Mahere Waka Whenua ā-rohe
Draft Regional Land Transport Plan

2021 - 2031 (2024 Review)

horizons
REGIONAL COUNCIL

Authors
Regional Transport Committee which includes members from
Horizons Regional Council
Horowhenua District Council
Manawatū District Council
Palmerston North City Council
Rangitīkei District Council
Ruapehu District Council
Tararua District Council
Whanganui District Council
NZ Transport Agency Waka Kotahi
KiwiRail (advisory member)
NZ Police (advisory member)
AA Road users (advisory member)
Active and public transport representatives

Acknowledgements to
Regional Transport Advisory Group
Mark Read, Transport Services Manager, Horizons Regional Council
Leana Shirley, Senior Transport Planner, Horizons Regional Council

ISBN: 9781991061461
Report No: 2023/EXT/1829

CONTACT	24 hr freephone 0508 800 80		Help@horizons.govt.nz		www.horizons.govt.nz
SERVICE CENTRES	Kairanga Cnr Rongotea and Kairanga-Bunnythorpe Roads Palmerston North Marton 19 Hammon Street Taumarunui 34 Maata Street	REGIONAL HOUSES	Palmerston North 11-15 Victoria Avenue Whanganui 181 Guyton Street	DEPOTS	Taihape 243 Wairanu Road Taihape Woodville 116 Vogel Street
POSTAL ADDRESS	Horizons Regional Council, Private Bag 11025, Manawatū Mail Centre, Palmerston North 4442				F 06-952 2929

TABLE OF CONTENTS - RĀRANGI KAUPAPA

CHAIR'S MESSAGE - HE KUOU NĀ TE MANUKURA

Hei manukura of te Komiti Waka ā-Rohe o Horizons, e harikoa ana ahau ki te tāpae nei te arotakenga-takawaenga o te Mahere Waka Whenua ā-Rohe 2021-2023 mō te rohe o Horizons.

As Chair of the Horizons Regional Transport Committee, I am pleased to present to you the mid-term review of the Regional Land Transport Plan 2021-2031 for the Horizons region.

The Regional Land Transport Plan is our blueprint for the regional transport network and is key to securing funding to support and improve transport in our region.

Regional Transport Committees are required to develop a regional land transport plan, in consultation with their community and stakeholders every six years and complete a mid-term review in the third year of the Plan.

A RLTP sets out the strategic direction for land transport across the Horizons region. It states the regional priorities for the duration of the Plan and outlines the proposed land transport activities that seek to contribute to these priorities to secure and guide investment in the region. This mid-term review has been developed by the Horizons Regional Transport Committee with support of officers. Based on the Plan, NZ Transport Agency Waka Kotahi (NZTA) will decide which activities it will include in the National Land Transport Programme (NLTP). Once included in the NLTP, an activity can then be funded from the National Land Transport Fund and subsequently delivered.

The core focus of this Plan is to provide a connected and efficient land transport system that becomes more resilient and reduces the impact of transport on the environment. We are also committed to improving the transport options available and the safety of the network. Critical to achieving this will be the availability and uptake of alternative transport modes such as rail, or public and active transport. This focus is reflected in our 30-year vision and transport investment priorities, which guide infrastructure investment in the region.

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

- Progressing and developing the Regional Freight Ring Road (as part of the Palmerston North Integrated Transport Initiative);
- Continuation and replacement of the current Capital Connection passenger rail service with implementation of a new modern fleet of trains and increased service frequency; and
- Progression of Te Utanganui which will see freight distribution unlocked in the central lower north island.

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

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

Rachel Keedwell

CHAIR - MANUKURA

EXECUTIVE SUMMARY - HE KUPU WHAKARĀPOPOTO

The Regional Land Transport Plan outlines the strategic direction for land transport funding in the Horizons region over the 10 year period from 2021-2031. The RLTP describes the long term vision, objectives, and identifies the investment priorities and transport projects the region intends to invest in over the next six years. Transport plays a big role in shaping what the Horizons region is like as a place to live, so it's important our transport plans support our broader goals for the region.

Regional Land Transport Plans are required to be reviewed every three years.

This Plan represents the **mid-term review** of the RLTP adopted in 2021. The purpose of a mid-term review is to check that the RLTP remains valid and fit for purpose for the next three year funding cycle.

The Horizons Regional Transport Committee has reviewed the RLTP 2021-31 to test the strategic direction and vision against the current planning and national direction.

This mid-term review has resulted in a re-fresh of the strategic direction, with more focus placed on improving and maintaining our transport network, with a view to increasing resilience. If we get this right, then people and freight will be able to reliably and safely travel to, from and within the Horizons region.

The refreshed strategic direction (vision, objectives and investment priorities) are outlined below.

KO TĀ MĀTOU WAWATA 30 TAU MŌ TE WAKA WHENUA- OUR 30 YEAR VISION FOR LAND TRANSPORT:

He rohe hei tūhonohono i te puku o Aotearoa me te whakarato mai i ētahi whiringa waka, he manahau, he haumaru, he whai wāhi noa, ā, he toitū hoki

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

Achieving the vision in this Regional Land Transport Plan will require more than just investment in certain transport activities. The **objectives** support the vision by outlining what we seek to achieve to give effect to the vision.

The five **OBJECTIVES** for achieving the vision are as follows:

He whiringa ā-haere - Travel choice

- Transport users in the region have access to affordable transport choices that are attractive, viable and encourage multi-modal travel and a reduction in light vehicle kilometres travelled.

Kia tūhono, kia māia hoki - Connectivity and efficiency

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

Kia haumaru - Safety

- The transport network is safe for all users.

Āhuarangi hurihuri me te manahau - Climate change and resilience

- The transport system is is resilient, minimises climate change through reduction in emissions, and reduces adverse effects from transport on the environment.

Kia kounga te whatunga, kia whakatinana hoki - Network quality and integration

- The transport network is well-maintained and integrates with current and planned land use to a level which supports a well-functioning and fit for purpose system.

Transport Investment priorities outline where the region intends to focus investment in the first 10 years of the Plan. As part of the mid-term review, these investment priorities have been refreshed to reflect updated government priorities and funding access, along with what is important for our region. The diagram below outlines the Transport Investment Priorities for the region. The overarching priority sits as a key investment factor influencing each of the priorities. It is intended that the three weighted investment priorities give effect to and are supported by the overarching priority.

OVERARCHING PRIORITY

Resilience and climate change

With support from the three transport investment priorities:

- The **resilience** of the region's transport network will be improved; and
- The transport system will respond to **climate change** through adaptation and reductions in transport related emissions.

Investment Priority 1

Connectivity and access

Maintain and improve the transport network to provide better connectivity and access, efficient movement of people and freight, reverse network degradation, and create a resilient transport system.

Investment Priority 2

Better travel options

Improve transport options for people and freight to encourage higher use of public and active transport, and sustainable freight modes.

Investment Priority 3

Safety

Improve the transport network and user education to create a safe transport system for all users.

Introduction - He kupu whakataki

1 Purpose of the Plan - Te whāinga o te Mahere

The Regional Land Transport Plan (RLTP) is the primary document guiding integrated land transport planning and investment within the Manawatū-Whanganui (Horizons) Region. It sets out the strategic direction for land transport in the region for the 10 year period between 2021-2031, and describes what the region seeks to achieve in order to contribute to an effective, efficient and safe land transport system. In addition to outlining the strategic direction for the region, the RLTP also outlines the activities proposed to deliver the strategic direction.

This RLTP has been developed by the Horizons Regional Transport Committee (RTC) 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, refer to Appendix 2.

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

Part 1: Strategic Direction

- Purpose of the Plan
- Strategic context (Our Story)
- Strategic framework (our vision and objectives) and headline targets
- Transport investment priorities

Part 2: Investment Programme (Delivery of Strategic Direction)

- Funding mechanisms
- Regional programme of activities, including significant activities
- Significant inter-regional activities

Part 3: Monitoring

- Monitoring framework

Part 4: Appendices

- Glossary of terms
- Significance policy
- Legislative requirements and alignment
- Statistics
- update on progress of significant activities from 2021

2 Relationship to other strategic documents - He hononga rautaki

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

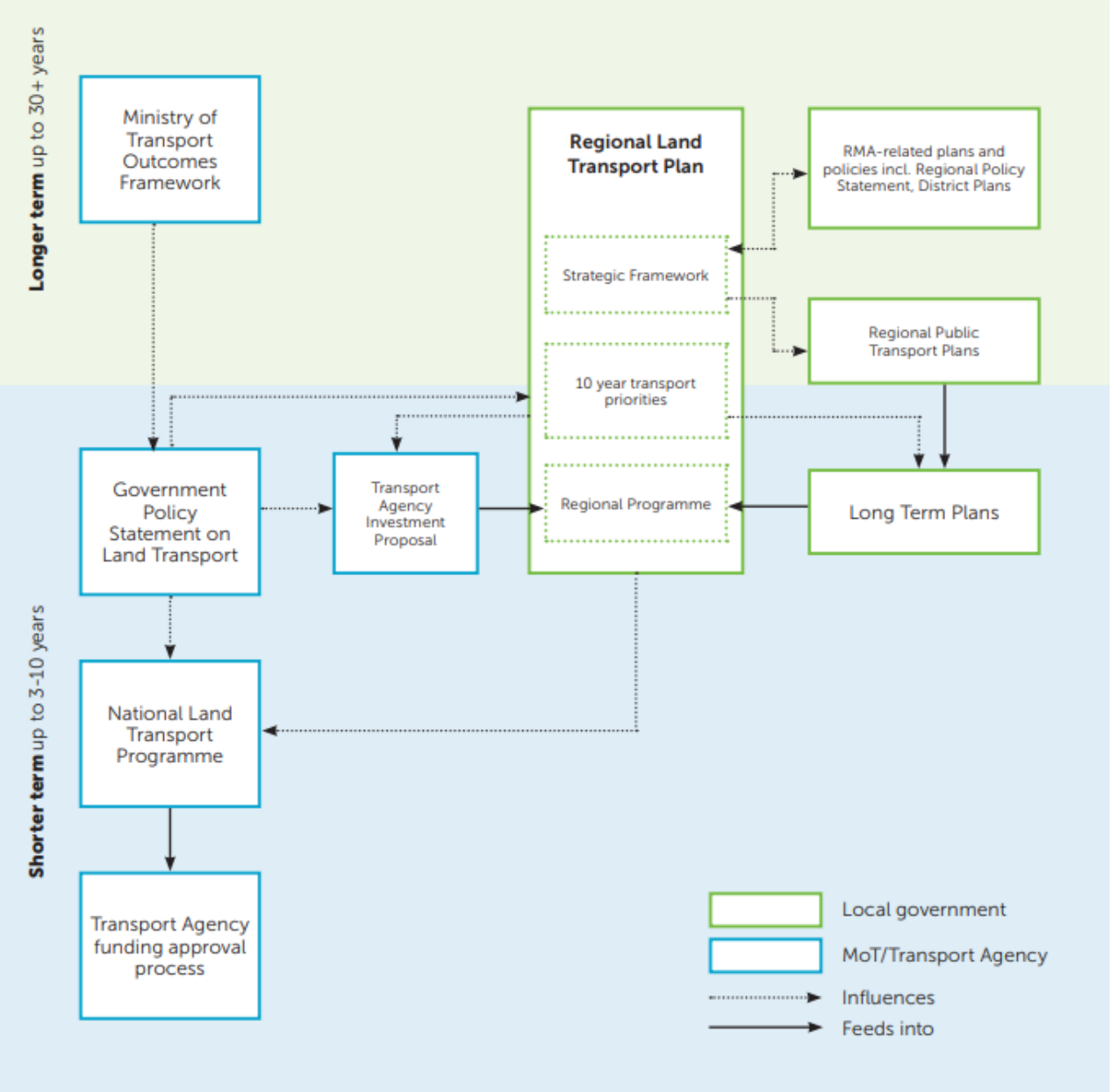
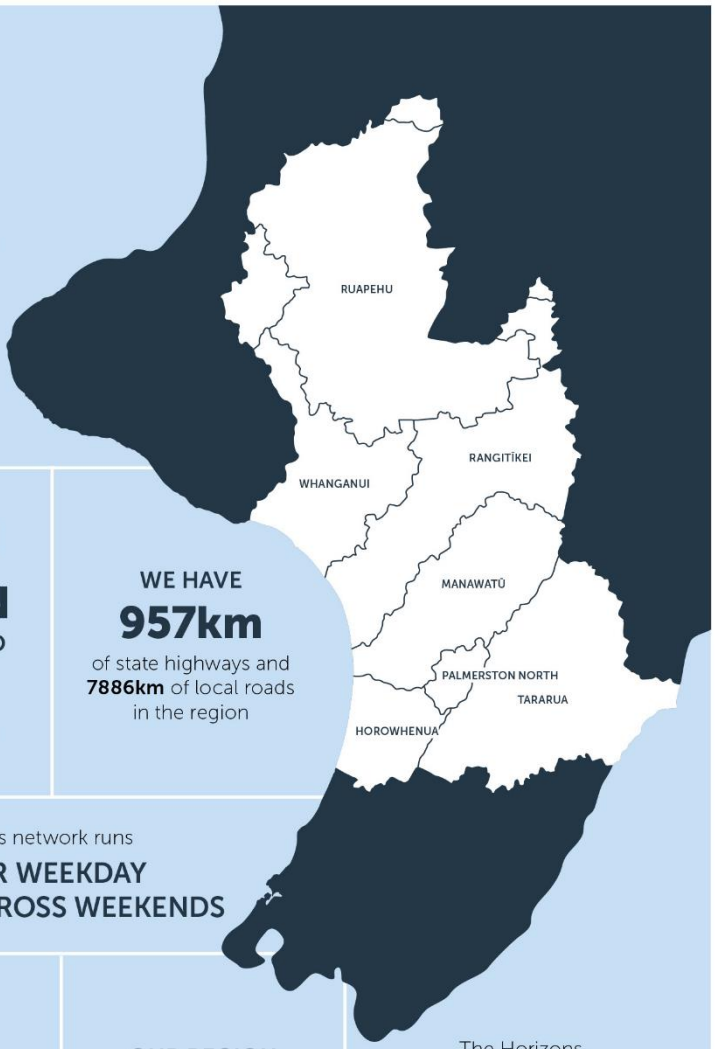


Figure 1: legislative linkages between the RLTP and other planning documents

STRATEGIC CONTEXT OUR REGION - HOROPAKI O TE RAUTAKI - TŌ TĀTOU ROHE

The Horizons region extends over 22,200km^2 - from Ruapehu in the north and Horowhenua in the south, to Whanganui in the west and Tararua in the east. It's a landscape as vast and varied as the 250,000 people who call it home. It lies in the centre of the lower 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 bordered by the Greater Wellington, Taranaki, Hawke's Bay and Waikato regions. The graphic that follows provides a regional snapshot of some of the key strategic components within the Horizons region. Additional detail on the regional context follows in the remainder of the document.

The HORIZONS REGION



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

Almost a **QUARTER OF THE REGION'S POPULATION IDENTIFY AS MĀORI,** with iwi and hapū spread over more than **60** marae.

Manawatū is experiencing significant growth, with more than **$8 BILLION OF TRANSPORT AND INFRASTRUCTURE INVESTMENT** planned and underway in the next 10 years

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

The Palmerston North bus network runs **610 SERVICES PER WEEKDAY** **856 SERVICES ACROSS WEEKENDS**

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

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

OUR REGION **CONTRIBUTES 7.3%** of NZ's total greenhouse emissions (2022)

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

177% **INCREASE IN LOGISTICS GROWTH** in the Palmerston North area between 2000-2018

The Palmerston North and Ashhurst bus network consists of **43** electric buses, and is **THE FIRST FULLY ELECTRIC FLEET IN NEW ZEALAND**

3.9% The region contributes **NATIONAL GDP** (end of 2021)

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

The Capital Connection passenger rail service between Palmerston North and Wellington will be replaced in 2029 with **NEW HYBRID-ELECTRIC TRAINS THAT RUN MORE FREQUENTLY**

69% of the road network is sealed

Figure 2: regional snapshot of the Horizons region

3 Land use patterns - Ngā tauira whakamahi whenua

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

The region has a number of urban areas, ranging in size, with Palmerston North being the largest and Whanganui, Levin and Feilding being the other main urban areas in the region. These urban areas provide access to tertiary education and research facilities, logistics and military activities, healthcare and local government services. Smaller urban areas such as Dannevirke, Taumarunui, and Taihape are located around the region and provide important connections to urban facilities for our rural communities.

International and domestic tourism is experienced across the region but features in the Ruapehu District with access to the Tongariro National Park and Mount Ruapehu. Following Covid-19, international tourism decreased in the short term, however started to show signs of improvement from 2022, with national tourism surpassing forecast levels by mid-late 2022[1].

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

4 Regional Economy - Te ohanga ā-rohe

Economic outcomes vary across the region and while it has not experienced the same rate of population and economic growth of some of the more densely populated metro regions in New Zealand, it has a number of unique features that contribute to the way in which goods and people are transported within, to and from the region. In the year ending March 2021, the region's GDP percentage of the national total was 3.9 per cent.

Regional household incomes are improving, moving up from the second lowest in New Zealand in 2019 to seventh lowest in 2023. The mean annual household income in the region was $116,000 in 2023, compared to $132,800 nationally[2]. In March 2022 GDP per capita was $55,665 per person, below the national rate of $70,617. The graphic below provides a snapshot of some key economic and employment information for the region[3]

Figure 3: regional snapshot of key economic and employment trends

[1] Source: Infometrics, forecasts 2022
[2] https://www.stats.govt.nz/information-releases/household-income-and-housing-cost-statistics-year-ended-june-2021
[3] Source: MBIE Regional Economic Activity web tool: https://www.mbie.govt.nz/business-and-employment/economic-development/regional-economic-development/activity-tools/web-tool/

The regional economy has particular strength in the agriculture, forestry, public administration and safety, health care and social assistance, retail trade, and education and training sectors. The primary production industries in particular are reliant on the transport network to carry product from its point of origin to destination, whether that be local, national or international. The presence of three military bases (Ohakea Air Force Base, Waiouru Military Camp and Linton Military Camp), are also key economic and population contributors to the region. Due to the region's economic profile, having transport links that are resilient, safe and efficient (which includes a high level of connectivity) are critical to the regional economy.

4.1 Employment - Te mahi

In 2019 the regional unemployment rate was 5.1 per cent. This decreased to 3.7 per cent in June 2023. The NEET (not in employment, education or training) rate was 11.1 per cent in March 2022, below the national rate of 11.7 per cent.[4] This means there are good employment opportunities, but the pay rates are lower than most other regions.

Employment in the Horizons region was notably more resilient than New Zealand overall through the Covid-19 pandemic, growing 1.2 per cent in 2021, while national employment growth slowed to 0.1 per cent. Employment in the region totalled approximately 124,700 people in 2022. While 2023 saw a 1.4 per cent reduction in the employment rate, regional employment is forecast to grow to 148,916 people in employment by 2054.

Over the 2022-2030 period, employment growth is forecast to be strongest in the Manawatū, Palmerston North, Horowhenua and Rangitīkei districts, with all four areas growing in excess of 1 per cent per year. Over the 2030-2050 period, these four areas are still expected to lead growth, albeit at slower rates of around 0.5 per cent per annum. After 2030, it is expected that weakening agriculture employment will be felt in predominantly rural districts such as Ruapehu, Tararua and Rangitīkei.

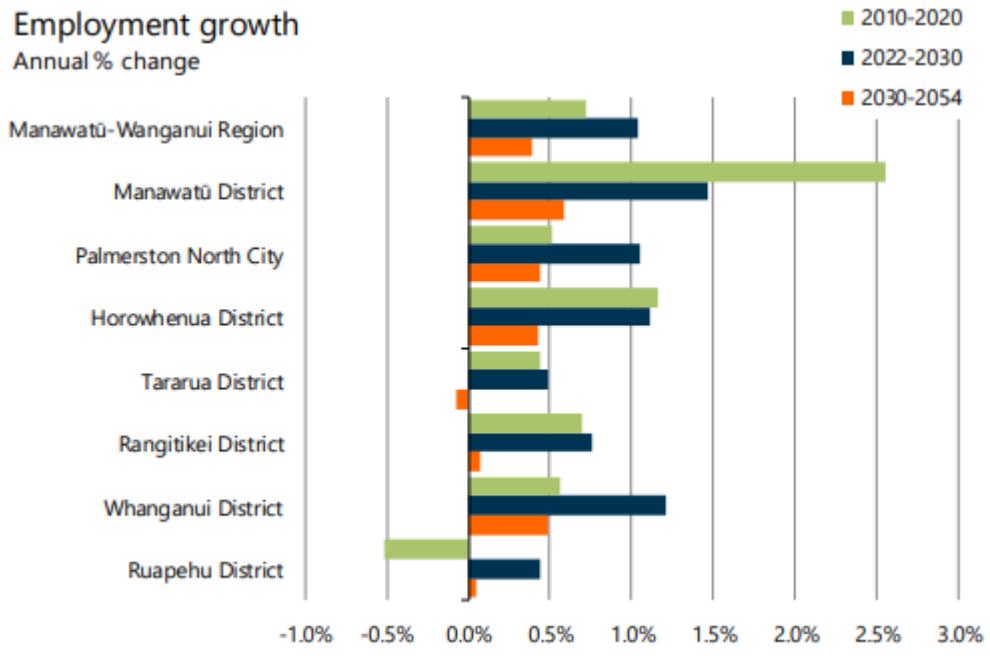


Figure 4: employment growth by district for the Horizons region (Infometrics, May 2023)

Due to the centralised location of Palmerston North and the presence of Massey University, and other tertiary education providers, the City acts as an employment hub for the region. Palmerston North City is well situated for a number of satellite towns with short commute times ranging between 10-30 minutes. In addition, the presence of two key defence force operations at Linton and Ohakea (significant employers in the region which are to be centralised and expanded) means

[4] https://webrear.mbie.govt.nz/theme/household-income-mean/map/timeseries/2019/manawatu-wanganui?accessedvia=manawatu-wanganui&right-transform=absolute

people tend to settle in Palmerston North and its satellite towns and commute to these places of employment. The likely effect of anticipated population growth and commuting patterns is that there will be increased pressure on some of the key transport links between Palmerston North and its satellite towns, Whanganui and to a lesser extent between Levin and Wellington as people seek access to employment in these larger centres.

