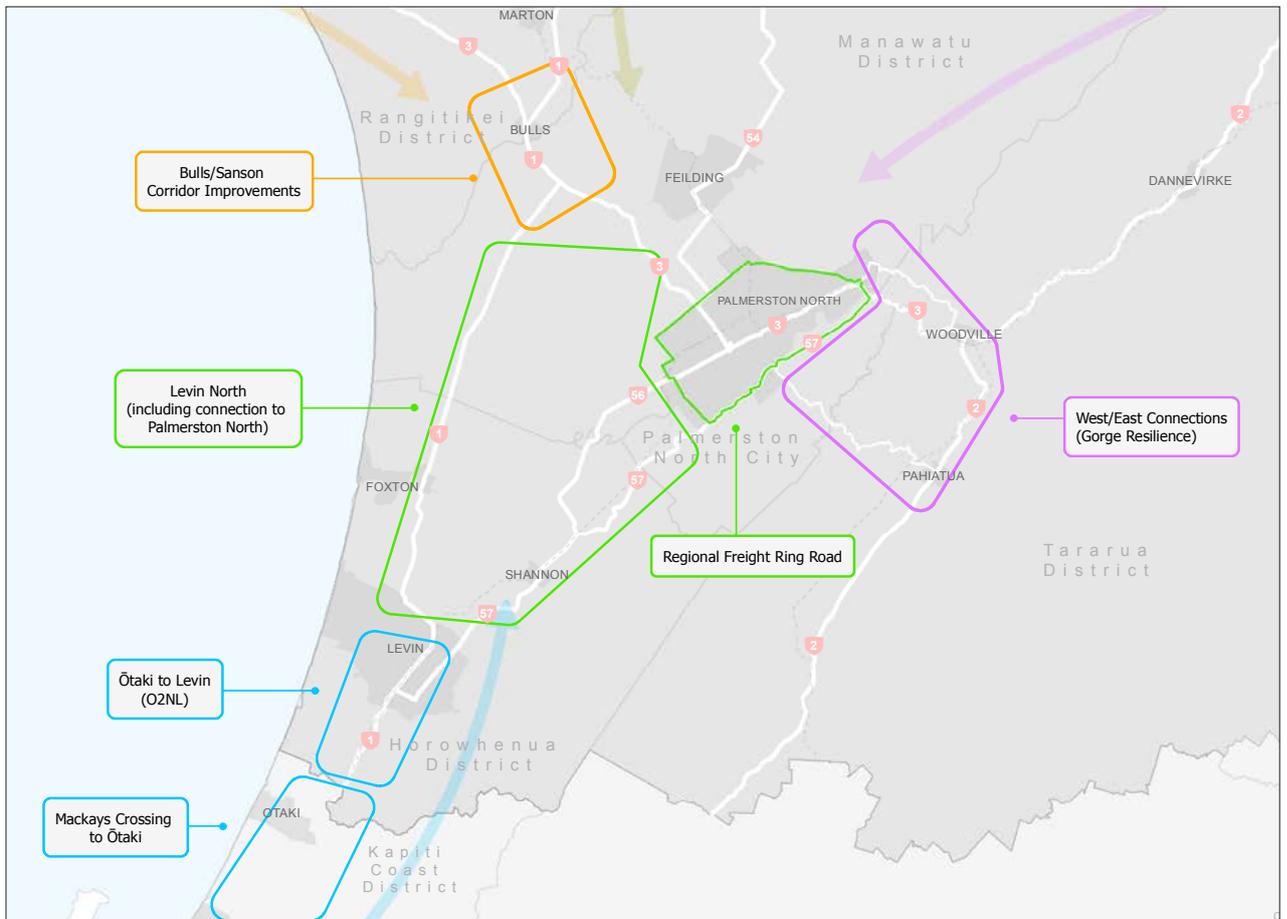


**FIGURE 4:** ACCESSING CENTRAL NEW ZEALAND KEY PROJECTS

### Accessing Central New Zealand – Central Area

The map in Figure 5 below is a sub-regional map that shows key project areas that will be focused on over the lifetime of this Plan. The map has been constructed to illustrate the key project areas where investment is required and the importance of each area being connected to the adjacent project areas to achieve the 'holistic journey' approach that this document is seeking to achieve (specifically around the strategic priority to improve the connectivity, resilience and safety of strategic routes). These project polygon areas are not mutually exclusive. For example, a transport solution that addresses the Ōtaki to north of Levin project area needs to be cognisant of the transport solution for the Levin north project area. This will ensure that connections to Palmerston North and Bulls/Sanson are well integrated and will maximise efficiency and travel times, as well as reducing cost.

To achieve this, the importance of sound strategic planning cannot be underestimated. While certain projects are at different phases of the planning to construction cycle, this thinking really stresses the need to plan now and do later. So while the Plan advocates for expedient investment into the transport network, it also advocates for the necessary project planning phases to be undertaken holistically and sooner rather than later. It follows then that once the blueprint has been mapped out, the region will be 'at the starters gate' to attract investment when those opportunities present themselves.



**FIGURE 5:** ACCESSING CENTRAL NEW ZEALAND KEY NORTH-SOUTH AND EAST-WEST CONNECTIONS FOR THE HORIZONS REGION.

## APPENDIX 3: KEY FINDINGS OF THE 2010 JOINT TRANSPORT STUDY

Much of the following section has been incorporated into the Accessing Central New Zealand work borne out of Accelerate25. As there are many aspects of it that remain relevant, for completeness and to provide the backstory and evidence of where much of the planned for strategic network has arisen, the full story of the Joint Transport Study is told here. It is important to note that the alignment of any key strategic routes discussed below are not final and will be subject to a detailed business case process to determine the final alignment and associated consenting requirements. Consultation with communities and affected parties will occur as part of these processes.

The Joint Transport Study (JTS) was completed in mid-2010 by the NZ Transport Agency, Palmerston North City Council, Manawatu District Council and Horizons Regional Council and sets out a framework for the strategic transport network in the Palmerston North - Manawatū sub-area over the next 30 years.

The aim of the study was to develop an evidence-based network hierarchy for the Palmerston North-Manawatū sub-area by testing the validity of a number of proposals that have been promoted by the NZ Transport Agency, Palmerston North City Council and Manawatu District Council.

These included:

- The concept for strategic access across the northern side of Palmerston North as suggested in the National State Highway Strategy (2007) between Mt Stewart and the Manawatū Gorge, thereby removing the state highway route from within the urban area of Palmerston North;
- Proposals for improved connections between Feilding and Palmerston North to cater for commuter flows, including the resolution of issues in the Bunnythorpe area; and
- The concept of a rural ring road around Palmerston North, incorporating an upstream bridge crossing of the Manawatū River.

A map of the proposed roading hierarchy in the study area is included in Figure 6 on page 72.

The study recommendations are:

1. A western bypass of Bunnythorpe and the new upstream bridge are sufficiently economic to warrant these projects being adopted for the purpose of planning the road network within the study area. However, as modelling and investigation indicates that a significant volume of traffic would continue to use Waughs Road/Campbells Road through Bunnythorpe, a detailed scheme assessment of the western bypass proposal (including consultation) is still required. This will determine what form, if any, a western bypass of Bunnythorpe may take.
2. Retain and recognise arterial routes and inter-regional routes:
  - a. Retain three arterial routes between Feilding and Palmerston North via:
    - i. Camerons Line, Milson Line, Kairanga Bunnythorpe Road and Rangitikei Line connecting to Rangitikei Street (as a major arterial);
    - ii. Camerons Line, Milson Line, connecting to Ruahine Street (as a minor arterial), noting that this function would then be downgraded to a local road in the remaining northern section to Kairanga Bunnythorpe Road and to a collector in the remaining southern section as far as Flyers Line, in response to any closure of Milson Line arising from an extension of the airport runway; and
    - iii. Waughs Road, Bunnythorpe Western Bypass and Railway Road connecting to Vogel Street (as a major arterial);

- b. Recognise three inter-regional routes:
    - i. Between Mt Stewart and the Manawatū Gorge via Rangitikei Line, Kairanga Bunnythorpe Road and Ashhurst Road;
    - ii. Between State Highway 54 (Feilding) and State Highway 56 via Bunnythorpe, Kairanga Bunnythorpe Road, Rongotea Road, No 1 Line and Tiakitahuna Road; and
    - iii. Between Ashhurst and south of Levin via State Highway 57;
  - c. Recognise Stoney Creek Road as a minor arterial road in an eastern corridor connecting to the new upstream bridge, but also recognising that its function should be reviewed as the growth patterns and strategies for the city's eastern urban area become more certain when the new upstream bridge is in place; and
  - d. Provide for a rural ring road around Palmerston North including Kairanga Bunnythorpe Road and Stoney Creek Road.
3. Road improvements required to give effect to the proposed road hierarchy, in addition to the Bunnythorpe Western Bypass (subject to detailed scheme assessment) and the new upstream bridge comprise:
    - a. Widening Kairanga Bunnythorpe Road between:
      - i. Rangitikei Line and Milson Line to 10 metres; and
      - ii. Milson Line and Bunnythorpe to 8.5 metres;
    - b. Intersection improvements likely in the form of roundabouts at:
      - i. Rangitikei Line/Kairanga Bunnythorpe Road;
      - ii. Milson Line/Kairanga Bunnythorpe Road;
      - iii. Bunnythorpe Western Bypass/Kairanga Bunnythorpe Road; and
      - iv. Campbell Road/Ashhurst Road/Stoney Creek Road;
    - c. Widening Ashhurst Road to 8.5 metres;
    - d. Upgrading Stoney Creek Road, including some improvements to the alignment and seal widening to 8.5 metres; and
    - e. Minor improvements in Ashhurst to improve safety and efficiency.
  4. Planning provision, with a view to later construction, should be made for new links:
    - a. To achieve the Bunnythorpe Western Bypass (subject to detailed scheme assessment);
    - b. To the south of Bunnythorpe between Kairanga Bunnythorpe Road and Ashhurst Road;
    - c. Connecting Stoney Creek Road and Riverside Drive including an intersection upgrade at Napier Road/Stoney Creek Road, possibly in the form of a roundabout; and
    - d. In Ashhurst to connect Ashhurst Bunnythorpe Road with Napier Road (subject to detailed scheme assessment).
  5. Structure plans to manage local road and property access should be prepared for:
    - a. Kairanga Bunnythorpe Road;
    - b. Stoney Creek Road;
    - c. Ashhurst Road in the event that development pressures emerge on State Highway 57 through Aokautere; and
    - d. The proposed new links involving the western and southern bypasses of Bunnythorpe and the approaches of the new upstream bridge.