5 Our People - Ō tātou tāngata

5.1 Iwi and hapū - Ngā iwi me ngā hapū

The Horizons region's culture is rich and diverse. Almost a quarter of the region's population identify as Māori and at the time of writing this Plan there are over 20 iwi and more than 60 marae in the Horizons region.

The outcome of Treaty settlements leads Council to foster and develop strong partnerships and has legislative requirements that support changed models of decision making. Conversations about partnership, governance, resourcing, and the transfer of powers are likely to increase through the period of the next RLTP. There will be increasing opportunities for Horizons to embrace and work within Te Ao Māori in all facets of business, including transport planning. In many parts of the region Horizons is increasingly needing to understand how to work with hapū as well as iwi centred organisations. While Government reforms are pushing for scale, either nationally or regionally, iwi and hapū are looking to work much more locally and connected to place.

Bringing together knowledge will be an important part of Council's work and in that regard mātauranga māori will increasingly influence work across Horizons, including in transport planning. Ongoing investment in these relationships at the regional and district level will be important to ensure early engagement and enable active participation from iwi in decisions relating to the land transport system now and into the future.

5.2 Population - Taupori

The region is home to approximately 5.1 per cent of New Zealand's population, with 89 per cent of our ratepayers living in urban centres. The infometrics data shows the region's population sitting at 258,282 in 2022. Of this, approximately 90,400 people reside in the Palmerston North City boundary. The regional population is distributed as follows:

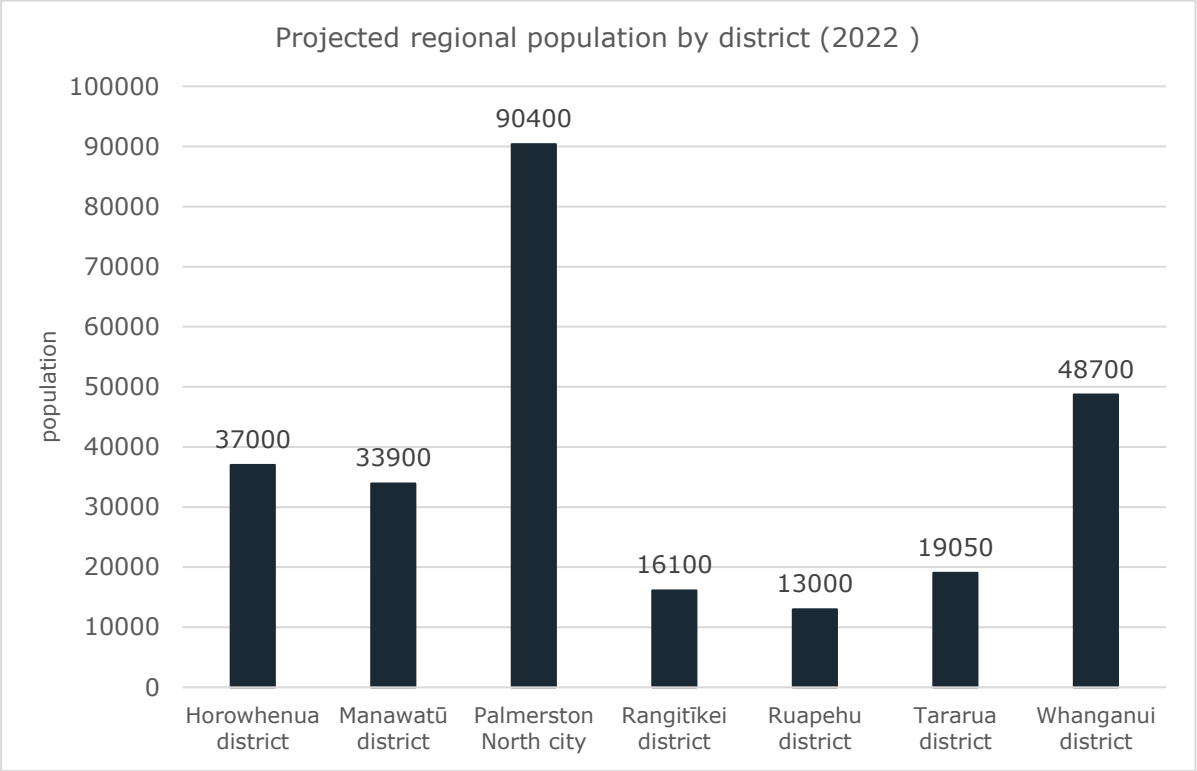


Figure 5: Horizons 2022 regional population distribution by district (Infometrics, May 2023).

The region's population growth has lagged behind New Zealand over the past 25 years, although stronger net migration gain in the past decade has closed the gap. The Horizons' region currently has strong natural increase, although the margin is narrowing as deaths are increasing quickly while births are growing slowly.

Ethnic diversity is projected to continue growing in the region. This reflects that European populations tend to be older and have lower fertility, the increasing diversity of migrants, and the expected strength of net migration. People identifying with European ethnicity accounted for 197,900 (80 per cent) of the region's population in 2018, and are projected to grow modestly to 242,200 (77 per cent), however will represent a smaller proportion of the population overall per cent. Māori make up the second largest ethnic group, and are projected to grow strongly from 57,400 (23 per cent) in 2018 to 102,700 (33 per cent) in 2053. The population identifying with Asian ethnicity is relatively small in the Horizons region, but is projected to grow the fastest from 16,700 (6.8 per cent) to 40,200 (12.8 per cent). People can identify with more than one ethnicity, so in some cases the ethnic shares of the population add up to more than 100 per cent.

As of 2022, average age of the region's population was 40.4, compared to 39.4 nationally. Projected strong net migration gains for the Horizons region mean that the gap is expected to close in the 2040s, although the population will continue ageing.

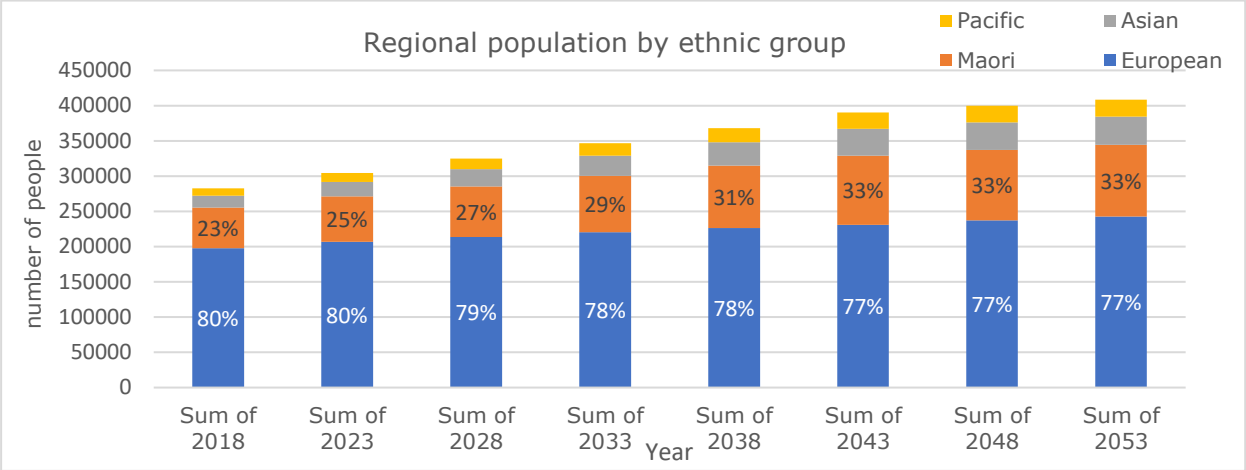


Figure 6: population growth by ethnic group, Horizons Region (Infometrics, 2023 medium growth scenario)[5].

International net migration turned negative in 2021 following closure of New Zealand's border and tightening of migration settings. A slow recovery of international net migration is expected as global competition for labour heightens. The region's net migration was consistently strong over 2014-2020, and despite weakening remained positive through 2021-22.

5.2.1 Population growth - Te tipu o te taupori

Population growth in the Horizons region has changed in recent times. Historically, regional population growth was weak compared to the national average but since 2013, regional growth has followed the national average more closely, largely due to an increase in international and national migration to the region. Looking from 2021 to 2054, the strongest growth is expected in the first decade. Under the medium growth scenario, the regional population is projected to grow 0.8 per cent per year on average over 2022 to 2030, the same as the national rate. Growth is projected to ease slightly into the 2030s, with the Horizons region projected to grow by 0.7 per cent per year between 2030 and 2040 compared to 0.8 per cent nationally. From 2040 to 2054, the Horizons region is projected to grow 0.5 per cent, just behind the national rate of 0.6 per cent.

Manawatū-Whanganui Region									
Population projections[6]									
	2021	**2022**	**2023**	**2024**	**2025**	**2026**	**2034**	**2044**	**2054**
High	256,783	258,282	259,684	262,740	265,809	268,902	294,832	326,273	355,118
Medium	256,783	258,282	259,684	261,738	263,798	265,872	282,783	300,838	315,538
Low	256,783	258,282	259,684	260,729	261,771	262,814	270,527	275,388	276,507

Table 1: populaton growth projections (infometrics, May 2023)

The Horowhenua District has been included as a part of the Wellington Regional Growth Framework and Wellington-Wairarapa-Horowhenua Future Development Strategy. Future growth of the district, particularly in Levin, will be influenced by this Strategy. Further, the significant road and rail improvements proposed for the area will improve connections and increase accessibility to Wellington and Palmerston North, which is also expected to result in increases to the population in Levin and surrounding areas. The graph below shows the distribution of population growth by district between 2021 and 2054 as projected by Infometrics (medium growth scenario):

[5] Percentages do not add up to 100 due to people identifying with more than one ethnicity
[6] Manawatū-Whanganui Region population projections, Infometrics (May 2023)

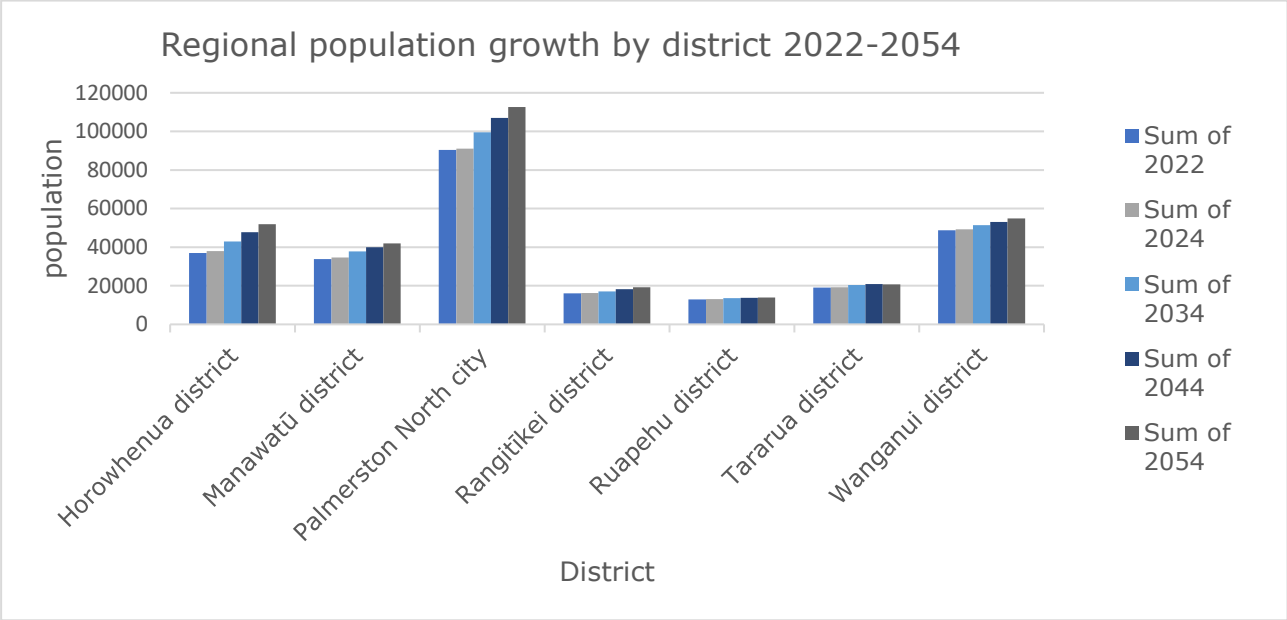


Figure 7: Regional population growth by district, source Infometrics (May 2023)

The current housing market in the Horizons region is strong and increased migration has led to a rise in demand for affordable housing. Given the region's central location and the current transport projects such as the Wellington Northern Corridor, the region is seen as a desired place for people to relocate to. This trend is expected to continue and it is therefore important that the region's planned urban growth areas are integrated with and well supported by investment into good transport infrastructure and modes.

Migration is complex and the Covid-19 pandemic complicated this further. The region saw less short term international migration from refugees and international students as a result of Covid-19, however domestic migration was expected to improve with people moving to the region for jobs associated with construction projects and changes associated with defence operations at Ohakea. Modelling for the five years to 2023 projects net migration to total 7,900 which is slightly lower than the region's 2018 peak, but substantially higher than the region's longer term average.

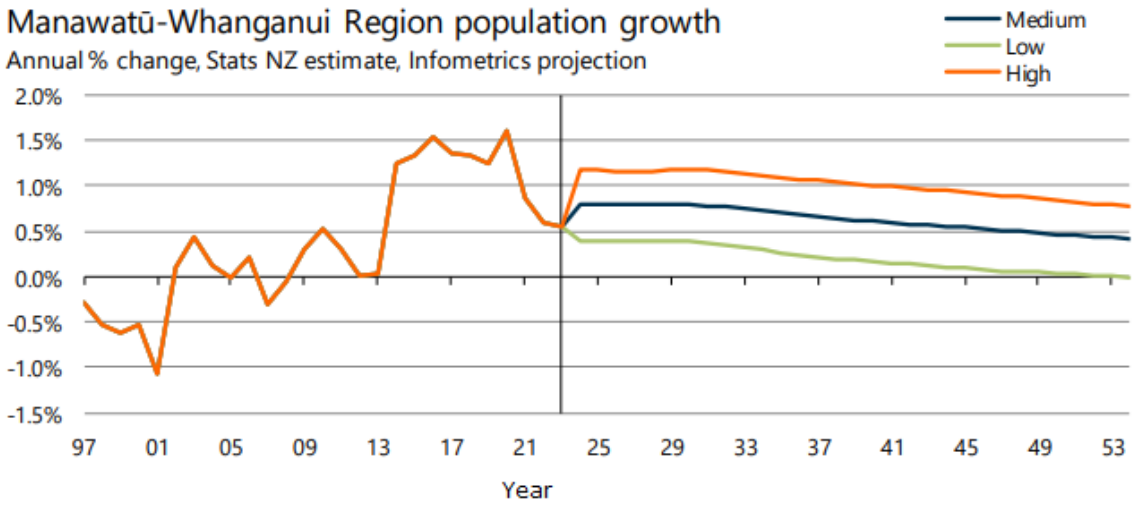


Figure 8: population drivers, Horizons Region (Infometrics, Manawatū-Whanganui Region population projections (2023), medium growth scenario).

6 Our transport system - Tā tātou pūnaha ā-waka

6.1 Strategic road networks - Ngā ararau

The road network in the Horizons region is used for both social and economic purposes, including commuting, shifting freight and visiting friends and family. The region's road networks also provide critical links within the region and inter-regionally during emergencies.

The regional road network consists of 957 km of State Highways and 7,886 km of local roads. Of these, 1,234 km (13 per cent) are urban roads and 7,518 km (85 per cent) are rural roads. Sixty-nine (69) per cent of the network is sealed and 31 per cent is unsealed. The Ruapehu district has the longest road network in the region, closely followed by the Tararua district. Palmerston North has the shortest road network in the region, however the majority of the network (95 per cent) is sealed which is largely due to its urban nature and size in relation to the more rural districts.

A significant amount of each district council budget goes toward maintaining and upgrading the existing road network. Tararua's road network is the fourth largest of any local authority in New Zealand, with one of the fewest number of ratepayers per kilometre of road[7]. Key risks to the regional road network are more extreme weather events, increased landslides and soil erosion, inland flooding, sea level rise and coastal erosion.

Currently the region's strategic road network is heavily utilised due to limited availability of viable alternatives for movement of people and freight through the region. This has been reflected in the increase of vehicle kilometres travelled (VKT) in the region.

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

To provide a visual example of key networks and corridors, a copy of the map created by the Regional Spatial Plan Working Group is included below. This map communicates a number of key industries, transport networks and modes within the region as well as key connections to other regions. This map also illustrates how the road network in the region supports a number of different and often competing uses, including personal/private motor vehicle travel, tourism, heavy vehicle/freight movements, agriculture, milk powder/dairy, forestry, defence vehicle movements and cycling. In addition, the varied geographical nature of the region can often impact the resilience of the network. These different uses and resilience limitations create significant pressures on the network, particularly in the absence of alternative travel modes. The result is deterioration in the efficiency, quality and safety of local roads.

[7] Manawatū-Whanganui Climate change risk assessment, 2021

Figure 9: Regional map showing spatial context of key networks and industries[8]

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

6.2 Climate change - Te panoni āhuarangi

Adapting to climate change impacts and improving the resilience of the transport network is a key focus of this Plan. At present our transport system is vulnerable to the impacts of climate change and severe weather events. This has flow on effects for the freight supply chain and the ability of our communities to provide for their social, economic and cultural wellbeing.

Responding to climate change is a significant and expanding body of work for Horizons. An aligned response between councils, Māori and communities is critical for an effective regional response. The Climate Action Joint Committee, comprising of the region's mayors, Horizons Chair and tangata whenua members provide regional leadership in this space. The Committee has adopted the Manawatū-Whanganui Climate Change Action Plan that recommends actions to councils and communities to address climate change.

The Horizons region's greenhouse gas (GHG) emissions come mainly from agriculture, followed by transport and industrial heat generation. Regional emissions have dropped marginally over the last decade, and transport emissions are showing signs of reduction (figure 10), though the rate of reduction is nowhere near enough to meet national emission reduction targets. As of 2022, the Horizons region contributes 7.3 per cent of total emissions for New Zealand, placing us fifth highest out of 16 regions[9].

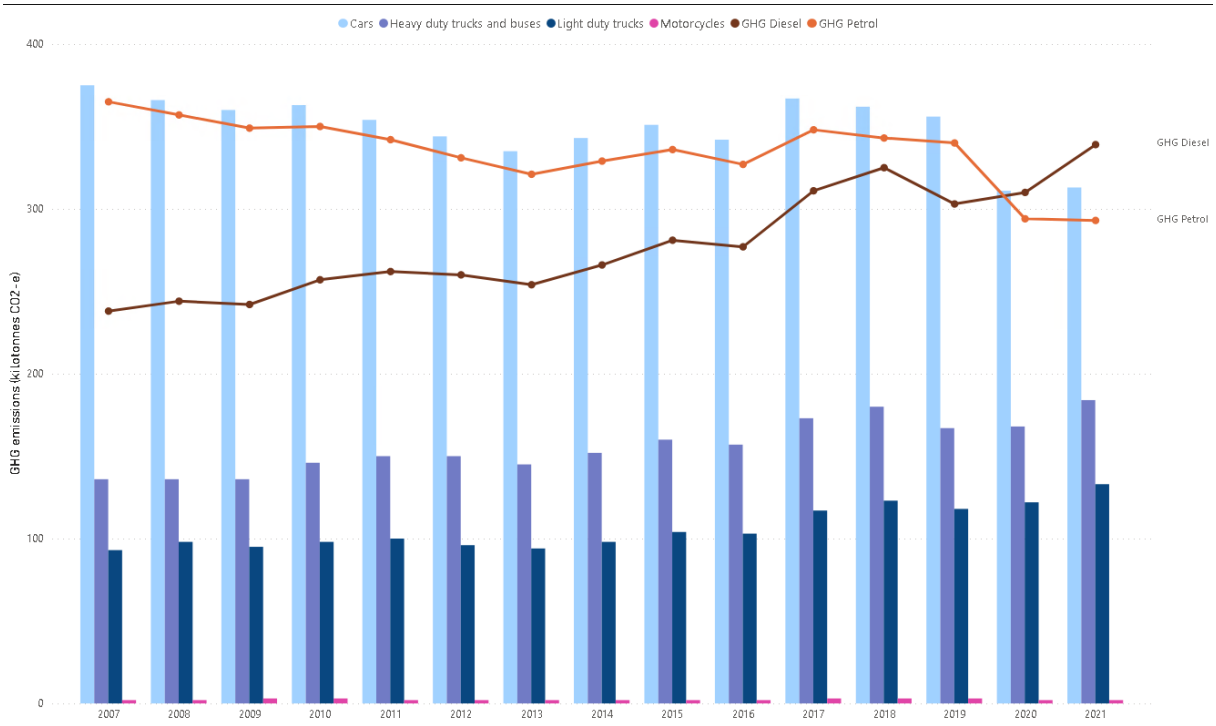


Figure 10: Transport emissions for Horizons Region by vehicle and fuel type (data source: Statistics New Zealand)

The region is facing a significant challenge to decarbonise our economy. This will require a range of tools and technologies. Transport is a key player in this toolbox. Failure to reduce emissions would hasten the impact of worsening adverse climatic events on our region, including flooding, drought, wildfires and windstorms.

6.3 Resilience - Te manawaroa

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

[9] Statistics New Zealand regional emission tracking tool (https://www.stats.govt.nz/tools/how-are-my-regions-emissions-tracking/)

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

The devastation caused by Cyclone Gabrielle in February 2023, resulting in New Zealand's third National State of Emergency, will have long lasting impacts. Future government policy is likely to have increasing regard to climate change mitigation and adaptation – including a focus on resilience. Cyclone Gabrielle, along with other recent extreme weather events have shown the vulnerability of infrastructure and supply chains. With increased occurrence of adverse events, resilient transport networks, along with community preparedness will become more crucial.

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

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

The impacts of climate change disproportionately affect already vulnerable communities and iwi/ Māori. Identifying and quantifying these impacts will support a climate response that aligns with Horizons' Te Tiriti o Waitangi responsibilities.

6.4 Freight hubs and distribution - Pūtahi Utanga me te tuari

The Palmerston North-Manawatū sub-area is the core of the growing freight distribution industry. This is because of its location in the central part of the lower North Island, connecting to the surrounding regions of Taranaki, Hawke's Bay, Waikato and Wellington via the state highway, rail and air networks. The Palmerston North-Manawatū area is experiencing high levels of growth, fuelled by private and public investment with more than $8 billion of transport and infrastructure investment either planned or underway in the next 10 years.

It is not just the Palmerston North-Manawatū area experiencing growth through freight hubs. Whanganui has a growing hubbing centre based on the Heads Road Industrial Estate which will support the Te Pūwaha Whanganui Port revitalisation, and there is potential for future growth of freight hubs in the Horowhenua district once the Wellington Northern Corridor project (specifically the Ōtaki to North Levin section) is complete. A key outcome of this Plan is to strengthen this growth by having strong links to the Regional Growth Study, Accelerate25 and Agribusiness Strategy. A key part of supporting this growth will be facilitating use of alternative transport options to reduce emissions from freight movement.

An assessment of the potential for rail freight change was undertaken in 2019 and identified up to 45 per cent increase in tonnage/business nationally by 2050, with increased rail container traffic predicted[10]. Similarly the Aotearoa New Zealand Freight and Supply Chain Strategy states that as our population grows and becomes more populated, freight volumes are expected to increase by 55 per cent from 2012/13 to 2042/43. If not well-planned, this will put significant pressure on infrastructure and transport routes and increase the risk of supply chain disruption. The Horizons region has a critical role to play in supporting the national freight and supply chain system.

[10] KiwiRail Regional Freight Hub AEE for Notice of requirement, 2020

6.5 Rail network - Ngā ara tereina

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

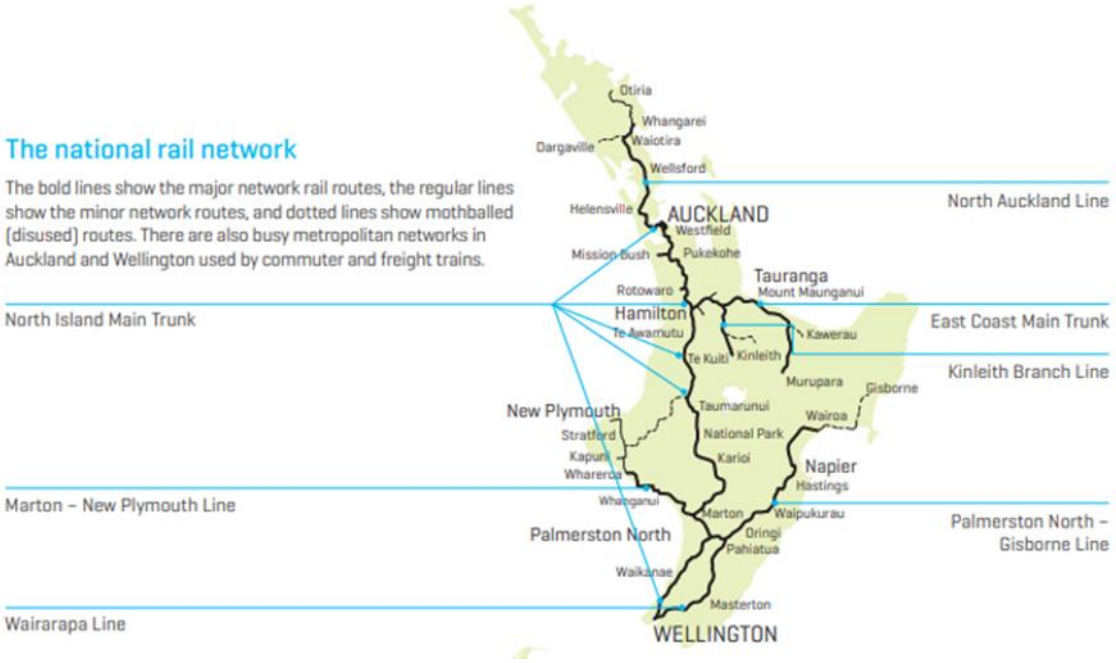


Figure 11: Strategic rail network in the North Island New Zealand[11].

6.5.1 Rail freight - Utanga ā-rerewhenua

The Horizons region has long advocated for better utilisation of existing rail infrastructure for the movement of freight to and from the region. The importance of the rail freight network to New Zealand is demonstrated by the significant freight volumes carried each year. With export volumes expected to grow up to 55 per cent by 2042[12] (from 2012/13), there is an unrealised opportunity to utilise rail to move freight. The strategic advantage of the region for rail has been recognised with funding secured from the Provincial Growth Fund (PGF), for the KiwiRail Central North Island Regional Freight Hub and the Marton freight hub. The success of these rail freight hubs will be heavily reliant on strong road connections to support the movement of freight to and from the hub as well as safely moving other road users around the site. Te Utanganui, and the Palmerston North Integrated Transport Improvements project, incorporating the regional freight ring road will provide secure, safe and efficient connections from key freight nodes (such as the airport and Palmerston North City) to the KiwiRail freight hub. Without these connections, freight to and from the KiwiRail freight hub, along with general commuter traffic will be affected. Progression of both rail freight hubs and the roading infrastructure that supports them will be key to unlocking the rail freight potential for the region.

[11] Image sourced from the New Zealand Rail Plan, 2020
[12] Transport Outlook Future State, Ministry of Transport, November 2017

Figure 12: New Zealand Rail and Air Freight hubs. Source Te Utanganui Strategy 2020

6.5.2 Passenger Rail - Pāhihi rerewhenua

Current services

The primary passenger rail service provided in the region is the Capital Connection, which travels between Palmerston North and Wellington and is a weekday commuter service that completes a morning and evening trip with various stops along the way. The Capital Connection has been operating since 1991 and is an established and integral part of the transport network on the Palmerston North to Wellington corridor. The service provides an alternative means of transport for people in Palmerston North and along the Wellington corridor, which is important due to the reliability (congestion) and resilience issues that affect that road corridor. The current Capital Connection rolling stock has reached the end of its useful life and requires significant maintenance. Refurbishment of the current stock has been completed which will enable services to continue until the new trains are running. The Northern Explorer is a long-distance scenic passenger service running between Auckland and Wellington, stopping at Palmerston North, Ohakune, National Park, Taumarunui and Hamilton. Due to the scenic landscape this service travels through, it is a popular travel option for tourists and, given the number of stops within the region, is an important service for domestic and international tourism in the region.

Planned services

Capital Connection: significant local investment is proposed as part of this Plan to enable the replacement of the current Capital Connection service with a new, modern fleet of trains and increased service frequency, improving access and transport choice between Palmerston North and Wellington as well as the communities in between.

In 2020, the New Zealand Upgrade Programme[13] announced significant investment in infrastructure upgrades to increase line capacity and support the proposed increased frequency of MetLink and Capital Connection services[14] . While the majority of this investment is proposed for the Wairarapa Line, there is investment included for three new storage facilities on the Wellington-Palmerston North Line, one of which will be located in Levin. The carriage storage facilities will provide extra capacity during peak train services and support anticipated growth as well as allow for maintenance.

Future opportunities:

Capital Connection: In addition to the new services discussed above, there is an opportunity for the Capital Connection to include more weekend and off peak services as well as extend to Feilding (as indicated in the Transport and Infrastructure Committee's report on their Inquiry into inter-regional passenger rail. This is discussed more in section 7.3 of this Plan.

Northern Explorer: Moving forward, there is an opportunity to change the focus of this service from primarily tourism to a mode of transport for commuters within the North Island, particularly between National Park and Auckland. This is a strong focus of the North Island mayors and chairs who have been collectively advocating for this change.

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

6.6 Public Transport - Waka tūmatanui

Public transport benefits everyone, regardless of whether they use it or not. The most obvious benefit is provision of access to social and recreational opportunities, health services and employment. However use of public transport also results in improved environmental outcomes, reduced road congestion and improved safety from the reduction of private vehicles on the network. Public transport also provides a level of freedom to younger people to travel independently as well as presenting an opportunity for people to own one less vehicle and reducing their household expenses. Provision of public transport services within urban areas and between satellite towns and larger urban centres is therefore a key component of any transport network.

The geographical spread of the region combined with the high number of small urban pockets, results in a relatively low rate base compared to other regions such as Waikato, Bay of Plenty and Wellington. This makes allocating adequate investment into the public transport network a challenge for the region. Despite this, there are a number of public transport services operating, ranging from bus services to community van trusts and total mobility services for those with disabilities. In 2020, the Regional Integrated Ticketing System (BeeCard) was introduced, which has made it easier for bus users and has also improved the data available to Horizons on patronage.

Urban bus services operate in Palmerston North, Whanganui and Feilding. The Palmerston North services are the largest service operating in the region, running 43 buses and providing 610 services each weekday and 856 services across the weekends. These services are fully electric.

[13] The New Zealand Upgrade Programme is a government policy initiative that will see $6.8 billion invested across road, rail, public transport, and walking and cycling infrastructure over the next 10 years.
[14] Which has been funded by Central Government via Budget 2023 through the Lower North Island Rail Integrated Mobility project

In addition to the urban services, there are another seven commuter services operating around the region, aimed at providing access to the main centres for employment, social and health purposes.

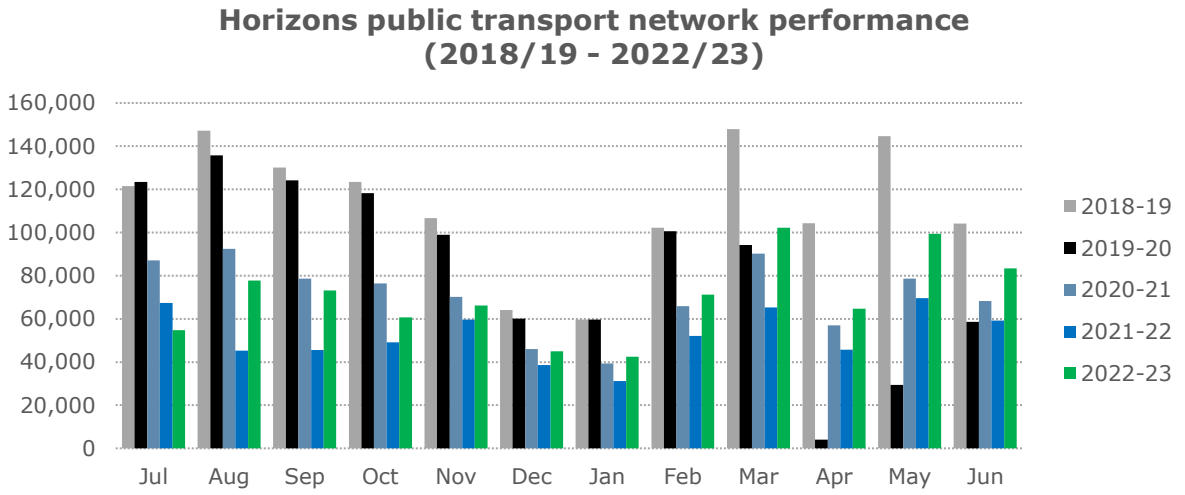


Figure 13: Horizons public transport patronage over five financial years 2018-2023

A number of community vehicle trusts and health shuttles also operate around the region. These community lead initiatives have a vehicle available for booking and are partially supported by Horizons through a local rate.

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

Figure 14: Horizons public transport services

The 2022 update of the Regional Public Transport Plan (RPTP) saw increased focus on the aspirations and of role public transport in the region. The RPTP proposes investigations into a number of new services to improve access to public transport across the region. Most notably is the implementation of the new Palmerston North urban services (including Ashhurst) which has seen increased service frequency and coverage across the City. With this fleet being 100 per cent electric, these services also reduce the environmental impact from public transport.

In the time since the 2021 RLTP was adopted, a number of improvements and projects have been progressed relating to public transport. These include:

- implementation of real time tracking of buses;
- bus stop improvements in Palmerston North and Whanganui;
- initiation of a trial allowing pets on buses;
- implementation of Te Ngaru The Tide in Whanganui which has seen high uptake; and
- undertaking a region-wide public transport service review which attracted feedback from over 900 people and organisations.

Since 2021, annual investment in public transport has increased from $8.8 million to a forecast $13.9 million. If the RPTP aspirations are realised, we can expect investment in public transport to continue.

Key public transport investments in 2024-2027 period will include implementation of the Palmerston North bus services, investigation into services for the Horowhenua and Whanganui districts, investigations into better regional connections, and progression of the National Ticketing System.

6.7 Walking and cycling networks - Ngā ara hīkoi, ara paihikara

The health, social and environmental benefits of active transport are well established, as is the tourism potential. The region is home to a number of national, regional and local walking and cycling networks. The larger urban centres, such as Palmerston North, Whanganui, Feilding, and Levin have walking, cycling and shared pathway networks to encourage uptake of active transport as a mode of travel in these urban environments, however they are not always well connected or prioritised within the transport network. Development of local walking and cycling networks is also planned amongst a number of smaller urban settlements in the region.

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 Mountains to Sea cycle trails. These trails are the 'premier' rides on the network. In recent years the network of cycle routes has been expanded to include a number of on-road cycle touring routes, with the long-term aim of developing a nationwide cycling network, enabling locals and international visitors to explore all of New Zealand by bicycle. All or part of the following 'cycle touring routes' are in the Horizons region:

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

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

The Te Araroa Trail and Regional Cycling Network map below shows the network of existing and proposed cycle ways and shared paths for the region. In viewing this map, potential gaps in the network are revealed that could be filled in the future.

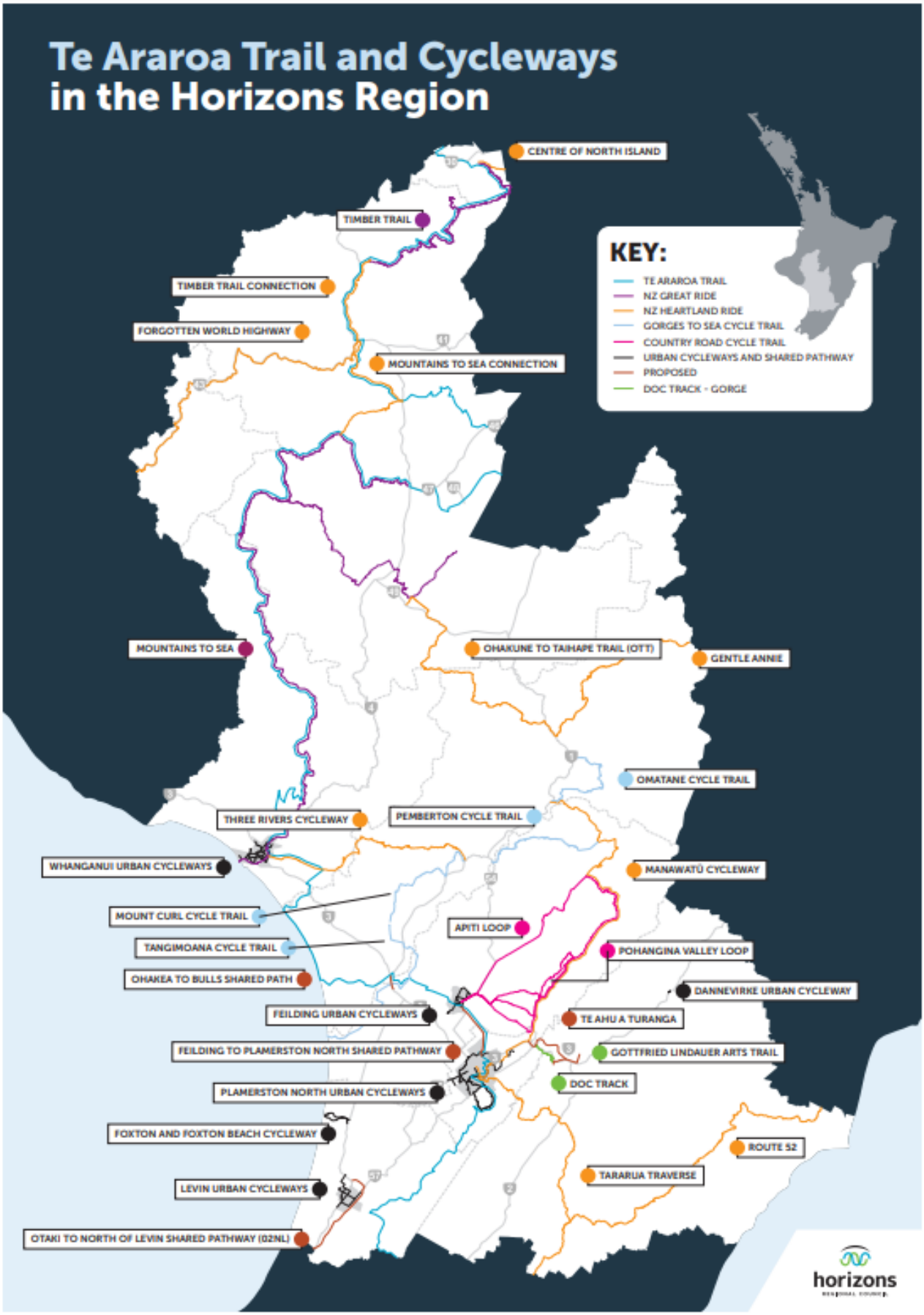


Figure 15: Regional Cycleways and Te Araroa trail

6.8 Ports and Airports - Ngā wāpu me ngā pā rererangi

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

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

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

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

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

Figure 16: New Zealand Ports and flows. Source Te Utanganui Strategy 2020

6.9 Transport and land use integration - Whātahi waka me te whakamahi whenua

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

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

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

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

7 Future opportunities - Mahi mō āpōpō

The Horizons region is well placed to support freight movement and migration of people looking for access to affordable housing, employment, health, education, cultural and social opportunities. There is an opportunity to improve connections to, from, and within the region, as well as improve alternative transport options. There are a number of regional initiatives underway designed to realise these opportunities and invigorate the economy. Some of the key initiatives are outlined below.

7.1 Accelerate25 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.

Accelerate25 provides economic coordination by working together across agencies, and via the Accelerate25 programme, to attract investment, grow the local workforce and enhance the regional economy. The Accelerate25 Economic Action Plan identifies priorities for the region's transport network to enable this economic growth and development. In 2020, Accelerate25 underwent a review to set a refreshed Action Plan for our region's economy[15]. A number of recommendations were adopted including:

- Retaining the A25 programme and the Lead Team structure – give it a more defined and definitive role.
- Setting up the Lead Team to 'lead' – in the region, with Government and other resource providers.
- Look beyond Covid-19 – into a different future.
- Commit to becoming a national growth centre – own it, drive it.
- Stick to the game plan – this will drive collective effort.
- Stretch regional capability – lead thinking, challenge traditional funders to envisage a more ambitious future. Don't just do the easy stuff.
- Give special attention to food futures – there is a solid foundation and regional scale in food futures – Food Tech, Agri Tech.
- Define everyone's roles – every agency plays its role and sticks to its swim lane. The cumulative effect is what will move the region forward.
- Build key points of engagement for Māori – build Māori leadership from within Māori, iwi and entities.

The Action Plan identifies Palmerston North as a major connector requiring more investment in streamlined transport movement for both rail and road networks. Four key projects vital to unlocking the region's distribution and logistics potential and reducing large commercial traffic volumes on local roads are:

1. KiwiRail Regional Freight Hub,
2. Palmerston North Integrated Transport Initiative (regional freight ring road),
3. Ōtaki to North of Levin corridor, and
4. Te Ahu a Turanga, Manawatū-Tararua Highway (Manawatū Gorge replacement).

All four of the above projects have been encompassed in Te Utanganui, as part of creating the primary distribution and transport hub for central New Zealand. In addition, work focused on progressing these projects among other key transport initiatives have been incorporated into a wider strategic case for transport investment called Accessing Central New Zealand.

[15] https://www.accelerate25.co.nz/wp-content/uploads/2021/09/A25-Recommendations-Future-ofA25-26-11-20.pdf

Accessing Central New Zealand (ACNZ), is a sub-group of the Regional Transport Committee and is tasked with overseeing projects that give life to the distribution and transport enabler of Accelerate25. The priority of ACNZ is to allow for the efficient movement of goods and commodities into and out of the region along the key transport corridors.

7.2 Strategic transport connections - He rautaki tūhono waka

There are a number of transport connections in the region which play an important role in the movement of people and goods. At the time of writing a number of key projects are underway to leverage the opportunities associated with improving the efficiency, connectivity and safety of the region's transport network. The larger of these projects are outlined in the following sections.

7.2.1 Te Utanganui

Te Utanganui is a multi-modal distribution hub being developed in Manawatū, spanning across Palmerston North and into the wider district. As a project, it encompasses several infrastructure projects which, when combined, will create the primary distribution and transport hub for central New Zealand, supporting the transport and logistics centres of South Auckland, Waikato and Canterbury. The Te Utanganui Strategy (completed in 2020) was developed by the Central Economic Development Agency (CEDA) in collaboration with central New Zealand councils and government agencies.

Projects directly planned or aligned with Te Utanganui include:

- KiwiRail's Regional Freight Hub
- Te Ahu a Tūranga: Manawatū-Tararua Highway
- Ōtaki to North of Levin (O2NL) Expressway
- North East Industrial Zone (NEIZ)
- Ruapehu Business Park
- Kawakawa Industrial Precinct, Feilding
- Palmerston North Airport
- Palmerston North Integrated Transport Initiative (PNITI)
- Manawatū Inland Port

The Te Utanganui strategy also includes the wider transport and distribution system across central New Zealand, such as port developments and secondary developments (e.g. Marton Rail Hub, Whanganui Port and Horowhenua Business Park).