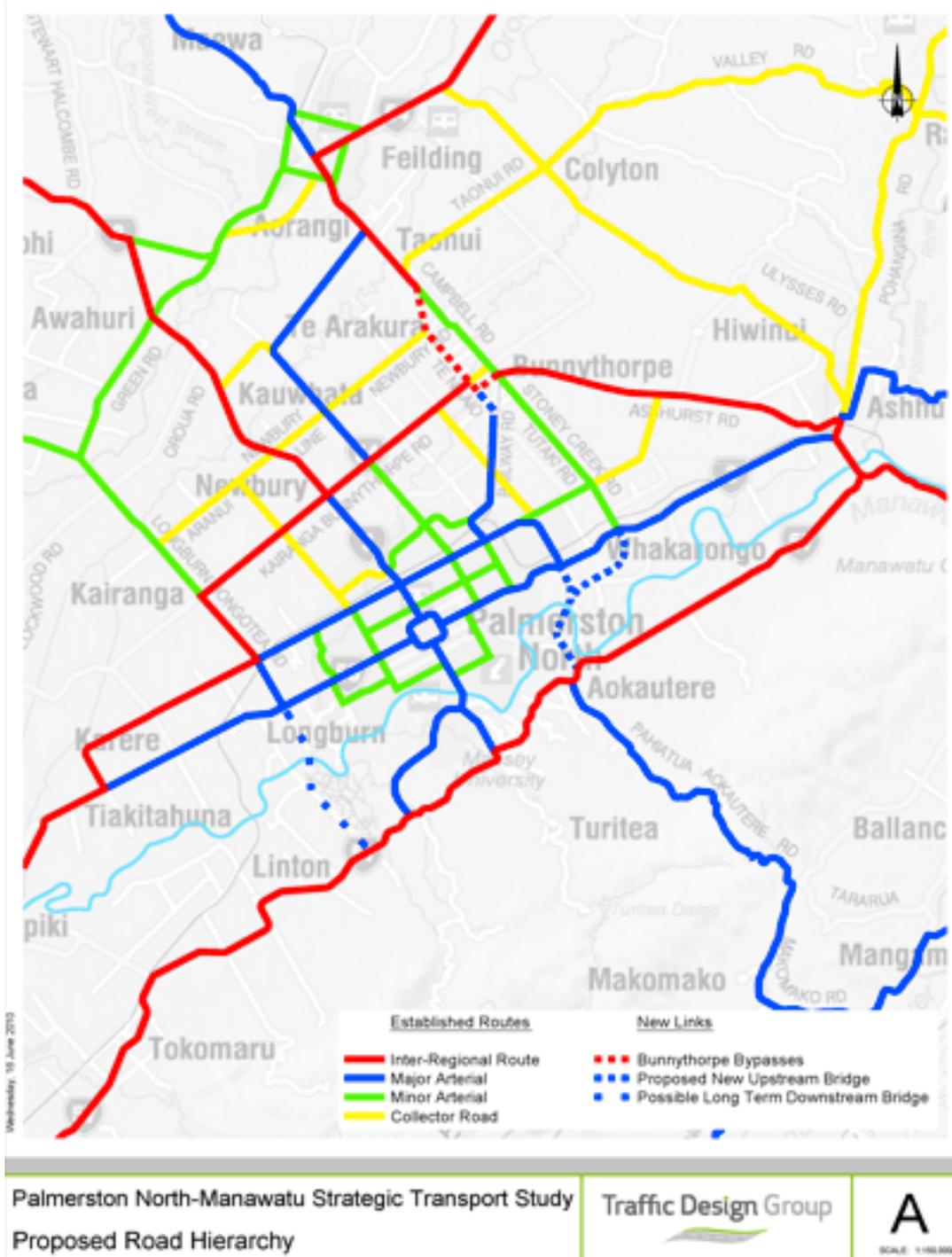
6. A separate traffic study be undertaken of options to optimise the Palmerston North urban road network and to develop an integrated roading plan to cater for future traffic demands, both to 2021 and to the longer-term horizon of this study. This will need to allow for the land use changes that emerge from the current urban growth strategy and which may include a review of the findings of this study which is based on present land use projections.

This plan for the development of the road network in the study area, particularly the rural road network between Feilding and Palmerston North, addresses the deficiencies in the existing road network and is entirely compatible with the Wellington Northern Corridor project for the Levin to Wellington corridor, including a bypass of Levin.

The recommendations of the JTS set out a broad plan for the strategic network over the next 30 years. Specific improvements and aspects of detailed management of the proposed network are outside the scope of the Plan and are still subject to detailed investigation and assessment. This further work will take into consideration the effects on local communities and facilities. Specifically, any future road alignments will be subject to a detailed business case process to determine the final alignment and following that any associated consenting processes. In the case of the proposed Regional Freight Ring Road, further work and detail on the alignment of this route will be dictated by the preferred route for the Manawatū Gorge alternative, which at the time of writing had not been determined.

Consultation with affected communities, including the Bunnythorpe community and affected parties, will occur as part of the business case and consenting processes.

The outcomes and recommendations of the JTS have been incorporated into the ACNZ portfolio that builds on these concepts and takes a region-wide approach to ensuring a connected, safe, resilient and cohesive transport network to, from and within the Horizons Region.