Te Utanganui represents a significant opportunity to improve how freight is moved to, from and around the region and enhance the economic benefits associated with this.

7.2.2 Palmerston North Integrated Transport Initiative

Palmerston North and the wider Manawatū region, with its main regional and national distribution centres plus strong road and rail transport connections, is becoming an increasingly important economic centre for New Zealand. The Palmerston North Integrated Transport Initiative (PNITI) includes a package of transport projects designed to support the projected growth and demand on the transport network around Palmerston North and the Manawatū district. The programme of projects is split into short, medium and long term interventions and will:

- Reduce freight movements on residential and place based streets by up to 50 per cent;

- Support and enable Urban Cycling masterplan initiatives and investment by flow reductions through the Palmerston North City Centre, rural villages/townships and key places/routes increasing the attractiveness of active modes across the study area;
- Reduce the number of congested intersections by 50 per cent and improve journey times on key freight routes by up to 10 minutes;
- Reduce deaths and serious injuries by 35-40 per cent across the rural freight network;
- Support economic development such as the KiwiRail Freight Hub and North East Industrial Zone which enables positive land use changes within Palmerston North; and
- Improve safety and access for new housing developments at Whakarongo, Aokautere and City West (Palmerston North).

Put simply, the programme of works sets the blueprint for how Palmerston North's transport network can improve accessibility, safety and support transport choice and growth over the long term. Once implemented, these improvements will see a number of the objectives and the strategic vision of this Plan realised, though improved access, safety and supporting mode-shift to reduce carbon emissions. The total package is expected to cost between $335 million and $370 million.

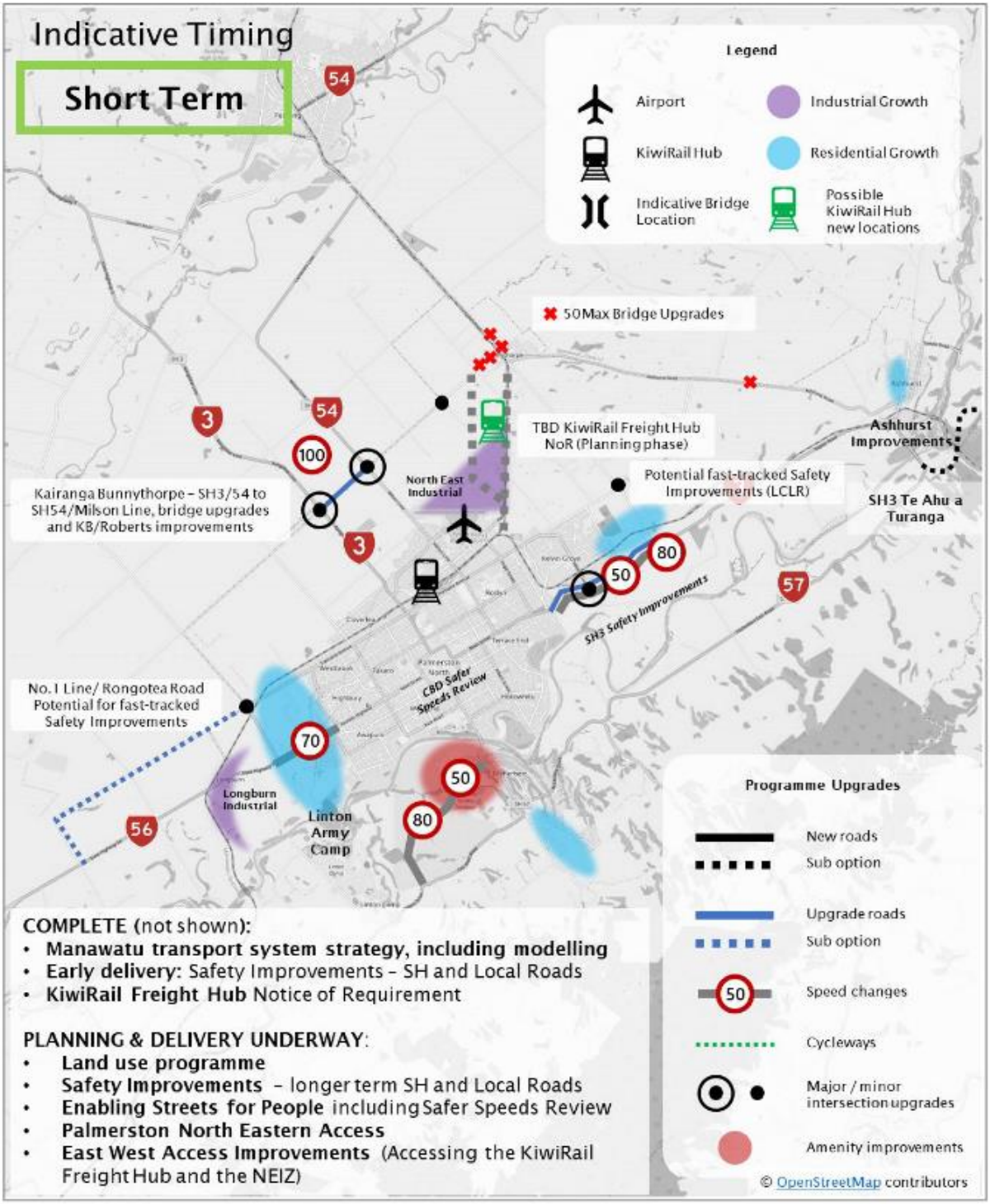


Figure 17: PNITI map - short term focus

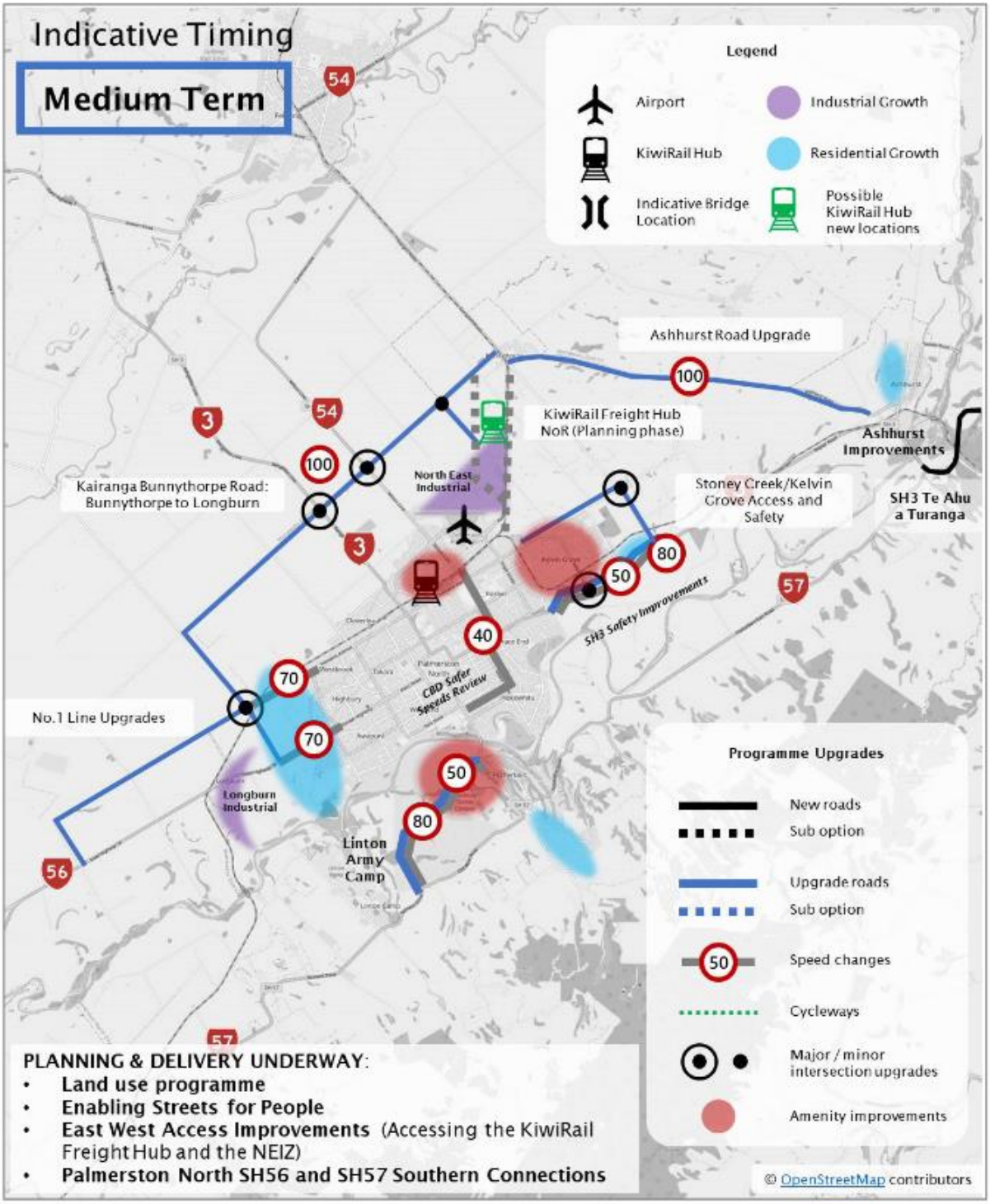


Figure 18: PNITI map – medium term focus

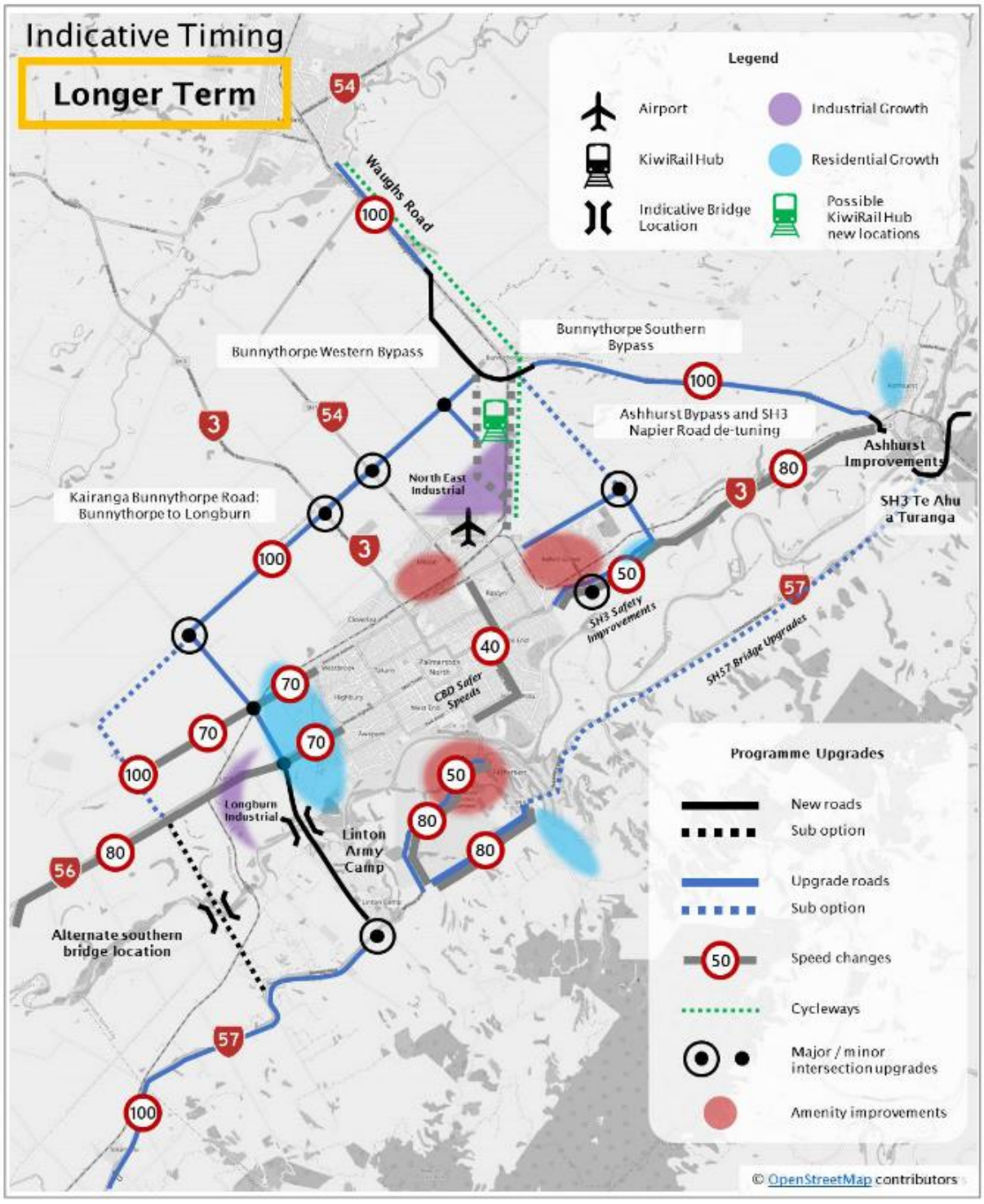


Figure 19: PNITI map – long term focus

7.3 Rail - Rerewhenua

Despite attracting much local and regional interest, a number of opportunities relating to the use of rail continue to remain unrealised. The region is well placed within the national rail network to capitalise on the opportunity that better use of the rail network provides. Connectivity, safety and access aside, rail is well-established as a legitimate and effective way to reduce carbon emissions from transport, particularly if electrified.

Freight opportunities

From a freight perspective, the opportunities associated with rail are starting to gain momentum through Te Utanganui and ACNZ. The KiwiRail Freight Hub is progressing as is the Marton Rail Hub. Both of these projects will significantly increase the amount of freight able to be moved by rail.

Passenger rail opportunities

While some gains have been made, opportunities associated with passenger rail are yet to be realised. Funding sought through Budget 2023 for a business case to explore a North Island Passenger Rail service between Wellington and Auckland was unsuccessful. However there is progress with the Lower North Island Rail Integrated Mobility project having secured funding. This project will see the Capital Connection passenger service between Palmerston North and Wellington enhanced with increased services on weekdays and introduction of weekend services. The project also involves investment in a new fleet of hybrid electric passenger trains. Funding will be share between central government, Greater Wellington Regional Council and Horizons. This new service is forecast to commence in 2029.

In addition, the Transport and Infrastructure Committee released their report and recommendations on the Inquiry into the Future of Inter-regional Passenger Rail for New Zealand. The Inquiry recommended scoping studies be progressed for the following inter-regional rail services:

- Napier to Wellington (which would pass through the Horizons region)
- An extension of the Capital Connection service to Feilding.

At the time of writing, no funding had been allocated by any agency to progress these studies.

POLICY CONTEXT - KAUPAPA HERE

8 Core statutes - Tino Ture

8.1 Land Transport Management Act (LTMA) 2003

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

8.2 Resource Management Act (RMA) 1991

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

8.3 Local Government Act (LGA) 2002

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

8.4 Climate Change Response Act 2002

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

9 Key national policy documents - Tino kaupapa here ā-motu

9.1 Government Policy Statement on Land Transport

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

A draft GPS was released for consultation on 17 August 2023. The draft GPS includes six strategic priorities:

- *Maintaining and operating the system*: the condition of the existing transport system is efficiently maintained at a level that meets the current and future needs of users
- *Increasing resilience:* the transport system is better able to cope with natural and anthropogenic hazards.
- *Reducing emissions:* transitioning to a lower carbon transport system
- *Safety*: transport is made substantially safer for all
- *Integrated freight system*: well-designed and operated transport corridors and hubs that provide efficient, reliable, resilient, multi-modal, and low-carbon connections to support productive economic activity.
- *Sustainable urban and regional development*: people can readily and reliably access social, cultural, and economic opportunities through a variety of transport options. Sustainable urban and regional development is focused on increasing housing supply, choice and affordability, and developing resilient and productive towns and cities through effective transport networks that provide a range of low-emission transport options and low congestion.

In developing this RLTP, the draft GPS direction and priorities, particularly in relation to the identification of its transport investment priorities and regional programme have been taken into account. In particular, the RLTP sets three investment priorities, guided by an overarching priority[16] which aligns with the draft GPS priorities and seek to enable resilient, efficient and safe transport options which reduce the impact on the environment.

New Government

In October 2023, the results of the general election resulted in the formation of a new coalition government. At the time of drafting this Plan it is understood that the draft GPS released under the previous Labour Government will be reviewed and an updated draft released in March 2024. The exact content of the amended draft GPS is unknown at the time of writing and this section of the Plan will be updated as part of the hearings process should changes be required. In the interim consideration has been given to the Transport Policy document[17] released by the National Party as part of their election campaign in 2023 to help guide the direction of this RLTP. Signals released through this document indicate the National Government intend to:

- Invest in roads of National Significance
- Invest in better public transport, particularly in Auckland and train services for passengers and freight in the lower North Island.
- Rebuild regions and improve resilience.

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

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

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

[16] Climate change and resilience
[17] National Party Transport for the Future: https://assets.nationbuilder.com/nationalparty/pages/18131/attachments/original/1690759286/Transport_for_the_Future.pdf?1690759286

to the critical and urgent nature of the change outlined in Road to Zero and have considered strategic responses across the five focus areas of Road to Zero.

9.3 Emissions Reduction Plan, 2022

New Zealand's first emissions reduction plan was released in May 2022. The Emissions Reduction Plan (ERP) includes strategies, policies and actions for achieving Aotearoa New Zealand's first emissions budget and contributing to global efforts to limit temperature rise. Amongst other areas, the ERP targets transport emissions and outlines actions for change. The ERP notes that transport is one of the largest sources of greenhouse gas emissions, responsible for 17 per cent of Aotearoa New Zealand's gross emissions.

Key actions from the ERP (relating to transport) include:

- Reduce reliance of cars and support people to walk, cycle and use public transport.
- Rapidly adopt low-emissions vehicles
- Begin work to decarbonise heavy transport and freight.

The following four targets have been introduced for transport:

1. Reduce total kilometres travelled by the light fleet by 20 per cent by 2035.
2. Increase zero emissions vehicles to 30 per cent of the light fleet by 2035.
3. Reduce emissions from freight transport by 35 per cent by 2035.
4. Reduce the emissions intensity of transport fuel by 10 per cent by 2035.

These targets provide guidance on how much effort is required to reduce transport emissions across the system and will shape policy and investment decisions to support the scale and pace of change required. For the transport, the ERP includes new expectations of councils such as supporting increased public transport use, providing walking and cycling infrastructure, including active transport plans around schools, reducing vehicle kilometres travelled (with specific targets for Palmerston North).

The vision, objectives and transport investment priorities in this Plan respond to the actions and targets in the ERP.

9.4 Transport Outcomes Framework

The Transport Outcomes Framework, developed by Te Manatū Waka, Ministry of Transport, takes a strategic, long-term, and integrated approach to transport and makes clear what government is aiming to achieve through the transport system in the long term. The five outcomes are outlined in the diagram below.

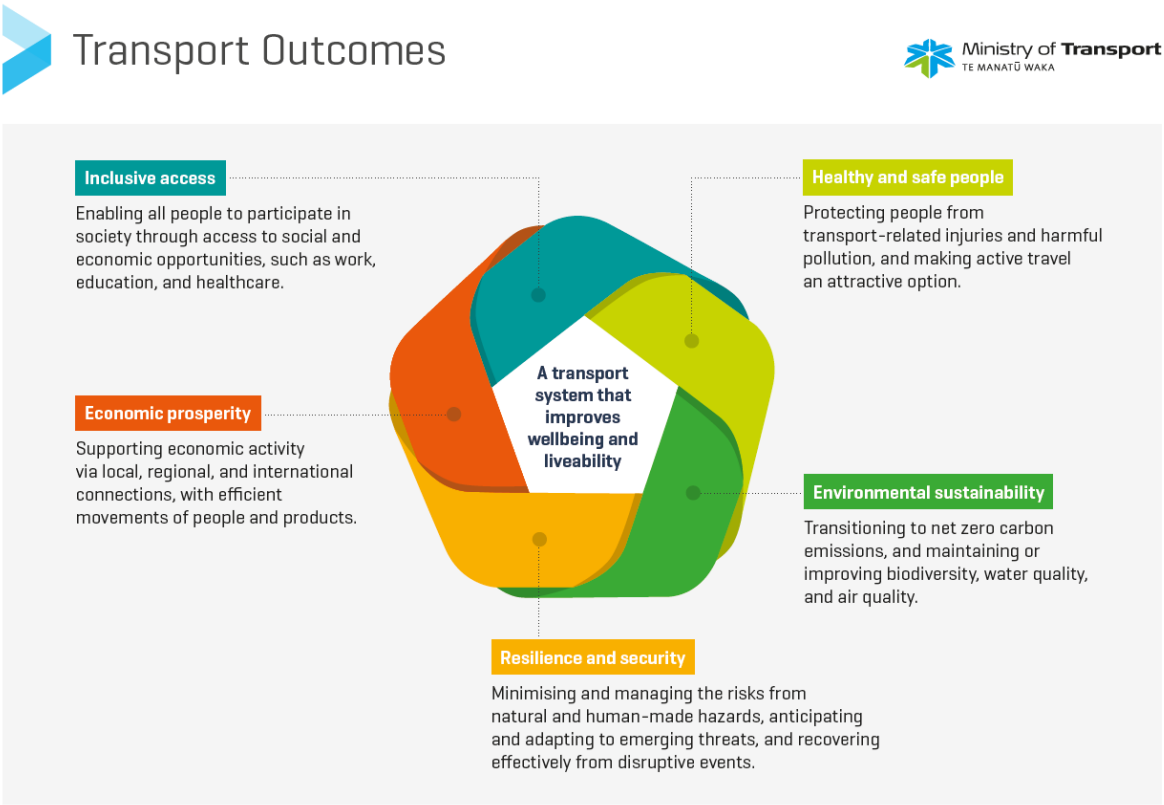


Figure 20: Transport outcomes framework, Te Manatū Waka Ministry of Transport

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

9.5 Arataki

Arataki was first released in 2019, with Version 2 released in 2020. Version 3 was released in March 2023.

Arataki is the NZTA's 10-year view of what is needed to deliver on the government's current priorities and long-term objectives for the land transport system. Arataki is intended as a shared sector view and provides foundation for ongoing conversations with partners and direction on how we will work together to achieve the desired land transport system. It includes national and regional direction.

Arataki identifies a number of key actions for the Horizons region and these have informed the development of this Plan. Arataki considers challenges for the region include; network resilience, safety, and supporting the transition to a low-carbon economy. It considers there is opportunity to increase walking and cycling rates in Palmerston North, Whanganui, Feilding and Levin by investing in safe and attractive facilities. Increasing walking and cycling will be a key factor in reducing vehicle kilometres travelled, along with growing the amount of freight moved by rail and coastal shipping.

Arataki also identifies the scale of effort NZTA believes is required to deliver the transport outcomes[18] for the region. The most effort is required in environmental sustainability and healthy and safe people, followed by resilience and security, economic prosperity and lastly inclusive access.

[18] As outlined in Te Manatū Waka Ministry of Transport's Outcomes Framework

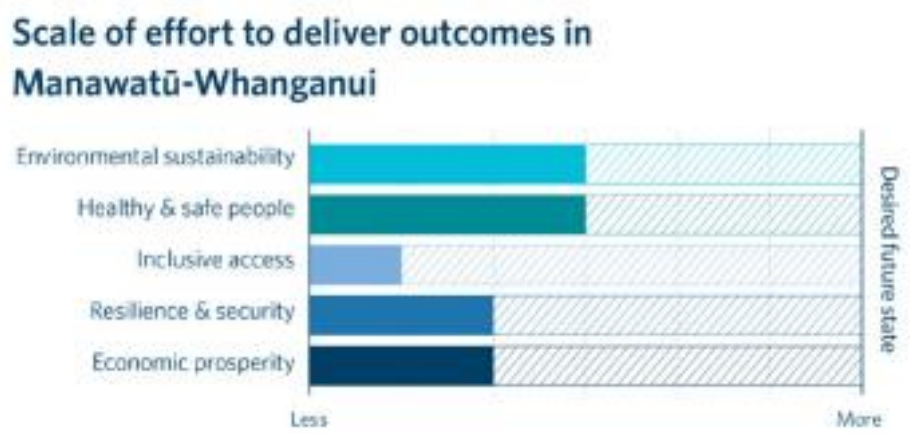


Figure 21: NZTA Arataki V3, 2023

9.6 One Network Framework

The One Network Framework (ONF) is a nationwide approach to classifying transport networks in a way that enables better design, planning and delivery of modern transport systems. The ONF replaces the One Network Road Classification system which has been used in previous versions of the Regional Land Transport Plan. The ONF recognises that streets not only keep people and goods moving but they're also places for people to live, work and play. The ONF provides a shift in focus to people, place and movement as is shown in the diagram below.

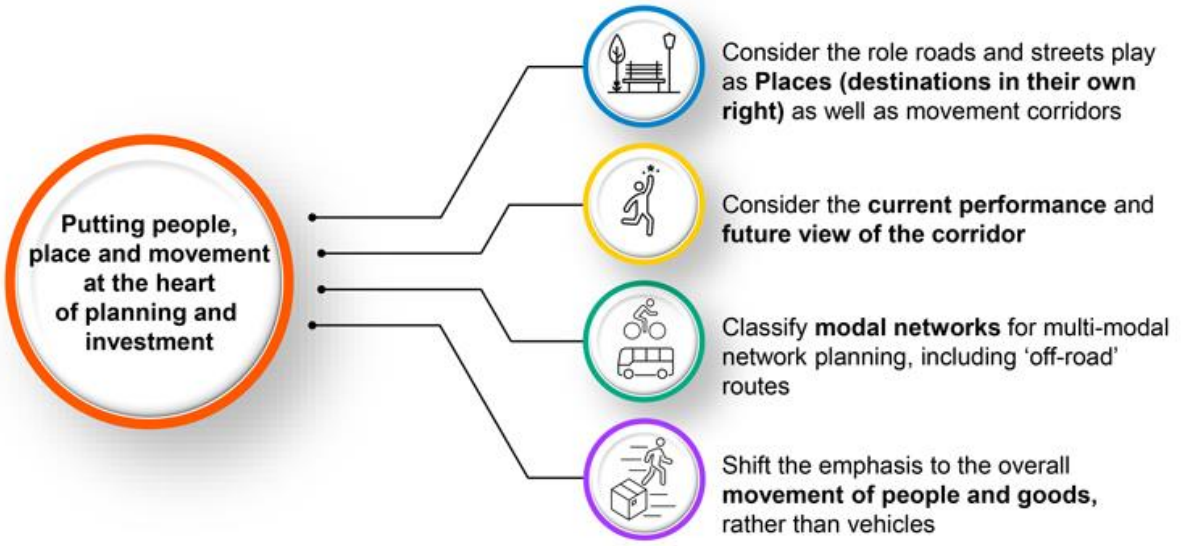


Figure 22: One Network Framework, source NZTA

The ONF provides for more integrated delivery of regional outcomes. This is achieved through the incorporation of end-to-end business processes to support transport planning through to the delivery of agreed outcomes. The One Network Framework has been used to define the strategic transport system, and guide the monitoring and reporting framework of this Plan.

9.7 National Freight Strategy

The Aotearoa New Zealand Freight and Supply Chain Strategy was released on 18 August 2023. It provides long-term strategic direction for the country's freight and supply chain system. The Strategy articulates a long-term vision for the freight and supply chain system which is:

- Underpinned by zero emissions for freight transport;
- Resilient, reliable, and prepare for potential disruptions; and
- Highly productive and efficient.

The Strategy sets a 30 year vision *"Aotearoa New Zealand's freight and supply chain system is underpinned by zero-emission transport, which is resilient, productive, efficient, and upholds safety and environmental sustainability".* This vision is supported by 10 year strategic goals to change the system and four focus areas for the first three years to achieve the goals. The four focus areas which will be progressed over the next three years of this Plan include:

- Analysing the spatial connections of Aotearoa New Zealand's ports to help strengthen critical freight corridors;
- Options for accelerating decarbonisation of road freight;
- Investing and developing an evidence base to support a better understanding of the freight and supply chain system and improved investment decision making; and
- International engagement and collaboration with partners to prepare for disruption to freight networks and support establishment of green shipping corridors.

Given the significant role of freight in the Horizons region, progression of the above focus areas will be highly relevant, particularly freight decarbonisation and access to ports.

9.8 National Policy Statement on Urban Development

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

This policy direction provides important context for land use and transport integration policies within regional land transport plan's, particularly for regions with major urban areas and growth pressures. The NPS-UD requires the preparation of Future Development Strategies to guide long term planning for all Tier One and Tier Two local authorities. Palmerston North City Council (PNCC) and Horizons Regional Council are identified as Tier Two authorities, in relation to the Palmerston North urban area and are therefore required to develop a joint Future Development Strategy. Development of the joint Future Development Strategy was in progress at the time of drafting this Plan, and is due to be completed in June 2024, alongside each Council's Long Term Plan.

9.9 National Energy Efficiency and Consultation Strategy

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

In December 2021, it was announced that a new five-year energy efficiency and conservation strategy is to be developed. This will replace the existing strategy, rather than rolling it over for another five years. The intention is that the new strategy will better align with the Government's climate change and energy system priorities. It is intended that the new NZEECS will complement, and integrate with, the broader Government-led national energy strategy. At the time of writing, the updated NZEECS was yet to have been released.

9.10 Keeping Cities Moving - National Mode Shift Plan

NZTA's National Mode Shift Plan, *Keeping Cities Moving* sets out national objectives and programmes to increase the share of travel by public transport, walking, and cycling by shaping urban form, making shared and active modes more attractive, and influencing travel demand and transport choice. While the Horizons region is not identified as one of the six high-growth urban

areas with the highest potential to achieve mode shift, it is still considered a high priority for the region and is therefore reflected in this Plan.

9.11 New Zealand Rail Plan

The New Zealand Rail Plan (Rail Plan), released in 2021, outlines the government's vision and priorities for rail and the levels of investment needed to achieve this. The Rail Plan describes the changes made to the LTMA to enable KiwiRail to access the National Land Transport Fund. The Rail Plan seeks to achieve a resilient and reliable rail network that also improves safety. Over the next ten years, the investment focus will be on resilience and reliability of the rail network and providing a stable platform for future investments for growth. It will also support employment and economic recovery from Covid-19.

9.11.1 Rail Network Investment Plan

The New Zealand Rail Plan is supported by the Rail Network Investment Plan (RNIP). The RNIP is developed by KiwiRail and is guided by the Government's strategic priorities outlined in the Government Policy Statement on Land Transport and the Rail Plan. The first RNIP was released in June 2021 and focused investment over the 2021-24 period on restoring the national rail network to a resilient and reliable state, to support freight rail and metropolitan rail growth. The second RNIP is under development and indications from KiwiRail are that it continues to be focused on giving effect to the NZ Rail Plan strategic investment priorities for a resilient and reliable network:

- investing in the national rail network to restore freight rail, and provide a platform for future investments for growth, and
- investing in the metropolitan rail to support growth and productivity in our largest cities.

For the national freight network, the second RNIP will continue to focus predominantly on funding maintenance and renewal activities with limited improvement projects. The NZ Rail Plan included a case Study on Electrification for a lower carbon future and KiwiRail has received $10 million in funding from Budget 2023 for an Electrification Business Case.

The New Zealand Rail Plan priority for regional commuter rail is support for the Capital Connection and Te Huia services. It is expected these projects will be reflected in the second RNIP.

10 Local and Regional Policy - Kaupapa here ā-kāinga, ā-rohe

10.1 Regional Public Transport Plan - Te Mahere Waka tūmatanui ā-rohe 2022-32

The Manawatū-Whanganui Regional Public Transport Plan (RPTP) guides the design and delivery of public transport services, information and infrastructure for the Horizons region. The RPTP was reviewed and adopted in August 2022. The RPTP vision for the Horizons region is *"An attractive, integrated and convenient public transport system that connects us, enhances our wellbeing and environment, and becomes the preferred mode of transport in and between urban areas"*. The RPTP outlines a list of current and proposed public transport services which may require funding through this and future Regional Land Transport Plan's.

10.2 Draft Regional Speed Management Plan

The Land Transport Rule: Setting of speed limits rule 2022 sets out a new regulatory framework to improve how road controlling authorities plan for, consult on, and implement speed management changes. A feature of this rule is the requirement for the preparation of Speed Management Plans, developed on a three-year cycle, aligning with the National Land Transport Programme. A Regional

Speed Management Plan (RSMP) is a regional plan that outlines a 10-year vision and a three year implementation plan for a 'whole-of-network' approach to speed management. Speed management plans need to address safe and appropriate speed limits, infrastructure, and speed cameras.

The new Government signalled in late 2023 their intention to make Speed Management Plans optional for individual TAs, regional councils and NZTA.

10.3 One Plan Regional Policy Statement

The One Plan Regional Policy Statement provides an overview of the resource management issues in the Horizons region, and the objectives, policies and methods to achieve integrated management of natural and physical resources. These methods include directions on matters to be addressed in district plans and strategies. The regional policy statement became operative in December 2014. Chapter 3 of the Regional Policy Statement includes provisions associated with infrastructure of regional and national importance, which the transport network forms part of.

10.4 District Plans

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

10.5 Territorial Authority Activity Management Plans

Activity Management Plans (AMPs) for transport and road 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 16 of this Plan). While the vision and strategic policy direction is set through the RLTP, 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 are the instrument used to action many of the transport opportunities signalled in the RLTP.

10.6 Future development strategies

The National Policy Statement on Urban Development, 2020 (NPS-UD), introduced a requirement for all Tier One and Two local authorities to prepare an FDS. Other areas are not required to prepare a FDS, but if they choose to do so, it must be prepared in accordance with the FDS provisions of the NPS-UD as it the local authority were a Tier One or Two authority.

An FDS forms the basis for how an urban area will grow over the next 30 years to meet housing and business land needs. It informs:

- Planning decisions (including district plan zoning and plan changes),
- Priority outcomes in long term plans and infrastructure strategies, including decisions on funding and financing,
- Priorities and decisions included in regional land transport plans and public transport plans.

The purpose of a FDS is to set out how to:

- Achieve well-functioning urban environments in existing and future urban areas.
- Provide at least sufficient development capacity over the next 30 years to meet expected demand.
- Assist the integration of planning decisions under the Resource Management Act 1991, with infrastructure planning and funding decisions.

Where regional councils and territorial authorities share jurisdiction over an urban environment, the NPS-UD requires joint responsibility.

Transport systems form part of future development strategies. Palmerston North City Council and Horizons Regional Council are Tier 2 local authorities and are therefore required to jointly develop a Future Development Strategy for Palmerston North. This strategy is being prepared and at the time of drafting this Plan had not been released. Future iterations of the RLTP will need to give consideration to the Future Development Strategy.

In addition, the Horowhenua District has been included as part of the Wellington-Wairarapa-Horowhenua Future Development Strategy prepared by the Wellington Regional Leadership Committee. A draft of this FDS was released in October 2023 for consultation. Given the inclusion of the Horowhenua district in this FDS, Horizons will need to consider the outcomes and objectives of the FDS in any transport planning decisions it makes.

10.7 Long Term Plans

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

10.8 Manawatū-Whanganui Joint Climate Action Plan / Mahere Hurihanga Āhurangui

The Manawatū-Whanganui Joint Climate Action Plan was approved by the Joint Action Committee in May 2023. It aims to clarify Councils' role in addressing climate change impacts in the Horizons Region to build thriving communities and preserve and enhance the environment. The Joint Action Plan contains recommendations to councils, including incorporating climate change impacts into planning processes, agreeing on areas where councils can work together and talking to communities about potential impacts of climate change in the region. From a transport perspective the Climate Action Joint Committee recommends that councils in the region commit to the following actions:

- Reduce the need for short car trips by developing compact, well designed urban centres and prioritising active transport infrastructure.
- Assess and manage climate related risks to local services and critical infrastructure.

The strategy also acknowledges the role of the Regional Transport Committee in reducing the region's transport emissions through increasing use of public transport; reducing dependence on private motor vehicles for short trips; helping to make active transport safe and convenient; and improving use of rail and port infrastructure.

STRATEGIC FRAMEWORK - HE ANGA RAUTAKI

The Land Transport Management Act 2003 seeks an effective, efficient and safe land transport system. This section sets out the region's strategic framework for delivering on the Regional Land Transport Plan's purpose, including outcomes sought, a vision, objectives, targets and policies. Outcomes have been derived from the Ministry of Transport's outcomes framework and guide the setting of the region's own vision and objectives for transport. The strategic framework is key to achieving change for the region and consists of:

- A **Vision**: which describes the long term (30-year) vision for transport in the region and desired future state.
- Five **objectives**: which describe what the region will do to deliver the 30-year vision.
- **Policies**: which provide more detail on how the objectives will be achieved.
- Five **Headline targets:** which set goals to be achieved over a 10 year period to deliver on specific parts of the long term vision. Headline targets are intended to communicate the level of change sought in a few key areas.
- Three **transport investment priorities,** including an overarching priority: which describes the short-medium term focus for investment to achieve the vision and objectives.

The diagram below outlines the region's strategic framework for transport, taking into account the Ministry of Transport Outcomes Framework which guides regional transport planning.

Ministry of Transport's Outcomes Framework

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

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

30-YEAR VISION

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

OBJECTIVES

Objective 1

Travel Choice

Transport users in the region have access to affordable transport choices that are attractive, viable and encourage multi-modal travel and a reduction in light vehicle kilometres travelled.

Objective 2

Connectivity and Efficiency

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

Objective 3

Safety

The transport network is safe for all users.

Objective 4

Climate change and resilience

The transport system is resilient, minimises climate change through reduction in emissions, and reduces adverse effects from transport on the environment.

Objective 5

Network quality and integration

The transport network is well maintained and integrates with current and planned land use to a level which supports a well-functioning and fit for purpose system.

HEADLINE TARGETS

Mode Share

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

Safety

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

Resilience

20 per cent reduction in the duration of road closures on priority routes and key freight routes associated with natural hazards or unplanned events

Carbon Emissions

30 per cent reduction in regional carbon emissions from land transport by 2030

Maintenance

The network condition on 90 per cent of the region's roads is above the nationally set threshold for ride quality.

11 Objectives and Policies - Ngā whāinga me ngā kaupapa here

Achieving the vision in this Regional Land Transport Plan will require more than just investment in certain transport activities. The objectives support the vision by outlining what we will to do achieve the vision. The policies provide more detail about how the objective will be achieved. The five objectives that follow, and their policies will also be taken into account by the Regional Transport Committee and Approved Organisations when making transport decisions to help achieve the overall regional vision.

OBJECTIVE 1: TRAVEL CHOICE - HE WHIRINGA Ā-HAERE

Transport users in the region have access to affordable transport choices that are attractive, viable and encourage multi-modal travel and a reduction in light vehicle kilometres travelled.

Policies for Objective 1

Policies
Policy 1.1: Improve access to sustainable and affordable transport modes.
Policy 1.2: Improve the attractiveness of sustainable transport options through integrating land use and transport planning investment.
Policy 1.3: Encourage the uptake of walking and cycling as transport modes and for recreation.
Policy 1.4: Ensure that people with the greatest accessibility and mobility needs are provided for in the public transport system
Policy 1.5: Ensure the region's public transport network is continuously improved so that public transport services: • Go where people want to go, at times they want to travel; • Provide competitive journey times; • Provide value for money; • Are easy to understand and use; • Are safe comfortable and reliable; and • Provide flexibility.
Policy 1.6: Improve connections between rail, road and active transport networks to enable transport users access to multiple modes of travel.
Policy 1.7: Enhance and improve access to the regional and local network of cycle ways and shared pathways.
Policy 1.8: Deliver travel demand management, along with promotion and education strategies, to encourage sustainable transport choices and optimise the transport network.
Policy 1.10**:** Ensure, where practicable, any improvements or upgrades to existing roads and development of new roads, provide for all modes including safe walking and cycling, public transport and use of micro-mobility transport.
Policy 1.11**:** Encourage the development of safe, accessible and protected cycle way networks in urban areas by 2030.

Policy 1.12: Ensure urban design and land use fit with the transport network to reduce the vehicle kilometres travelled by light vehicles in urban areas.
Policy 1.13: Support development of a Vehicle Kilometres Travelled reduction plan by any local authority in the region.

Table 2: Policies for Objective 1.

OBJECTIVE 2: CONNECTIVITY AND EFFICIENCY - KIA TŪHONO, KIA MĀIA HOKI

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

Policies for Objective 2

Policies
Policy 2.1: Maintain and improve the strategic transport network to and from key destinations.
Policy 2.2: Support the provision of effective connections to and from the region's principal economic growth and productivity areas; including providing for efficient and effective movement of freight in the region.
Policy 2.3: Support increased use of demand management tools to support optimal use of the transport network including rail.
Policy 2.4: Support effective connections between different transport modes to enable multi-modal travel and movement of freight.
Policy 2.5: Support and advocate for increased use of rail for freight and passenger movement through the region.
Policy 2.6: Support increased use of coastal shipping for movement of freight to and from the region.
Policy 2.7: Ensure the transport network provides suitable access to business, educational, defence, health, social and recreational services for the region's residents, visitors and businesses, while reducing congestion through mode shift from single occupant vehicles to shared and sustainable travel modes.
Policy 2.8: Support investment to provide a resilient transport network in the region.

Table 3: Policies for Objective 2.

OBJECTIVE 3: SAFETY - KIA HAUMARU

The transport network is safe for all users.

Policies for Objective 3

Policies
Policy 3.1: Ensure continuous improvement in regional road safety based on a safe system approach underpinned by: • Designing for human vulnerability; • Strengthening all parts of the road transport system;

• Shared responsibility for road safety; • Having actions that are grounded in evidence and appropriately evaluated; • Road safety actions that support health, wellbeing and liveable places; • Making safety a critical decision making priority; • Providing programmes and initiatives that encourage safer behaviour on the transport network; and • Promote public transport as a safer mode of travel.
Policy 3.2: Increase access to safer travel modes (e.g. public transport, rail, and coastal shipping (for freight)).
Policy 3.3: Ensure speeds are appropriate for the road environment and the highest risk parts of the regional network are made safer.
Policy 3.4: Support and advocate for design of land use, urban form and streets to prioritise the safety and accessibility of walking, cycling, public transport and micro-mobility.
Policy 3.5: Support development and implementation of Speed Management Plans
Policy 3.6: Prioritise investment to align with the National Road Safety Strategy.
Policy 3.7: Advocate and support initiatives that contribute to the introduction and uptake of safer vehicles and technologies, to improve the safety performance of the vehicle fleet.

Table 4: Policies for Objective 3.

OBJECTIVE 4: CLIMATE CHANGE AND RESILIENCE - ĀHUARANGI HURIHURI ME TE MANAHAU

The transport system is resilient, minimises climate change through reduction in emissions, and reduces adverse effects from transport on the environment.

Policies for Objective 4

Policies
Policy 4.1: Identify and advocate for opportunities to adopt new technologies and pricing tools that incentivise lower carbon travel choices and reduce the impact of transport on the environment.
Policy 4.2: Increase access and encourage the use of low carbon forms of transport including walking, cycling, e-bikes, micro-mobility and public transport as preferred modes of travel in urban areas.
Policy 4.3: Increase access to enable greater use of lower emission travel modes, such as rail and coastal shipping for movement of freight to, from and within the region.
Policy 4.4: Ensure carbon emission reduction is a key objective underpinning regional transport planning and investment.
Policy 4.5: Encourage uptake of low and zero emission travel options for long distance personal and tourist travel.
Policy 4.6: Advocate for initiatives such as increased uptake of zero emission vehicles, which contribute to ongoing improvement of the vehicle fleet to reduce greenhouse gas emissions and improve air quality.