**FIGURE 6:** PROPOSED ROAD HIERARCHY FROM 2010 JOINT TRANSPORT STUDY (NOTE: THIS IS NOT THE FINAL ALIGNMENT OF THESE ROUTES. THIS WILL BE DETERMINED THROUGH THE BUSINESS CASE AND CONSENTING PROCESSES AT WHICH POINT CONSULTATION WITH AFFECTED COMMUNITIES AND INDIVIDUAL PARTIES WILL OCCUR).

## APPENDIX 4: STATISTICAL INFORMATION AND POPULATION INFORMATION

The information contained in this appendix informs much of the trends noted throughout the report and has been sourced from various agencies such as Statistics New Zealand and Ministry of Business, Innovation and Employment.

The following two tables show the previous and estimated population growth for the Horizons Region broken down by district and population forecasts out to 2043. The information has been provided by Palmerston North City's Economic Advisor and is sourced from Statistics New Zealand. These are the most up to date population estimates from Statistics NZ at this time, with the next census not being undertaken until March 2018.

However, Horizons Regional Council commissioned a study into population growth for the region, undertaken by the NZ Institute for Economic Research (NZIER). The NZIER study estimates a greater population growth than the Statistics New Zealand projections.

### Population estimates for the Horizons Region and territorial authorities (sourced from Statistics NZ)

POPULATION ESTIMATES													ANNUAL INCREASE			
	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017				
New Zealand	4,184,600	4,223,800	4,259,800	4,302,600	4,350,700	4,384,000	4,408,100	4,442,100	4,509,700	4,595,700	4,693,200	4,793,700	1.5%	1.9%	2.1%	2.1%
Ruapehu District	14,050	13,700	13,450	13,350	13,150	12,950	12,600	12,450	12,450	12,450	12,500	12,700	0.0%	0.0%	0.4%	1.6%
Whanganui District	43,800	43,600	43,500	43,500	43,700	43,800	43,600	43,500	43,400	43,600	43,800	44,500	-0.2%	0.5%	0.5%	1.6%
Rangitikei District	15,150	15,000	14,900	14,850	14,800	14,700	14,550	14,550	14,600	14,700	14,800	15,000	0.3%	0.7%	0.7%	1.4%
Manawatū District	26,800	26,900	27,200	27,400	27,700	28,000	28,200	28,500	28,800	29,300	29,900	30,300	1.1%	1.7%	2.0%	1.3%
Palmerston North	80,800	80,800	80,900	81,500	82,200	82,800	83,300	83,500	84,400	85,500	86,300	87,300	1.1%	1.3%	0.9%	1.2%
Tararua District	18,050	17,950	17,750	17,700	17,750	17,600	17,450	17,450	17,350	17,400	17,550	17,850	-0.6%	0.3%	0.9%	1.7%
Horowhenua District	30,600	30,600	30,700	30,800	31,000	31,000	31,200	31,200	31,300	31,400	31,900	32,500	0.3%	0.3%	1.6%	1.9%
Manawatū-Whanganui region	229,400	228,700	228,600	229,300	230,400	231,300	231,200	231,200	232,200	234,500	236,900	240,300	0.4%	1.0%	1.0%	1.4%

### Projected population of regional council areas - 2013(base)-2043 update

REGIONAL COUNCIL AREA(1)	PROJECTION(2)	POPULATION AT 30 JUNE							POPULATION CHANGE 2013-43	
		2013(3)	2018	2023	2028	2033	2038	2043	Number	Average Annual(4) (Percent)
Manawatū- Wanganui Region	High		245,600	255,200	264,200	272,100	278,900	284,900	53,700	0.7
	Medium	231,200	240,500	244,600	247,500	248,900	248,800	247,600	16,400	0.2
	Low		235,400	233,800	230,600	225,600	218,800	210,700	-20,600	-0.3
New Zealand(7)	High		4,972,900	5,385,400	5,748,600	6,095,200	6,420,000	6,730,200	2,288,100	1.4
	Medium	4,442,100	4,864,600	5,157,900	5,389,700	5,595,000	5,769,800	5,923,100	1,481,000	1.0
	Low		4,755,200	4,927,800	5,028,200	5,093,100	5,122,400	5,123,100	681,000	0.5

1. Boundaries at 1 January 2017.

2. Three alternative projections have been produced using different combinations of fertility, mortality and migration assumptions for each area.

3. These projections have as a base the estimated resident population of each area at 30 June 2013.

4. Calculated as a constant rate of population change over the period.

5. The medium projection of the North Island is the sum of the medium projections of the North Island regions. The low and high projections of the North Island are derived independently of the regional projections.

6. The medium projection of the South Island is the sum of the medium projections of the South Island regions. The low and high projections of the South Island are derived independently of the regional projections.

7. New Zealand comprises the North Island and South Island regions plus areas not included in a region (e.g. Chatham Islands territory). The high, medium and low projections are from the 95th percentile, 50th percentile (median), and 5th percentile, respectively, of the 2016-base national population projections (released October 2016).

**Notes:** All derived figures have been calculated using data of greater precision than published.

Owing to rounding, individual figures may not sum to stated totals.

Source: Statistics New Zealand

Statistics New Zealand, sub-national population projections: 2013 (base) –2043.

**Population estimates for the Horizons Region based on the NZ Institute for Economic Research (NZIER) Report commissioned by Horizons Regional Council**

The following tables show the population growth for the Horizons Region as estimated by NZIER and shows a comparison of the growth rates estimated between Statistics NZ and NZIER.