Policy 4.7: Ensure best practice design, construction and maintenance standards are used during the implementation of transport infrastructure projects, including consideration of cultural impacts, adverse environmental effects and climate change vulnerability.
Policy 4.8: Increase access to viable alternative transport options and routes to minimise the transport system's vulnerability to climate change effects, other natural hazards and unplanned events on the transport network.
Policy 4.9: Ensure the transport system is maintained, upgraded and designed to a standard that strengthens resilience to current and long-term climate impacts and ensures maintenance of transport lifelines in the event of an emergency.

Table 5: Policies for Objective 4.

OBJECTIVE 5: NETWORK QUALITY AND INTEGRATION - KIA KOUNGA TE WHATUNGA, KIA WHAKATINANA HOKI

The transport network is well-maintained and integrates with current and planned land use to a level which supports a well-functioning and fit for purpose system.

Policies for Objective 5

Policies
Policy 5.1: Ensure the transport network is maintained and upgraded to a standard that is fit for purpose and caters for the needs of all users.
Policy 5.2: Transport network maintenance and upgrades provide for the future needs of users by applying a 'build back better' ethos and aligning with regional growth planning.
Policy 5.3: Ensure that road asset maintenance and renewals are funded at a level that meets their long term need.
Policy 5.4: Encourage effective integration of transport and land use planning in growth areas of the region by: a. Ensuring that current and future transport corridors are identified and protected in planning documents, including future development strategies and growth strategies; b. Developing transport projects and services which are consistent with land use plans and strategies; c. Ensuring freight, tourist flows, and walking and cycling routes are taken into account during planning processes; d. Developing a network map which includes the long term vision/plans for the network and provides for levels of service appropriate to modes and growth in line with the One Network Framework (ONF); e. Ensuring the strategic transport network provides an appropriate level of service to support future growth and mode shift goals.
Policy 5.5: Ensure land use planning and development recognises and minimises potential impact on existing or planned transport systems.
Policy 5.6: Ensure district plans and strategies facilitate and support housing and business development that enable better travel choices by providing for walking, cycling, micro-mobility and public transport.

Policy 5.7:	Ensure the requirements of the National Policy Statement for Urban Development, 2020 are met, including but not limited to preparation of a joint Future Development Strategy with Palmerston North City Council.
Policy 5.8:	Ensure the region's iwi and hapū partners are provided the opportunity to engage and assist with decision making on any new land transport development at all stages of the process.

Table 6: Policies for Objective 5.

12 Headline Targets - Ngā wawata matua

Headline targets communicate the level of change sought in specific areas. They describe what we aim to achieve over the 10-year life of the Plan and are used as a measure to gauge whether we are on the path to realise our vision.

Monitoring progress towards these targets, together with the measures and indicators outlined in section 18 *Monitoring Framework*, will provide assurance that our Objectives, Policies and Transport Investment Priorities are appropriate to deliver on the long term vision.

Four headline targets were included in RLTP 2021. The targets were treated on a transitional basis for the 2021-2024 period as they were a new feature of the Plan and time was needed to set the information source and develop a monitoring and reporting framework. The suitability of the four original targets have been reconsidered as part of this 2024 review of the RLTP. Findings from the 2024 review of the headline targets found they were generally appropriate, however the mode-share, carbon emissions and resilience targets required more detail in the explanatory text to outline how the target will be monitored and the data sources used. It was also determined that a new target was required to monitor progress towards maintaining the transport network, which has a higher profile in this version of the RLTP.

The **five headline targets** are as follows:

MODE SHARE

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

This target outlines the region's goal, acknowledging that some districts will contribute more to achieving the target than others, due to availability of alternative modes. Progress towards the target will be measured using relevant data collected from:

- The census
- The annual household travel survey (Ministry of Transport)
- Public transport patronage monitoring (Horizons Regional Council); and
- Walking and cycling monitoring (City and district councils).

Reporting against this target will occur following release of census information (2023 and 2028). Interim reporting will be undertaken annually following release of the Household Travel Survey, with consideration of public transport patronage and available walking and cycling data to observe trends.

The baseline year is 2018.

RESILIENCE

20 per cent reduction in the duration of road closures on priority and key freight routes associated with natural hazards or unplanned events.

Priority and key freight routes are defined using the One Network Framework classification and include:

- Inter regional connectors (priority and key freight routes)
- Transit corridors (priority and key freight routes)
- Rural connectors (priority routes)
- Urban connectors (priority routes)
- Main streets (priority routes)

This target will be measured using data collected by NZTA's Traffic Road Event information System (TREIS) and territorial authorities.

The baseline year is 2021/22

CARBON EMISSIONS

30 per cent reduction in regional carbon emissions from land transport by 2030

This target will be measured using regional greenhouse gas emission data provided annually by Statistics New Zealand.

The baseline year is 2021/22

SAFETY

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

Measurement against this target will be based on annual DSI (deaths and serious injury) data collected nationally by Te Manatu Waka Ministry of Transport and NZTA.

The baseline year is 2018/19

MAINTENANCE

The network condition is above the nationally set threshold for ride quality.

Network condition will be assessed using the *'smooth travel exposure'* measure which is an indicator of ride quality. Data will be sourced via the NZTA Transport Insights tool (populated based on reporting by Approved Organisations).

The baseline year is 2021/22

TRANSPORT INVESTMENT PRIORITIES - HAUMI MATUA Ā-WAKA

13 Our focus over the next ten years - Tō mātou aronga 10 tau ki mua

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

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

- **Infrastructure**: Ageing infrastructure, sub-optimal maintenance and renewals, network inefficiencies and land use conflicts are leading to a degraded transport network with less effective transport routes.
- **Climate change and resilience**: Impacts from climate change and natural hazards are leading to a less resilient network with increasing vulnerability and costs, and decreased reliability.
- **Safety**: Increasing conflict between competing modes, poor user behaviour and inadequate infrastructure is leading to deaths and serious injuries.
- **Transport choices**: A lack of transport choices for people and freight and heavy reliance on fossil fuelled transport is leading to increased carbon emissions and a decline in environmental quality.

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

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

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

- **Resilience and climate change** (overarching priority): With support from the three transport investment priorities:
    - The resilience of the region's transport network will be improved; and
    - The transport system will respond to climate change through adaptation and reductions in transport related emissions.
- **Connectivity and access (50 per cent):** Maintain and improve the transport network to provide better connectivity and access, efficient movement of people and freight, reverse network degradation, and create a resilient transport system.
- **Better Travel Options (30 per cent):** Improve transport options for people and freight to encourage higher use of public and active transport, and sustainable freight modes.
- **Safety (20 per cent)**: Improve the transport network and user education to create a safe transport system for all users.

14 Transport Investment Priorities - Haumi matua ā-waka

The diagram below outlines the three transport investment priorities for the region. The overarching priority sits as a key investment factor influencing each of the priorities. It is intended that the three weighted investment priorities give effect to and are supported by the overarching priority.

OVERARCHING PRIORITY - HAUMI MATUA NUI Ā-WAKA

Resilience and climate change

With support from the three transport investment priorities:

- The resilience of the region's transport network will be improved; and
- The transport system will respond to climate change through adaptation and reductions in transport related emissions.

Investment Priority 1

Connectivity and access (50%)

Maintain and improve the transport network to provide better connectivity and access, efficient movement of people and freight, reverse network degradation, and create a resilient transport system.

Investment Priority 2

Better travel options (30%)

Improve transport options for people and freight to encourage higher use of public and active transport, and sustainable freight modes.

Investment Priority 3

Safety (20%)

Improve the transport network and user education to create a safe transport system for all users.

14.1 Overarching Transport Investment Priority - Haumi matua nui ā-waka

RESILIENCE AND CLIMATE CHANGE - ĀHUARANGI HURIHURI ME TE MANAHAU

With support from the three transport investment priorities:

- **The resilience of the region's transport network will be improved; and**
- **The transport system will respond to climate change through adaptation and reductions in transport related emissions.**

The problem

Impacts from climate change and natural hazards are leading to a less resilient network with increasing vulnerability and costs, and decreased reliability.

14.1.1 The case for investment and summary of evidence

Climate change

It is well established that fuel-based transport is the fastest growing source of harmful climate pollution in New Zealand. The Emissions Reduction Plan identifies that 39 per cent of total domestic CO_2 emissions and 17 per cent of gross domestic emissions come from transport. Reducing our road transport emissions will help achieve the Government's emission reduction targets and the requirements of the Emissions Reduction Plan. While carbon emissions and environmental pollution associated with transport is a national issue, at a regional level we need to take accountability and contribute to a decline in harmful emissions and environmental effects from transport. While data[19] from 2007 to 2022 shows the Horizons region has reduced its greenhouse gas emissions (expressed as Kilotonnes of CO_2e) by 9.9 per cent, it still contributes approximately 7.3 per cent of national greenhouse gas emissions, placing the region fifth highest out of 16 regions. This is partly due to the central location of the region in the lower North Island, which results in large volumes of through traffic, particularly freight, using the region's road networks and a heavy reliance on fossil fuel-based private vehicle use. The agricultural nature of the region also plays a part in our overall greenhouse emission profile. With the Palmerston North area well on the path to becoming a primary distribution centre, the number of vehicles travelling into and from the region will increase, likely exacerbating the region's carbon emissions if alternative travel modes for freight are not adopted. Alongside this will be the need for reductions in vehicle kilometres travelled and decarbonisation within the light fleet (cars).

The rail freight journey to and from the region is generally reliable but is not electrified, which creates inefficiencies for freight to and from Wellington and Auckland. The Capital Connection rail service provides a passenger commuter service between Palmerston North and Wellington on weekdays. Significant investment is planned to deliver a new, more frequent hybrid electric services set to commence in late 2028 / 2029. That aside, rail is largely underutilised in the region for both freight and passenger movement. Unlocking the potential of rail, in particular for freight movement, is a key step in reducing the region's carbon emissions and solving a number of other issues such as resilience, connectivity, and safety. Investment in the rail network is planned with the Kiwi Rail Regional Freight Hub planned for the Palmerston North area and the Marton Rail Hub, which will be a critical step in moving freight and logging onto rail.

Other mechanisms for reducing carbon emissions include use of low-emission vehicles such as hybrids and electric vehicles, incorporating more low-emission or electric buses into the public transport fleet, and encouraging the use of public transport, active transport and micro-mobility (e-bikes and e-scooters) for travel. The complete decarbonisation of the Palmerston North urban bus services from 2024 is a significant step in the right direction, and will may result in more fleets becoming electric as public transport contracts end. The region has also seen an increase in the use of electric vehicles, with the number entering the fleet reaching a peak of 406 in 2022 (calendar year). Registrations appear to be continuing to increase with 284 registrations by July 2023.

Coastal shipping is an emerging option for the movement of freight. Investment though the Provincial Growth Fund was allocated through RLTP 2021 for the revitalisation of the Whanganui Port. Once complete, the Whanganui Port will likely be a viable option for transporting freight to Wellington and other key ports via coastal shipping, which will contribute to a reduction in carbon emissions from road transport.

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

[19] Statistics New Zealand Regional Emissions, 2022 https://www.stats.govt.nz/tools/how-are-my-regions-emissions-tracking

Resilience

The region's varied topography and geography means that network resilience is a significant issue for parts of the region. In the north, the Desert Road and State Highway 4 north of Whanganui are particularly vulnerable to natural hazards and weather events with frequent closures over the winter period. In addition, access south to Wellington via State Highway 1 can be problematic due to the lack of alternative viable routes. The east-west connection via the Manawatū Gorge has historically had significant resilience issues and is now closed permanently. Cyclone Gabrielle highlighted the vulnerability within the network, particularly in the region's hardest hit area, Tararua, and the need to invest in the network both locally and on state highways to reduce the impact these types of weather events can have.

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

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

While recent upgrades to sections of State Highway 1 south to Wellington are underway and will deliver improvements to the resilience of the system, there are still risks due to the high criticality of the route and the lack of alternative travel options (e.g. rail, which is also affected by weather events in this section). Regarding the Manawatū Gorge, a new east-west connection has been identified (Te Ahu a Tūranga, Manawatū-Tararua Highway) due to be completed in 2025. In the meantime, the alternative routes, Saddle Road and Pahiatua Track, are under pressure and are at high risk to resilience issues despite significant upgrades on both corridors.

Most recently the closures of roads, isolation of rural communities and disruption in the Tararua district as a result of Cyclone Gabrielle is a stark reminder of the impact resilience, or lack of, has on the region's economy and social wellbeing.

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

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

14.1.2 Investment focus, benefits and KPIs

Priority investment focus: **Build resilience into the region's transport network by strengthening priority transport lifelines, and minimising the duration of disruption on the network. Reduce the need to travel and provide transport options that reduce the impact of transport on the environment.**	
Primary benefits of investment	**Key Performance Indicators**
A more resilient transport network with reduced disruption and reduced vulnerability of priority lifelines. Reliable journeys. Supports sustainable regional growth, with a less carbon intensive transport network and liveable places. Reduced carbon emissions and overall environmental impact from transport.	Increased use of the rail network Reduction in tonnes of CO_2 equivalents emitted regionally. Increases in active and public transport use. Fewer road closures associated with natural hazards or unplanned events. Reduced vehicle kilometres travelled in urban areas (light vehicle fleet only).
Priority investment areas	**Key investment partners**
Palmerston North Integrated Transport Initiative (PNITI). KiwiRail Regional Freight Hub. Marton Rail Freight Hub. Te Ahu a Tūranga: Manawatū-Tararua Highway. Lower North Island Rail Integrated Mobility / Capital Connection - continuation and replacement of the current passenger rail service with a new modern fleet of trains and increased service frequency. New Palmerston North urban bus service. Local Road and State Highway maintenance and upgrade programmes.	NZ Transport Agency Waka Kotahi (co-funder). KiwiRail/Crown (Rail track infrastructure provider and co-funder). Palmerston North City Council, Whanganui District Council, Manawatū District Council, Ruapehu District Council, Rangitīkei District Council, Horowhenua District Council, Tararua District Council (infrastructure providers and co-funders). Horizons Regional Council (PT service planning and infrastructure provider, co-funder).
Other priority implementation areas	
Promotion of business continuity planning to improve transport resilience in the case of a significant regional event. Encouraging public investment/use of low-emission vehicles and mode shift to public and active transport. Encourage and influence urban spatial planning to enable good access to alternative transport modes.	

14.1.3 Strategic alignment with national and regional direction

The table below outlines how each investment priority aligns with the outcomes in the Ministry of Transport Outcomes Framework, the priorities of the Government Policy Statement on Land Transport, and the strategic objectives and headline targets of this Plan. It also illustrates alignment with the overarching transport investment priority of climate change and resilience.

Overarching Investment Priority (Resilience and climate change): strategic alignment			
National strategic direction	MOT outcomes	Inclusive access	
		Healthy and safe people	✓
		Environmental sustainability	✓
		Resilience and security	✓
		Economic prosperity	✓
	Draft GPS priorities	Maintaining and operating the system	✓
		Increasing resilience	✓
		Reducing emissions	✓
		Safety	
		Integrated freight system	✓
		Sustainable urban and regional development	
RLTP strategic direction	Objectives	Travel choice	✓
		Connectivity and efficiency	
		Safety	
		Climate change and resilience	✓
		Network quality and integration	✓
	Headline targets	Mode shift	✓
		Safety	
		Resilience	✓
		Carbon emissions	✓
		Maintenance	✓

Table 7: Strategic alignment for the overarching investment priority.

14.2 Transport investment priority 1: connectivity and access - tūhono me te whai wāhi mai

Maintain and improve the transport network to provide better connectivity and access, efficient movement of people and freight, reverse network degradation, and create a resilient transport system.

14.2.1 The problem

Ageing infrastructure, sub-optimal maintenance and renewals, network inefficiencies and land use conflicts are leading to a degraded transport network with less effective transport routes.

14.2.2 The case for investment and summary of evidence

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

The current network is degrading and is limited by a lack of viable transport choices, resulting in a heavy reliance on the road network which is struggling to cope due to a lack of adequate investment. Consequently, there are multiple types of users (with different needs) all competing for the same resource, which creates efficiency and safety issues, along with restrictions on land use development and access.

Across the region there are a number of existing facilities, including hospitals, ports, airports and large defence operations together with centres of economic activity that rely on the transport network for access and connectivity. Further, the region has nationally significant connections for the movement of freight and tourists. These destinations are critical to the economic and social well-being of the region, and as such it is vital they are supported by well-designed transport corridors with efficient and reliable connections. Ensuring good inter-regional connectivity, through road, rail and air freight connections to key ports and hubs, will assist with access to economic opportunities as well as helping to solve some of the mode conflict experienced on parts of the road network. Due to the lack of viable transport choice in the region, some networks experience overuse causing decline in asset quality, higher maintenance costs, poor user experience, unreliable journey times and safety issues.

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

The region has a high unemployment rate when compared to the national average and comparatively low median household income. Access to education, healthcare and employment needs to improve, particularly in the north and east of the region, to deliver better social and

economic outcomes. The majority of the region's population growth is expected in Levin, Palmerston North and Feilding with lower levels of growth in other areas. Further, the region's population is getting older, which is in line with the national trend. At present the transport network is not responding adequately to accommodate freight, population growth, and the needs of an ageing population. The result is lack of access, intermodal conflict, unreliable journey times, and restrictions and delays in land use development and investment.

Poor network efficiency creates barriers for access to health, social and economic opportunities. Providing safe and viable opportunities for active transport results in positive economic, social and environmental outcomes.

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

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

Summary of evidence

Population, GDP and employment[20]: See the Strategic Context section of this document for detail on these key factors.

Employment and GDP

- Average household income $116,000/annum**,** compared to $132,800 nationally'
- GDP per capita for the year ended March 2022 was $55,665 (below the national rate of $70,617) which represents a 7.5 per cent change in the GDP per capita between 2021 and 2022.
- Employment rate 67.2 per cent in the year to June 2023, which represent a **-**1.4 per cent change in employment rate between 2022 and 2023.
- Unemployment rate 3.7 per cent in the year to June 2023.
- House value (mean) $560,061 in the year to August 2023, representing a **-**12.2 per cent change in the mean house value between 2022 and 2023
- Under the medium growth scenario[21], the regional population is projected to grow 0.8 per cent per year on average over 2022 to 2030.

National Freight Demand Study (MoT) 2017-18:

- 13.5 million tonnes in 2017-18 for the Manawatū-Whanganui Region compared to 10.6 million tonnes in 2012 (2014 Freight Demand Study), which equates to a 27 per cent increase in freight movement for the region over the period covered by these two studies.

[20] Sources: Statistics NZ, Population estimates from 2018, based on 2018 Census- Final June 2018 estimate (published September 2020); NZ Transport Agency Waka Kotahi Arataki V2, Manawatū-Whanganui Regional Summary; and Infometrics, year to March 2019 (and analysed in the MWRI Regional Economic Impact Assessment, June 2020)
[21] Infometrics Manawatū-Whanganui Region population projections report May 2023

KiwiRail Regional Freight Hub[22]:

- Estimates approximately 2.55 million tonnes of freight passed through Palmerston North by rail in the 2018-19 financial year.
- Rail is a small component of the total freight volumes coming into and out of the region, with 25 million tonnes total (13.5 million tonnes from Palmerston North and 11.5 million tonnes into the region) each year. In the last financial year, freight moved by rail through the region only amounted to 10.2 per cent of total freight moved.

14.2.3 Priority investment focus, benefits and KPIs

Priority investment focus: **Invest in network maintenance and upgrades to improve the resilience, connectivity and access for users and reverse degradation.**	
Primary benefits of investment	**Key Performance Indicators**
Provides greater transport choice which directs users to the most appropriate mode for their travel needs. Less modal conflict and reliance on the road network A higher quality network The transport system can accommodate future demand Economic stability and security for the region.	Increased use of the rail network for both freight and passenger rail Improved network quality Fewer disruptions on the network with more viable alternatives.
Priority investment areas	**Key investment partners**
Sufficient funding for maintenance and renewals of transport assets. Palmerston North Integrated Transport Initiative (PNITI) KiwiRail Regional Freight Hub Marton Rail Freight Hub Te Utanganui Whanganui Port revitalisation project	NZ Transport Agency Waka Kotahi (co-funder) KiwiRail/Crown (Rail track infrastructure provider and co-funder) Palmerston North City Council, Whanganui District Council, Manawatū District Council, Ruapehu District Council, Rangitīkei District Council, Horowhenua District Council, Tararua District Council (infrastructure providers and co-funders) Horizons Regional Council (PT service planning and infrastructure provider, co-funder) Public transport operators (providers of public transport services CEDA (Te Utanganui)
Other priority implementation areas	
Funding for Whanganui Port revitalisation project and Te Utanganui.	

[22] Regional Freight Hub FAQs, September 2020

14.2.4 Strategic alignment with national and regional direction

The table below outlines how each investment priority aligns with the outcomes in the Ministry of Transport Outcomes Framework, the priorities of the Government Policy Statement on Land Transport, and the strategic objectives and headline targets of this Plan. It also illustrates alignment with the overarching transport investment priority of climate change and resilience.

Transport Investment Priority 1 (Connectivity and access): strategic alignment			
National strategic direction	MOT outcomes	Inclusive access	✓
		Healthy and safe people	
		Environmental sustainability	
		Resilience and security	✓
		Economic prosperity	✓
	Draft GPS priorities	Maintaining and operating the system	✓
		Increasing resilience	✓
		Reducing emissions	
		Safety	✓
		Integrated Freight system	✓
		Sustainable urban and regional development	✓
RLTP strategic direction	Objectives	Travel choice	
		Connectivity and efficiency	✓
		Safety	✓
		Climate change and resilience	
		Network quality and integration	✓
	Overarching priority	Climate change and resilience	✓
	Headline targets	Mode shift	
		Safety	✓
		Resilience	✓
		Carbon emissions	
		maintenance	✓

Table 8: Strategic alignment for Investment Priority 1.

14.3 Transport investment priority 2: Better travel options - Whiringa haere

Improve transport options for people and freight to encourage higher use of public and active transport, and sustainable freight modes.