**Comparison of NZIER and Statistics New Zealand population projections, supplied by Palmerston North City Council’s Economic Advisor.**

		STATISTICS NEW ZEALAND PROJECTIONS (2013-BASE, 2016 UPDATE)	UPDATED PROJECTIONS COMMISSIONED BY TERRITORIAL AUTHORITIES	NZIER PROJECTIONS COMMISSIONED BY HORIZONS
Territorial Authority Area	Year			
Ruapehu District	1996	17,300		15,272
	2001	15,000		14,836
	2006	14,050		14,035
	2013	12,450		12,412
	2018	12,600		13,303
	2023	12,100		14,223
	2028	11,500		15,103
	2033	10,750		15,779
	2038	9,920		16,313
	2043	8,980		16,836
Whanganui District	1996	46,000		46,238
	2001	44,400		44,918
	2006	43,800		44,104
	2013	43,500		44,176
	2018	44,200	44,200	46,465
	2023	44,400	44,700	48,750
	2028	44,400	45,000	50,788
	2033	44,000	45,000	52,771
	2038	43,400	44,700	54,594
2043	42,500	44,100	56,239	
Rangitikei District	1996	16,750		15,983
	2001	15,500		15,527
	2006	15,150		15,081
	2013	14,550		14,543
	2018	14,950		15,504
	2023	14,900		16,533
	2028	14,750		17,479
	2033	14,450		18,358
	2038	14,000		19,128
2043	13,550		19,861	

		STATISTICS NEW ZEALAND PROJECTIONS (2013-BASE, 2016 UPDATE)	UPDATED PROJECTIONS COMMISSIONED BY TERRITORIAL AUTHORITIES	NZIER PROJECTIONS COMMISSIONED BY HORIZONS
Territorial Authority Area	Year			
Manawatū District	1996	26,800		27,335
	2001	26,300		26,554
	2006	26,800		26,956
	2013	28,500		28,775
	2018	30,700	30,842	30,145
	2023	31,900	32,831	31,508
	2028	32,900	34,726	32,665
	2033	33,800	36,311	33,949
	2038	34,400	37,794	35,177
	2043	34,800	39,124	36,287
Palmerston North city	1996	77,100		79,042
	2001	77,100		76,785
	2006	80,800		80,401
	2013	83,500		83,920
	2018	88,200	88,730	87,442
	2023	91,400	93,650	91,056
	2028	94,200	98,118	94,151
	2033	96,700	102,444	97,092
	2038	98,800	106,823	100,159
2043	100,700	111,840	102,699	
Taranua District	1996	19,500		19,077
	2001	18,350		18,532
	2006	18,050		18,234
	2013	17,450	17,450	17,655
	2018	17,500	17,850	18,647
	2023	17,300	18,050	19,662
	2028	17,000	18,250	20,644
	2033	16,600	18,300	21,619
	2038	16,050	18,250	22,336
2043	15,350	18,050	23,184	
Horowhenua District	1996	30,800		31,858
	2001	30,600		30,948
	2006	30,600		30,888
	2013	31,200		31,529
	2018	32,200	32,795	33,204
	2023	32,500	34,848	34,915
	2028	32,600	36,951	36,481
	2033	32,400	39,111	38,066
	2038	32,000	41,151	39,565
2043	31,500	43,309	40,925	