14.3.1 The problem

A lack of transport choices for people and freight, and heavy reliance on fossil fuelled transport is leading to increased carbon emissions and a decline in environmental quality.

14.3.2 The case for investment and summary of evidence

The Horizons region features a mixture of urban and rural areas. As such the transport needs of the region's residents and commercial operators is highly varied. At present, the mode share for journeys to work and education is dominated by private vehicle travel mode, with public transport and active modes less well represented. Historical investment in land use and a transport network that supports the private vehicle has been ongoing for decades, including designating land for carparks which limits land use opportunities, increases stormwater impacts and contributes to less vibrant communities. At the same time active transport modes have been de-prioritised in urban centres and public transport investment has trended downwards.

A large factor contributing to this is the rural nature of the region and relatively small urban areas with very few transport options, other than private vehicles, between them. In the northern section of the region, access to specialised health care services is limited. In general, there is a high dependency on private vehicle use in most parts of the region. A number of factors limit people's transport choices and make shared and active modes less attractive or feasible than travel by private car.

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

The predominant pattern of low-density development and geographical isolation means provision of effective public transport services has generally been a challenge as far back as the 1990s, resulting in some suburban and rural areas not being well served by public transport. In these areas public transport services may not exist or are infrequent with limited hours of operation. Palmerston North, as the primary urban centre for the region, has the highest levels of public transport services. However a 2020 review of these services found that the public were unsatisfied with the frequency and coverage of the existing services. Consequently, the new services commencing in 2024 offer better frequency and coverage of the City.

If trips by public transport or active modes can be increased, there will be less pressure on the road network and more people could be moved in a safer and more efficient manner. Increasing the availability of public transport and options for active transport also provides a wider range of travel options and freedom for more people in the region. Recent patronage growth in other regions has been achieved through services that offer greater flexibility and more competitive journey times. Services like this also fulfil the goal of improved access to health, social and economic opportunities. Further investigation across the entirety of the region (Regional Services Review) has been undertaken recently to seek feedback from the public on what urban and inter-urban services they would like to see.

In recent years, capacity and service improvements have been made across the region's public transport network and introduced on a trial basis to test demand. The most successful of these has been Te Ngaru, the Tide in Whanganui which has consistently seen high levels of patronage since it was implemented. Overall, network performance data and general public feedback suggest that public transport service levels and convenience remains problematic, but it does seem that this

trend is starting to reverse with patronage starting to increase in certain areas. The implementation of the new electronic card system has helped remove some barriers associated with public transport travel and the bike racks present on urban buses enable some mode share. The future national ticketing system is expected to make it even easier. However, the comparative cost of other travel options, including parking availability, also continue to influence lack of use of public transport across the region.

The Emissions Reduction Plan states that the amount people travelling in fossil-fuelled vehicles is at the heart of the transport emissions challenge. Decarbonising the vehicle fleet quickly, is just one of the options. Improving urban form, offering better transport options, and using other demand management levers to reduce the number of vehicle kilometres travelled by light vehicles is vital. Arataki (2023 update) states that to meet the National Emissions targets, Palmerston North needs to reduce light vehicle kilometres travelled by 16 per cent. This is where active transport and integrated urban planning comes in to play. In terms of active transport, substantial investment has been made in the larger urban areas of the region to cater for, and trial options to encourage people to use active transport, but more needs to be done. While this is generally positive, in many areas of the region and in urban centres, cyclists are often sharing road corridors with multiple other users and are generally given lower priority within the network. Considering the vulnerability of cyclists and pedestrians and the significant risk of death or serious injury if a road crash were to occur, improvements to the cycling and walking network is key to increasing the uptake of this mode of transport.

Cycle networks also form a large part of the local and international tourism market for the region. At present the inter-regional cycle network is incomplete. There is an opportunity to increase active transport and cycle tourism by providing a complete, safe and well-serviced network. Areas of focus could include completing shared pathways from: Palmerston North to Himatangi and Foxton Beaches; Palmerston North to Feilding; and development of cycle connections to the Horowhenua District. The completion of Te Ahu a Tūranga: Manawatū-Tararua Highway will also see a cycle network connection between Ashhurst and Woodville. It will be important for road controlling authorities to ensure access to this new network is provided for at the Ashhurst/Palmerston North site and Woodville site of the new highway.

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

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

Summary of evidence

Based on the recent Regional Services Review consultation (undertaken between June-August 2023), the following trends indicate the level of demand for alternative travel options.

- Over 900 responses were received. Responses were pretty evenly spread between districts.
- The majority of responses (47 per cent) were from the 36-64 age group, followed by 65+ (30 per cent) and 21-35 (20 per cent).

- The main reason for travel included shopping, followed by healthcare and work. Education received the lowest score as a reason for travel.
- 40 per cent of respondents signalled a preference for 'significant investment' in public transport, followed by 'moderate investment' which 38 per cent selected as their preference.

In terms of where the region's residents travel to, the Regional Services review survey revealed the following travel patterns:

- Horowhenua district residents primarily travel to Palmerston North, followed by Levin and then Wellington.
- Palmerston North residents primarily travel within Palmerston North, followed by travel to Wellington and then Feilding.
- Manawatū district residents primarily travel to Palmerston North, followed by Feilding and Wellington.
- Rangitīkei District residents primarily travel to Palmerston North, followed closely by Whanganui and then Feilding.
- Ruapehu district residents mainly travel to Whanganui, closely followed by Ohakune and then Taumarunui.
- Residents from the Tararua district travel to Palmerston North, followed by Dannevirke and then Masterton.

The results of the Regional Services Review provide a useful indication of travel patterns and purposes for the region's residents, along with a signal in what level of investment in public transport residents would support. It is clear from this survey that additional investment in public transport services is supported.

14.3.3 Priority investment focus, benefits and KPIs

Priority investment focus: **Make active and public transport, and sustainable freight modes, safe, attractive and viable options for more trips.**	
Primary benefits of investment	**Key Performance Indicators**
Supports sustainable regional growth and liveable places, with a less carbon intensive transport network. Better travel choices and improved multi-modal access. Improved health outcomes. Improved network efficiency and access to health, social, education and economic opportunities. Reduction in infrastructure deterioration.	Reduced carbon emissions. Increased public transport patronage and active travel. Reduction in light vehicle kilometres travelled. Increase in freight moved by lower and zero emission vehicles.
Priority investment areas	**Key investment partners**
Active Transport – walking and cycling networks. Palmerston North and Ashhurst urban services.	NZ Transport Agency Waka Kotahi (co-funder). KiwiRail/Crown (Rail track infrastructure provider and co-funder).

Other urban and regional public transport services. Decarbonisation of the public transport vehicle fleet. Capital Connection – continuation and replacement of the current passenger rail service with a new, modern fleet of trains and increased service frequency. KiwiRail Regional Freight Hub. Marton Rail Freight Hub. Improve safety and amenity of urban, suburban and rural transport corridors to encourage active travel.	Palmerston North City Council, Whanganui District Council, Manawatū District Council, Ruapehu District Council, Rangitīkei District Council, Horowhenua District Council, Tararua District Council (infrastructure providers and co-funders). Horizons Regional Council (PT service planning and infrastructure provider, co-funder). Public transport operators (providers of public transport services).
Other priority implementation areas	
Encourage, support and implement land use and land development policies that promote and support public transport and active travel. Implement travel behaviour change programmes to promote public transport and active modes, e.g. cycle skills training, school travel planning and education/awareness programmes. Encourage and implement parking policies that support increased use of public transport and active modes. Continued development of active transport strategies at territorial authority level.	

14.3.4 Strategic alignment with national and regional direction

The table below outlines how each investment priority aligns with the outcomes in the Ministry of Transport Outcomes Framework, the priorities of the Government Policy Statement on Land Transport, and the strategic objectives and headline targets of this Plan. It also illustrates alignment with the overarching transport investment priority of climate change and resilience.

Transport Investment Priority 2 (Better travel options): strategic alignment			
National strategic direction	MOT outcomes	Inclusive access	✓
		Healthy and safe people	✓
		Environmental sustainability	✓
		Resilience and security	
		Economic prosperity	
	Draft GPS priorities	Maintaining and operating the system	
		Increasing resilience	✓
		Reducing emissions	✓
		Safety	✓
		Integrated Freight system	
		Sustainable urban and regional development	✓
RLTP strategic direction	Objectives	Travel choice	✓
		Connectivity and efficiency	
		Safety	✓
		Climate change and resilience	✓
		Network quality and integration	
	Overarching priority	Climate change and resilience	✓
	Headline targets	Mode shift	✓
		Safety	✓
		Resilience	
		Carbon emissions	✓
		Maintenance	

Table 9: Strategic alignment for Investment Priority 2.

14.4 Transport investment priority 3: Safety - Haumaru

Improve the transport network and user education to create a safe transport system for all users.

14.4.1 The problem

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

14.4.2 The case for investment and summary of evidence

Safety should be at the core of the regional transport system and deaths and serious injuries should not be an inevitable cost of moving people and freight from place to place. The region's safety record is relatively poor. Head-on and run-off-road crashes and high risk intersections are primary crash types in the region. Speed is also a factor in the outcome of a crash. This is the driving force behind the Setting of Speed Limits rule (2022) which seeks to ensure the right speed for the right road.

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

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

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

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

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

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

Summary of evidence

Data from the Crash Analysis System (CAS) data shows that 2021/22 was the worst year in the last five years with 239 deaths and serious injuries. Recent figures show this number reduced to 211 in the 2022/23 financial year.

In recent years, on average three people are seriously injured every week and one person dies every fortnight on the region's roads.

The three graphs below show the number of deaths and serious injuries each year on the Manawatū-Whanganui road network. It shows that while some progress has been made with reductions in deaths and serious injuries on the whole, DSIs continue to remain high.

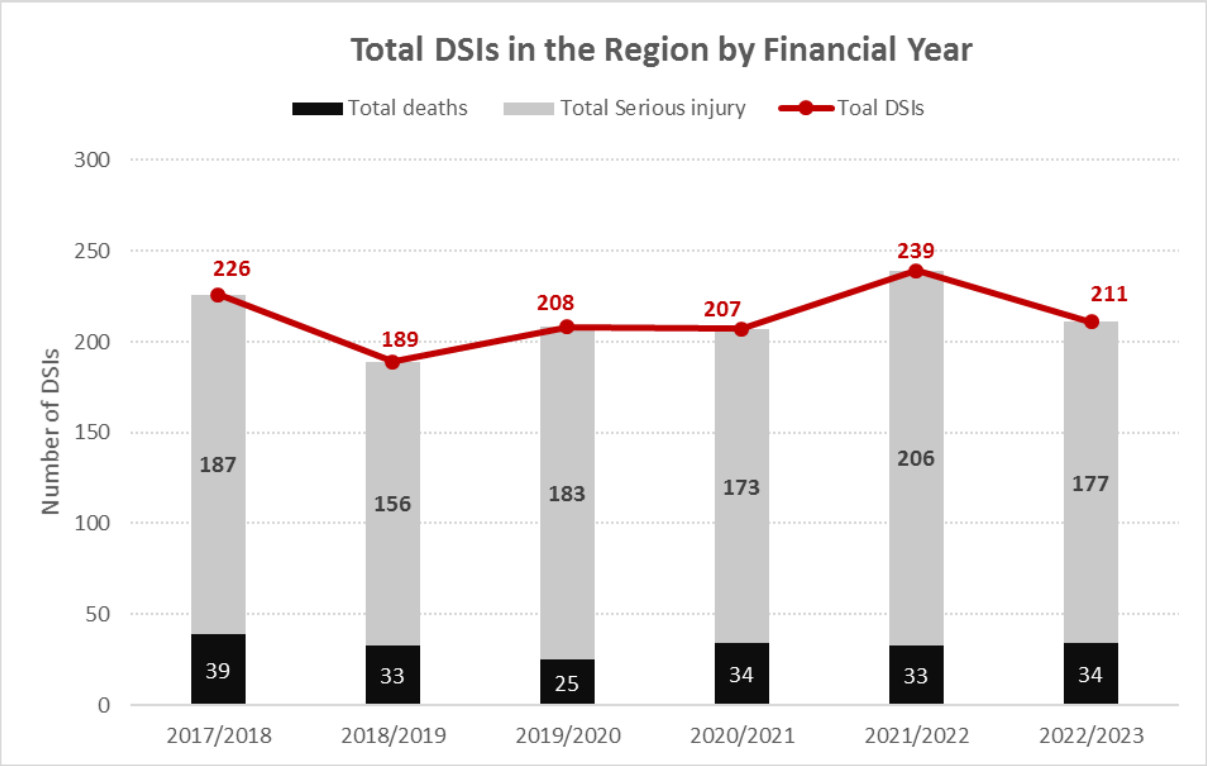


Figure 23: Total number of reported serious injuries and fatalities on the regional network

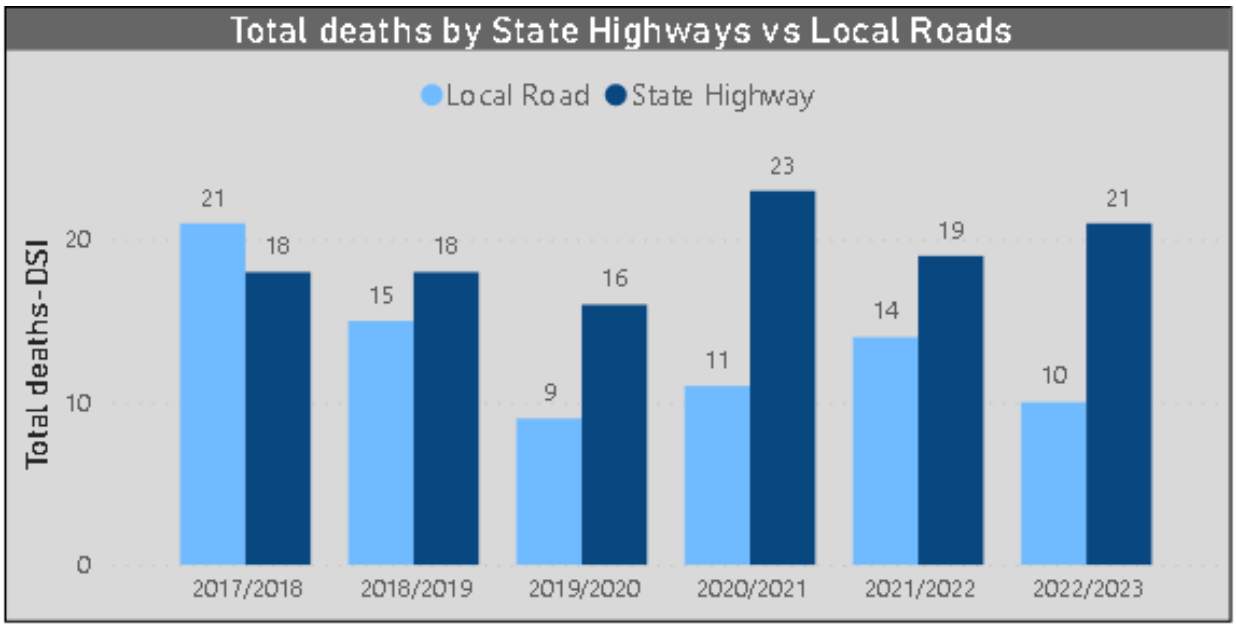


Figure 24: Total number of reported fatalities on state highways and local roads

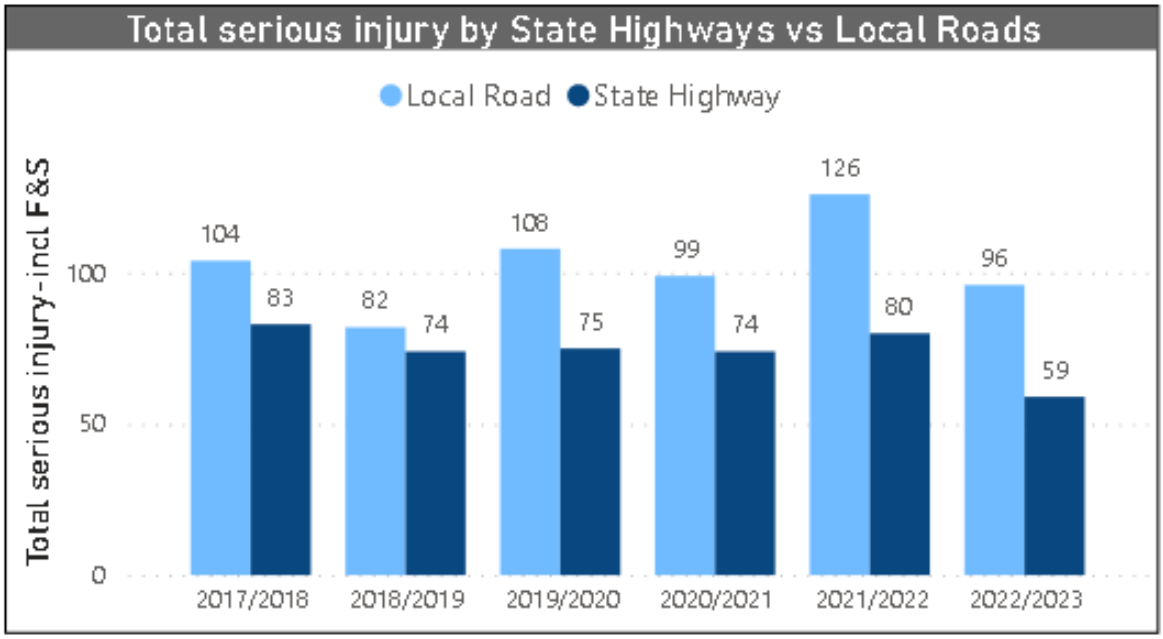


Figure 25: Total number of reported injuries on state highways and local roads

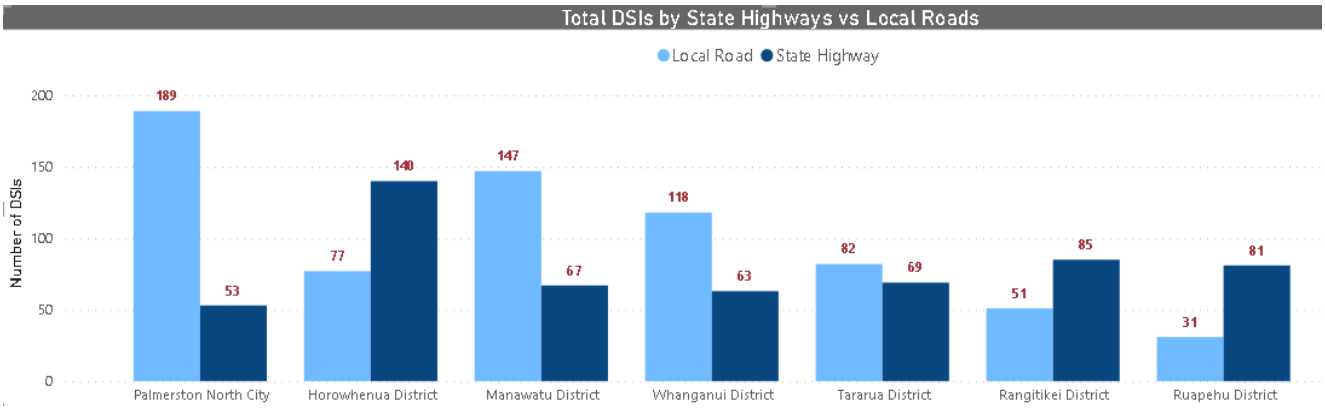


Figure 26: Total number of reported injuries and fatalities on state highways and local roads by district between 2017/18 – 2022/23

The development of speed management plans and continued investment in safety education will be critical to reversing the trends of deaths and serious injuries. Other elements of this plan such as offering more mode choice and improving network quality will also improve safety.

14.4.3 Priority investment focus, benefits and KPIs

Priority investment focus: **Improve safety for all users of the region's transport network by reducing mode conflict, improving connectivity and network condition, enabling mode share and continuing road safety education**	
Primary benefits of investment	**Key Performance Indicators**
A safe transport network for all users. Increased transport choices direct users to the most appropriate transport mode or	Reduced deaths and serious injuries. Safety perceptions – An increase in all types of users feeling safe to use the network.

route, reducing congestion and mode conflict and improving safety outcomes. Improved actual and perceived safety of the transport network. Reduced cost to people and the economy from deaths and serious injuries.	Improved accessibility to economic and social opportunities.
Priority investment areas	**Key investment partners**
Maintenance and upgrade programmes for road controlling authorities. Improved access and use of alternative transport modes – mode shift. Improve high-risk intersections with a focus on the Palmerston North, Whanganui and Levin urban areas and the state highways that link them. Safety interventions on high-risk rural roads. Progress the Palmerston North Integrated Transport Initiative programme to provide safer connections and transport of freight. Improve safety of networks for vulnerable users.	NZ Transport Agency Waka Kotahi (infrastructure provider and co-funder). Horizons Regional Council (road safety promotion and education) and Regional Speed Management Plan. All territorial authorities. New Zealand Police (enforcement). KiwiRail (rail infrastructure provider and co-funder).
Other priority implementation areas	
Behaviour change programmes, e.g. safety education, alcohol and drug impairment, speeding, seat belts and restraints). Development of Speed Management Plans to provide safe and appropriate speeds. Traffic enforcement. Increase vehicle safety.	

14.4.4 Strategic alignment with national and regional direction

The table below outlines how each investment priority aligns with the outcomes in the Ministry of Transport Outcomes Framework, the priorities of the Government Policy Statement on Land Transport, and the strategic objectives and headline targets of this RLTP. It also illustrates alignment with the overarching transport investment priority of climate change and resilience.