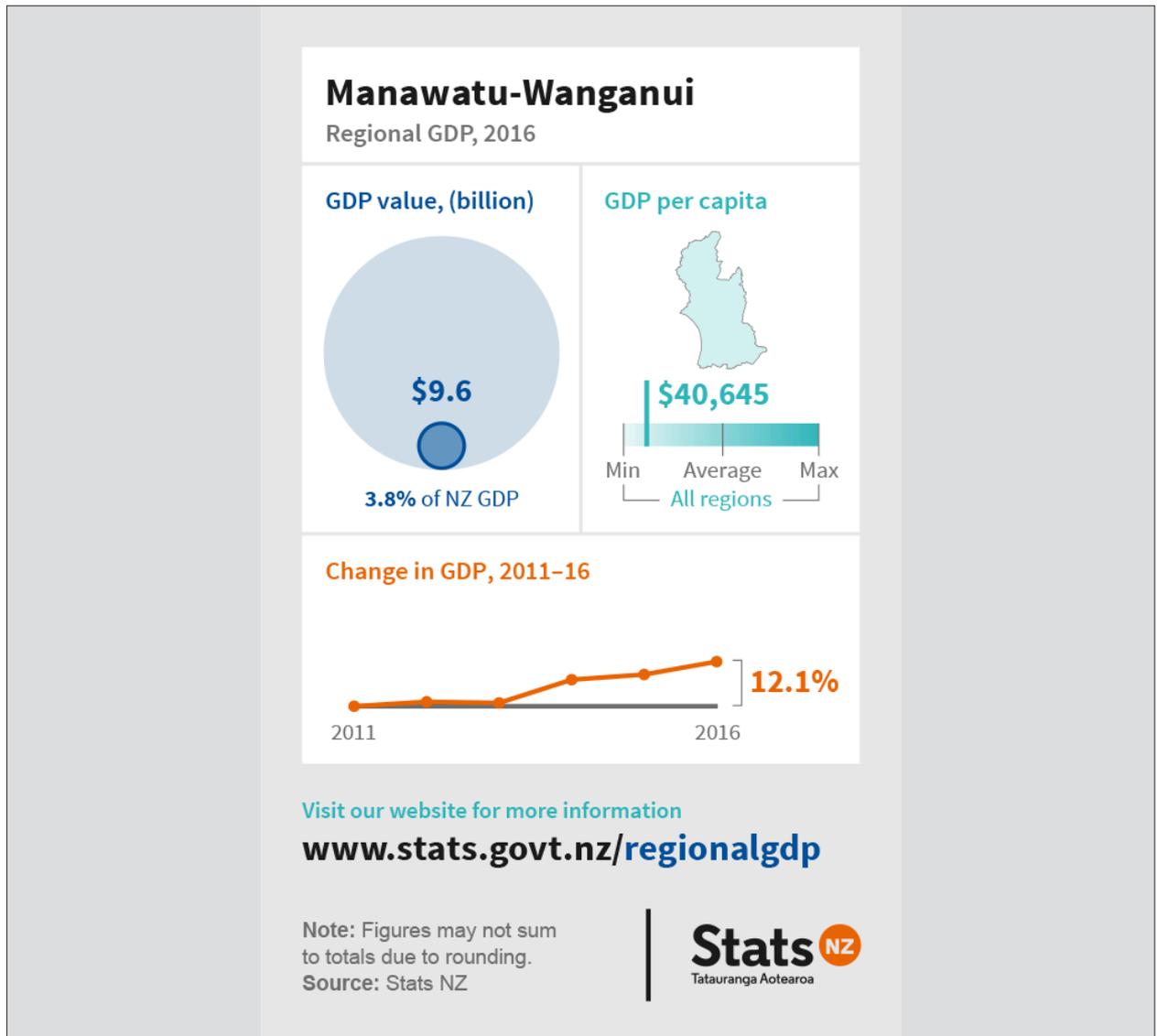
		STATISTICS NEW ZEALAND PROJECTIONS (2013-BASE, 2016 UPDATE)	UPDATED PROJECTIONS COMMISSIONED BY TERRITORIAL AUTHORITIES	NZIER PROJECTIONS COMMISSIONED BY HORIZONS
Territorial Authority Area	Year			
MidCentral DHB (excl. Otaki Ward)	1996	154,200		
	2001	152,350		
	2006	156,250		
	2013	160,650		
	2018	168,600	170,217	169,438
	2023	173,100	179,379	177,140
	2028	176,700	188,045	183,941
	2033	179,500	196,166	190,726
	2038	181,250	204,018	197,237
	2043	182,350	212,323	203,095
Manawatu-Whanganui Region	1996	234,250		234,805
	2001	227,250		228,101
	2006	229,250		229,699
	2013	231,150		233,009
	2018	240,350		244,709
	2023	244,500		256,647
	2028	247,350		267,311
	2033	248,700		277,634
	2038	248,570		287,272
2043	247,380		296,032	

## NZIER population projections by District, supplied by Palmerston North City Council's Economic Advisor

POPULATION	YEAR												
	1992	1996	2001	2006	2013	2018	2023	2028	2033	2038	2043	2048	
<b>TLA</b>													
Horowhenua District	31,451	31,858	30,948	30,888	31,529	33,204	34,915	36,481	38,066	39,565	40,925	41,881	
Manawatū District	26,985	27,335	26,554	26,956	28,775	30,145	31,508	32,665	33,949	35,177	36,287	37,305	
Palmerston North city	78,031	79,042	76,785	80,401	83,920	87,442	91,056	94,151	97,092	100,159	102,699	104,661	
Rangitikei District	15,779	15,983	15,527	15,081	14,543	15,504	16,533	17,479	18,358	19,128	19,861	20,548	
Ruapehu District	15,077	15,272	14,836	14,035	12,412	13,303	14,223	15,103	15,779	16,313	16,836	17,351	
Stratford District	180	183	178	177	157	167	178	188	196	202	207	212	
Tararua District	18,833	19,077	18,532	18,234	17,655	18,647	19,662	20,644	21,619	22,336	23,184	23,748	
Waitomo District	76	77	75	87	50	57	64	71	75	77	78	79	
Whanganui District	45,647	46,238	44,918	44,104	44,176	46,465	48,750	50,788	52,771	54,594	56,239	57,497	
Manawatū-Whanganui Region	232,059	235,064	228,354	229,963	233,217	244,934	256,889	267,569	277,905	287,550	296,317	303,282	
Horizons North-West	76,759	77,753	75,533	73,484	71,338	75,496	79,749	83,628	87,179	90,313	93,221	95,688	
Horizons South-East	155,300	157,311	152,820	156,479	161,879	169,438	177,140	183,941	190,726	197,237	203,095	207,595	

### Manawatū-Wanganui Regional GDP contribution figures

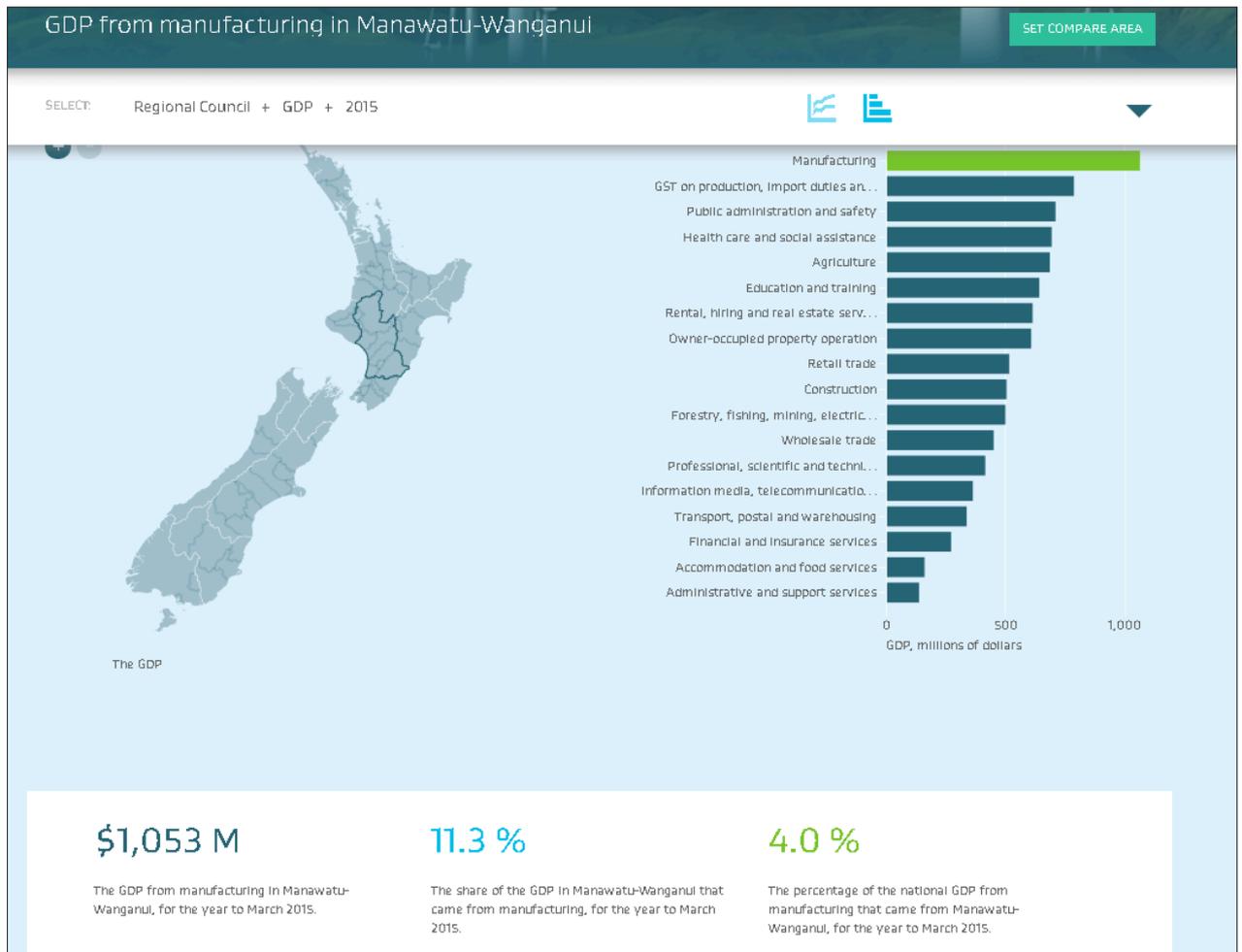
The following figure shows the regional GDP for the Horizons Region based on 2016 figures. This information has been sourced from Statistics NZ.



**FIGURE 7:** REGIONAL GDP, 2016

## GDP contributors to the Horizons Region – 2015

The following figure has been sourced from MBIE and shows the proportion of GDP contribution from various industries within the region. The highest is manufacturing, which contributes 11.33 per cent to the regional GDP.



(IMAGE SOURCED FROM MBIE ECONOMIC ACTIVITY INFORMATION

<http://webrear.mbie.govt.nz/theme/gdp-by-industry/map/barchart/2015/Manawatū-wanganui/manufacturing?accessedvia=Manawatū-wanganui&left-transform=regionalPercentage&right-transform=absolute>)

#### 4.5 Other Horizons Region growth indicators

The following table provides an overview of other growth indicators for the region.

The information is based on the last three months, ending October 2017 and provides a comparison against New Zealand trends. Of note is tourism spending that has increased by 7 per cent overall with international tourism spending increasing by 14 per cent. The information in the following table was supplied by Palmerston North City Council's Economic Advisor and it is understood this is based on recent information supplied by Statistics NZ.

THREE MONTHS ENDED OCTOBER 2017	MANAWATŪ-WHANGANUI REGION	NEW ZEALAND
New car registrations	11% ↑	1% ↑
Average house values	Ruapehu district 14% ↑	4% ↑
	Whanganui district 12% ↑	
	Rangitikei district 17% ↑	
	Manawatū district 15% ↑	
	Palmerston North city 11% ↑	
	Tararua district 12% ↑	
	Horowhenua district 21% ↑	
House sales by agent	19% ↓	21% ↓
Electronic card retail spending (excl Horowhenua)	6.3% ↑	4.3% ↑
Overseas net migration	1% ↑	8% ↓
THREE MONTHS ENDED SEPTEMBER 2017		
Building consents		
- total value	26% ↑	8% ↑
- non-residential value	2% ↑	6% ↓
- total residential value (new dwellings and additions and alterations)	38% ↑	9% ↑
Tourism spending	7% ↑	6% ↑
- domestic	5% ↑	3% ↑
- international	14% ↑	10% ↑

**TABLE 6:** REGIONAL GROWTH INDICATORS, HORIZONS REGION FOR THREE MONTHS ENDING OCTOBER 17.

## State Highway 43 joint statement

The inter-regional SH43 links SH3 at Stratford (in the Stratford District of the Taranaki region) with SH4 at Taumarunui (in the Ruapehu District of the Manawatu-Wanganui region).

As a three-hour scenic heritage connection between Taranaki and the Central North Island, this 155km long highway is increasingly popular as a tourist route — both in its own right and in providing access to other visitor opportunities. Promoted as the ‘Forgotten World Highway’, the route itself winds through rugged hill country and sub-tropical rainforests, with numerous points of interest on New Zealand’s pioneering history along the way.

However, despite ongoing advocacy from the affected regional communities, 12km of SH43 (through the Tangarakau Gorge) remains unsealed. This is a significant barrier to improving tourism, and therefore economic growth, for the districts and regions that the highway connects — effectively fragmenting major regional tourism assets. Taranaki and Ruapehu in particular, have major private and local public investments aimed to lift amenities and visitor offerings in their areas. These aspirations are documented in a number of strategic planning documents. It is acknowledged that transport infrastructure is key to regional prosperity and this project aligns with Regional Economic Development planning for Taranaki and Manawatu-Wanganui Regions. Having a fit-for-purpose roading network in place to facilitate tourism between these is critical to optimise leveraging off the facilities available in each area. The current state of SH43 is a major constraint to the regions’ meeting their potential.

Further, SH43 also currently has a high personal risk rating (KiwiRAP road safety rating system 2012). A high proportion of tourists are unfamiliar with driving on unsealed roads, which exacerbates the safety issues on the route.

Bringing SH43 up to an appropriate level of service for an inter-regional tourism route, including being fully sealed, is therefore a priority.

SH43 should be managed to achieve the following objectives:

- To develop and protect the highway’s tourism role by ensuring that it is of a suitable standard to encourage tourist use, including being fully-sealed and appropriately maintained.
- To support a reduction of death and serious injuries on the route.

This joint statement on State Highway 43 (SH43) has been prepared, and agreed to, by the following local authorities:



Cr David McLeod, Chair  
Taranaki Regional Council



Mayor Neil Volzke  
Stratford District Council



Mayor Neil Holdom  
New Plymouth District Council



Cr Bruce Gordon, Chair  
Horizons Regional Council



Mayor Don Cameron  
Ruapehu District Council



Mayor Ross Dunlop  
South Taranaki District Council

## APPENDIX 6: 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 2015-2025;
- The draft Government Policy Statement on Land Transport Funding 2018-2028;
- The New Zealand Energy Efficiency and Conservation Strategy (NZECS, 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 Palmerston North–Manawatū Joint Transport Study 2010;
- Long-term Plans (and amendments) of all local authorities in the region;
- 2020 Safer Journeys – the National Road Safety Strategy (2010);
- The Regional Public Transport Plan for the Horizons Region (2015-25);
- Territorial authorities' transport plans, walking and cycling strategies, and economic and growth strategies; and
- Recent correspondence from the Transport Minister following a change in Government in October 2017, signalling changes to be made to the draft GPS in 2018.

## APPENDIX 7: SIGNIFICANCE POLICY

### 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.

The Regional Land Transport Plan can be varied at any time. However, consultation will be required in accordance with Section 18D of the Act if the variation is significant. The approach to the consultation will reflect the level of significance of the proposed variation (to be determined by the RTC) and consideration should be given to the costs and benefits of any consultation processes or procedure and the extent to which consultation has already taken place.

### Determination of significance for variations to the RLTP

The significance of variations to the Regional Land Transport Plan will be determined on a case-by-case basis by the RTC. In determining the significance of a proposed variation, the RTC will consider information such as the reasons for the variation, the options, relative costs and benefits, and those affected by the decision. Variations will generally not be considered significant unless the variation:

- Materially changes the balance of the strategic investment in a programme or activity; or
- Negatively impacts on the contribution to Government and/or GPS contributions; or
- Adversely affects residents and/or communities (variations with a moderate impact on a large number of residents and/or communities, or variations with a major impact on a small number of residents and/or communities will have a greater significance than those of a minor impact); or
- Affects the integrity of the RLTP, including its overall affordability; or
- Is contrary to the strategic direction of this Plan (specifically the objectives and strategic priorities).

### Variations that are generally not significant

The following variations to the RLTP are generally not considered significant:

- Variations to activities or new activities that are in the urgent interest of public safety; or
- New preventative maintenance and emergency reinstatement activities; or
- Replacement of activities within an approved programme or group with activities of the same type and general priority (e.g. maintenance programmes); or
- Addition of an activity or combination of activities that has previously been consulted on in accordance with Section 18 of the Act; or
- A scope change that does significantly alter the original objectives of the activity; or
- Variations to timing, cash flow, duration or total cost of an activity that does not substantially change the balance of the programme; or
- Addition of business case phases of a new activity that has not been previously consulted on in accordance with Section 18 of the Act.

### **Determination of significant activities for prioritising activities**

For the purpose of Section 16(3)(d) of the Act, a significant activity is any large or complex activity put forward by an approved organisation that:

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

A large new improvement project excludes:

- Committed activities (existing commitments arising from approved activities); and
- Business-as-usual activities:
  - Local road and state highway maintenance and renewals;
  - Local road and state highway minor capital works (less than \$5 million);
  - Existing public transport services; and
  - Other activities costing less than \$5 million.