Transport Investment Priority 3 (safety): strategic alignment			
National strategic direction	MOT outcomes	Inclusive access	✓
		Healthy and safe people	✓
		Environmental sustainability	
		Resilience and security	
		Economic prosperity	✓
	Draft GPS priorities	Maintaining and operating the system	
		Increasing resilience	
		Reducing emissions	
		Safety	✓
		Integrated Freight system	
		Sustainable urban and regional development	
RLTP strategic direction	Objectives	Travel choice	✓
		Connectivity and efficiency	
		Safety	✓
		Climate change and resilience	
		Network quality and integration	✓
	Overarching priority	Climate change and resilience	
	Headline targets	Mode share	✓
		Safety	✓
		Resilience	
		Carbon emissions	
		maintenance	

Table 10: Strategic alignment for Investment Priority 3.

15 Funding the Plan - Tahua mō te Mahere

The main sources of funding for land transport in the region are:

- The National Land Transport Fund (administered by NZTA).
- Council funding (local share).
- Other sources such as Crown appropriations and fare revenue from public transport services.

The funding sought in this Plan from the National Land Transport Fund will give effect to the transport investment priorities as outlined in Section 14.

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

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

15.1 Anticipated revenue sources - Pūtea mai

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

15.1.1 Revenue from the National Land Transport Fund - Pūtea mai i te tahua a Waka Kotahi

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

- Road to Zero;
- Public Transport Services;
- Public Transport Infrastructure;
- Walking and Cycling Improvements;
- Local Road Improvements;
- State Highway Improvements;
- State Highway Maintenance;
- Local Road Maintenance (including operation, renewals and emergency works);
- Investment Management;
- Coastal Shipping; and
- Rail Network.

The draft GPS 2024 includes the following activity classes:

Continuous programmes

- Public transport services.
- State highway maintenance.
- Local road maintenance.
- Investment management.
- Rail network.

Improvement programmes

- Public transport infrastructure.
- State highway improvements.

- Local road improvements.
- Safety.
- Walking and cycling improvements.
- Coastal shipping.
- Inter-regional public transport.

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 NZTA with input from transport partners. Funding occurs in a manner consistent with the GPS, and is on the basis of national priority until the funding available to each activity class is fully allocated. Not all activities put forward in the Plan will receive the funding sought from the National Land Transport Fund.

15.1.2 Other sources of revenue - Pūtea atu anō

Climate Emergency Response Fund: In 2022, the government established the Climate Emergency Response Fund (CERF). The CERF is designed as an enduring, multi-year fund to help with the long term challenges of climate change. The CERF will be funded by the proceeds of the New Zealand Emissions Trading Scheme (RTS). To seek funding under the CERF, a proposal must meet one of the following criteria:

- Is included in the Emissions Reduction Plan
- Would directly reduce emissions.
- Has a main objective of removing barriers to, or accelerating emissions reductions.
- Supports a te ao Māori approach to the climate response.
- Facilitates the development of such proposals in the future.
- Addresses the distributional impacts of emissions reducing policy.

Included under the CERF is the transport choices programme which provides funding to enable Councils to offer cheaper fares and free fares on public transport services. The intention being to fundamentally change the way people travel around towns and cities. Funding through Transport Choices is expected to cease in 2024, which will see some fares return to previous levels.

NZ Upgrade Programme: The New Zealand Upgrade Programme (NZUP) provides growing communities across the country with better travel choices that help people get where they’re going safely. It is administered by NZTA and KiwiRail.

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

- Supplementary funding, including additional contributions from Territorial Authorities or private parties and contributions from community groups or other government agencies for community programmes.
- National Cycleways/Ngā Haerenga – maintaining the Great Rides and links to heartland rides.

15.1.3 Local revenue sources - Pūtea ā-rohe

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

15.1.4 Contribution of road policing to the Plan - Kaupapa here huarahi ki te RLTP

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

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

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

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

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

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

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 11 shows the anticipated expenditure in each activity class over the next 10 years, along with the anticipated revenue source.

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

Table 11 below, sets out the 10-year forecast for expenditure by activity class for the region

	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34
Subsidised Activities										
Expenditure (by GPS Activity Class)										
Public Transport Services	$20,080,000	$22,670,000	$23,510,000	$24,200,000	$26,020,000	$27,200,000	$27,950,000	$28,700,000	$29,480,000	$30,250,000
Public Transport Infrastructure	$1,581,381	$1,602,006	$1,422,698	$1,498,942	$1,519,263	$1,539,562	$1,621,443	$1,641,706	$1,641,949	$1,642,180
Walking and Cycling Improvements	$34,431,557	$38,386,638	$14,960,892	$19,338,298	$14,900,921	$19,468,368	$15,245,892	$19,727,405	$15,381,370	$19,652,873
Local Road Improvements	$22,827,245	$35,805,364	$55,489,185	$52,583,946	$36,750,251	$41,606,864	$39,005,561	$53,263,707	$55,512,329	$75,948,942
State Highway Improvements	$161,730,354	$106,479,664	$95,458,314	$76,523,104	$67,745,988	$62,120,643	$54,769,791	$28,036,013	$10,725,442	$15,517,271
State Highway Maintenance	$53,059,283	$55,167,416	$51,902,435	$60,662,005	$61,246,072	$64,922,684	$65,703,231	$66,814,919	$67,801,628	$68,795,364
Local Road Maintenance	$108,911,472	$119,782,045	$122,465,755	$124,904,712	$128,527,164	$133,017,502	$137,771,236	$142,988,169	$150,432,574	$157,736,146
Investment Management	$4,776,172	$5,058,557	$6,055,251	$4,726,976	$10,567,249	$4,263,438	$4,326,701	$4,413,439	$4,652,953	$4,612,012
Road to Zero	$11,035,667	$13,408,550	$13,010,500	$12,076,243	$12,119,375	$11,813,318	$12,398,619	$12,635,279	$12,671,298	$12,906,317
Rail network	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000
Inter-regional Public Transport	-	-	-	-	-	-	-	-	-	-
Coastal Shipping	-	-	-	-	-	-	-	-	-	-

Total expenditure	$418,458,131	$398,385,240	$384,3000,030	$376,539,226	$359,421,283	$365,977,379	$358,817,474	$358,245,637	$348,324,543	$387,086,105
Revenue for subsidised activities										
Approved Organisation Revenue	$62,927,784	$74,139,539	$82,699,957	$83,827,763	$74,829,109	$80,967,146	$78,781,855	$89,343,952	$90,699,631	$104,545,063
NLTF Revenue	$90,488,749	$92,085,861	$97,643,573	$98,895,501	$103,216,434	$107,313,282	$111,331,135	$116,146,912	$121,313,912	$127,300,004
Other Revenue	$14,021,879	$12,984,803	$13,956,538	$14,615,089	$15,557,658	$15,351,568	$15,440,701	$16,690,436	$17,953,382	$17,687,581
Total revenue	$167,438,412	$179,210,203	$194,300,068	$197,338,353	$193,603,201	$203,631,996	$205,553,691	$222,181,300	$247,654,506	$249,532,645
Unsubsidised Activities *Expenditure*										
Unsubsidised Operational Expenditure	$1,984,911	$2,073,703	$2,171,836	$2,770,921	$2,876,395	$3,002,162	$3,153,615	$3,336,818	$3,559,100	$3,832,792
Unsubsidised Capital Expenditure	$21,760,958	$8,291,273	$5,938,866	$10,160,856	$6,862,639	$5,754,027	$3,861,504	$3,375,817	$4,260,564	$3,616,158
Total Unsubsidised expenditure	$23,745,869	$10,364,976	$8,110,702	$12,931,777	$9,739,034	$8,756,189	$7,015,119	$6,712,635	$7,819,664	$7,448,950
Revenue for Unsubsidised Activities										
Local Authority Revenue	$1,492,656	$1,570,582	$1,632,526	$3,080,808	$3,071,219	$3,173,431	$3,436,693	$2,158,181	$2,251,147	$2,360,740

Other Revenue	$14,021,879	$12,984,803	$13,956,538	$14,615,089	$15,557,658	$15,351,568	$15,440,701	$16,690,436	$17,953,382	$17,687,581
Total revenue	$15,514,535	$14,555,385	$15,589,064	$17,695,897	$18,628,877	$18,524,999	$18,877,394	$18,848,617	$20,204,529	$20,048,321

Table 11: Ten year forecast 2021-2031 (updated in 2024).

15.2 Climate Impact Assessment

The Climate Assessment of Transport Investment (CATI) tool has been used to understand the potential emissions impact of activities in the investment programme for this Plan. The overall climate impact rating of the draft RLTP investment programme is -0.62 (on a scale of -3 to +3). This is a slightly negative overall impact on emissions.

Local road and state highway maintenance, operations and renewals (MOR) expenditure is included in this total. Currently, because of how the network is used, this spend maintains the status quo and therefore scores slightly negatively (-1). However, in a system with different vehicle technology and user behaviour it could in theory support a more positive emissions outcome.

While this represents a step in the right direction in terms of addressing climate change, we know we need to do much more to meet the pace and scale of change required.

REGIONAL TRANSPORT PROGRAMME - HŌTAKA WAKA Ā-ROHE

16 Regional Programme of transport activities - Hōtaka ā-rohe mō ngā mahi ā-waka

The regional programme sets out the land transport activities proposed to be funded over the six years from July 2024 to June 2030, as well as a 10-year financial forecast. The regional programme includes all activities the region would like included in the National Land Transport Programme (NLTP) so that funding may be sought from the National Land Transport Fund (NLTF). NZTA prepares the NTLP and therefore takes into account the RLTP. Significant activities can also include those funded from other sources such as Crown appropriations or local authorities.

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

Activities seeking investment under this RLTP will need to show alignment with the transport investment priorities and objectives of this Plan. Some activities may align with multiple priorities and objectives, which can present a stronger case for investment through this Plan.

Activities are grouped based on the following categories:

- Regionally significant improvement activities
- Business as usual activities
- Committed activities

Regionally significant improvement activities

These activities were determined by the Committee to be of regional significance (as defined by the Significance Policy in Annex 1). They are therefore required to be prioritised as per The Land Transport Management Act 2003. A significant activity is defined as any new improvement activity put forward by an approved organisation that is:

- Greater than $2 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, road safety promotion and existing public transport services); and
- Any other activities costing less than $2 million.

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

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

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

Business as usual activities

These activities were automatically included in the Plan without being prioritised by the RTC. These activities are considered a continuation of the yearly programme and represent standard business. They would default to **the highest possible priority** as they seek to maintain the region's base land transport assets and services.

The suite of tables in section 16.2 shows the full list of activities that all approved organisations propose to undertake over the next six years. This includes those activities that the RTC considers do not need prioritising.

Committed Activities

Activities already under construction, or where funding has been previously committed are also included in Table 13, to give a complete picture of activities underway in the region. Given these activities have already been committed under the previous RLTP (2021) they have not been prioritised in this Plan.

16.1 Prioritised regionally significant activities - Ngā tino tūmahi tōmua o te rohe

This section contains the list of activities that the RTC has prioritised for funding from all sources. They represent activities that are considered to be regionally significant (as per the significance definition in Appendix 1). These are listed in order of priority assigned by the Committee with some projects given equal priority ranking. The image on the following page shows the location of these prioritised activities.

For clarification the abbreviated names of each organisation are provided below.

Organisation	Abbreviation
Department of conservation	DOC
Horizons Regional Council	HRC
Horowhenua District Council	HDC
Manawatū District Council	MDC
Rangītikei District Council	RaDC
Ruapehu District Council	RuDC
Tararua District Council	TDC
Whanganui District Council	WDC
NZ Transport Agency Waka Kotahi	NZTA

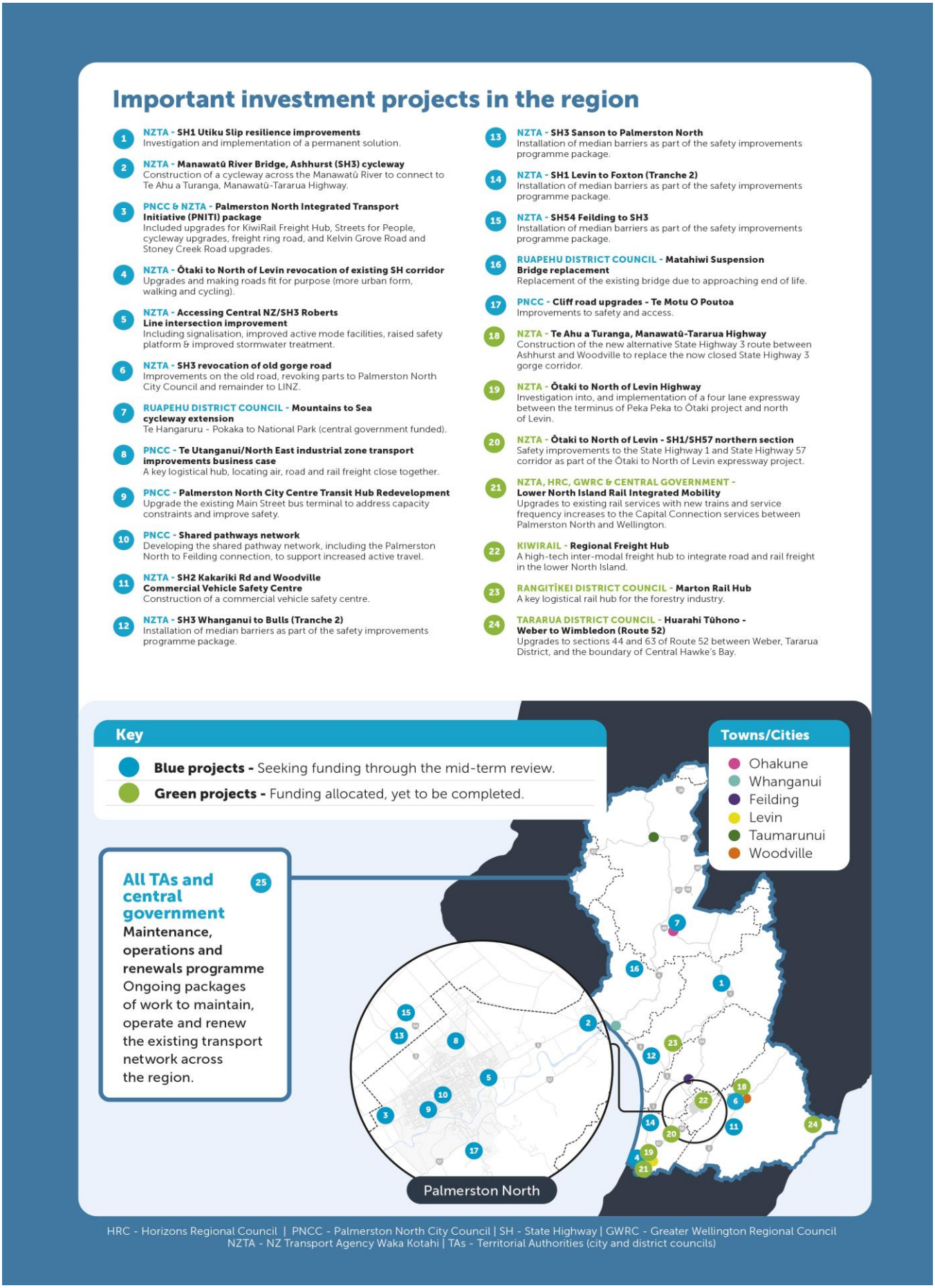


Figure 27: regionally important transport projects for the region.

Significant regional activities - prioritised (Table 12)											
Activity Name and description	**Org**	**Phase**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future Cost (27/28-29/30)**	**Total cost (6 years)**	**Funding source**	**Key RLTP Objective**	**Key transport investment priority**	**Regional priority**
State Highway 1, Utiku Slip resilience improvements: investigation and implementation of a permanent solution	NZTA	Pre-implementation, property and implementation	$10.7 million	$43.5 million	$54.5 million		$108.7 million	NLTP	Climate change and resilience	Resilience & Connectivity & access	1
Manawatū River Bridge, Ashhurst (SH3), Cycleway[23]: construction of a cycleway across the Manawatū River to connect to Te Ahu a Turanga, Manawatū-Tararua Highway.[24]	NZTA	Implementation	$19.2 million	$17.9 million	-	-	$37.1 million	NLTP	Travel choice	Better travel options	2
Palmerston North Integrated Transport Initiative (PNITI) package: including upgrades for KiwiRail Freight Hub, streets for	PNCC and NZTA	Indicative, detailed and single stage business case, pre-implementation	$10.5 million	$10.33 million	$11.09 million	$45.1 million	$77.02 million	NLTP	Connectivity and efficiency	Connectivity and access	2

[23] Secured funding for the Manawatu River Bridge, Ashhurst (SH3) Cycleway is a requirement of consent conditions for the Te Ahu a Turanga: Manawatū-Tararua Highway and the Highway will not be able to open without funding and planning for this project. The Manawatū River Bridge SH 3 Cycleway project is therefore a crucial element of the opening of Te Ahu a Turanga: Manawatū-Tararua Highway and its significance to that project is reflected in its priority ranking as a significant activity.

[24] https://www.nzta.govt.nz/projects/ashhurst-bridge/

Significant regional activities - prioritised (Table 12)											
Activity Name and description	**Org**	**Phase**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future Cost (27/28-29/30)**	**Total cost (6 years)**	**Funding source**	**Key RLTP Objective**	**Key transport investment priority**	**Regional priority**
people, cycleway upgrades, freight ring road, and Kelvin Grove Road and Stoney Creek Road upgrades.[25]		and implementation									
Ōtaki to North Levin revocation of the existing state highway corridor: upgrades and making roads fit for purpose (more urban form, walking and cycling)[26]	NZTA	Property, pre-implementation and implementation	$2.2 million	$2.4 million	$2.2 million	$59.1 million	$65.9 million	NLTP	Network quality and integration	Connectivity and access	2
Accessing Central NZ / State Highway 3 Roberts Line Intersection improvement: including signalisation, improved active mode facilities, raised safety platform & improved	NZTA	Property, pre-implementation and implementation	$15.2 million	$9.8 million	$2.5 million	-	$27.5 million	NLTP	Safety	Safety	3

[25] https://www.nzta.govt.nz/projects/palmerston-north-integrated-transport-initiative/

[26] Secured funding for the revocation of the existing state highway corridor (currently SH1) is a requirement the Ōtaki to North Levin highway project (a committed project included in Table 13). Ensuring revocation is completed to the appropriate standard will be critical to effective network performance, particularly improving resilience.

Significant regional activities - prioritised (Table 12)											
Activity Name and description	**Org**	**Phase**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future Cost (27/28-29/30)**	**Total cost (6 years)**	**Funding source**	**Key RLTP Objective**	**Key transport investment priority**	**Regional priority**
stormwater treatment.[27]											
State Highway 3 revocation of old Gorge Road: improvements on the old road, revoking parts to Palmerston North City Council and remainder to LINZ[28]	NZTA	Pre-implementation and implementation	$2.9 million	$5.9 million	$3 million	-	$11.8 million	NLTP	Safety	Safety	4
Mountains to Sea cycleway extension: Te Hangaruru - Pokaka to National Park *(central government funded)*	RuDC		-	$2.05 million	$2.05 million	-	$4.1 million	Central govt	Travel choice	Better Travel Options	5
Te Utanganui / North East Industrial Zone Transport improvements	PNCC	Single stage business case	-	-	$4.5 million	$17.7 million	$22.2 million	NLTP	Connectivity and efficiency	Connectivity and access	5

[27] https://www.nzta.govt.nz/projects/sh3-napier-road-speed-review-and-infrastructure-improvements/

[28] The State Highway 3 revocation project is linked to the Te Ahu a Turanga: Manawatū-Tararua Highway project (a committed activity in table 13). Revocation of the old State Highway 3 corridor (the Manawatū Gorge) is an important element of the new highway to ensure safe connections. Return of the old highway to LINZ and PNCC will ensure the road will be appropriately managed into the future. https://www.nzta.govt.nz/projects/te-apiti-manawatu-gorge-old-road/

Significant regional activities - prioritised (Table 12)											
Activity Name and description	**Org**	**Phase**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future Cost (27/28-29/30)**	**Total cost (6 years)**	**Funding source**	**Key RLTP Objective**	**Key transport investment priority**	**Regional priority**
business case: a key logistical hub, locating air, road and rail freight close together.[29]		and implementation									
Palmerston North City Centre Transit Hub Redevelopment: upgrade the existing Main Street bus terminal to address capacity constraints and improve safety.[30]	PNCC	implementation	-	-	$10 million	$10 million	$20 million	NLTP	Travel choice	Better travel options	5
Shared pathways network: developing the shared pathway network, including the Palmerston North to Feilding connection, to support increased active travel	PNCC	Single stage business case and implementation	$5 million	$5 million	$5 million	$15 million	$30 million	NLTP	Travel choice	Better travel options	5

[29] https://www.pncc.govt.nz/Council/What-were-doing/Major-capital-projects/Te-Utanganui
[30] https://www.pncc.govt.nz/Council/What-were-doing/Major-capital-projects/Transit-hub

Significant regional activities - prioritised (Table 12)											
Activity Name and description	**Org**	**Phase**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future Cost (27/28-29/30)**	**Total cost (6 years)**	**Funding source**	**Key RLTP Objective**	**Key transport investment priority**	**Regional priority**
State Highway 2 Kakariki Road and Woodville, Commercial Vehicle Safety Centre	NZTA	Property and implementation	$151,400	$1.4 million	$4.7 million	$6.9 million	$13.1 million	NLTP	Safety	Safety	6
SH3 Whanganui to Bulls (tranche 2): median barriers as part of the safety improvements programme package.[31]	NZTA	Property, pre-implementation & implementation	$15.48 million	$15.48 million	$15.03 million	$25.65 million	$71.64 million	NLTP	Safety	Safety	7
SH 3 Sanson to Palmerston North: median barriers as part of the safety improvements programme package	NZTA	Property, pre-implementation & implementation	$950,000	$2.25 million	$1.8 million	$25.2 million	$29.25 million	NLTP	Safety	Safety	7
SH 1 Levin to Foxton (Tranche 2): median barriers as part of the	NZTA	Property, implementation	$9.05 million	$10.8 million	-	-	$19.85 million	NLTP	Safety	Safety	7

[31] https://www.nzta.govt.nz/projects/sh3-whanganui-to-bulls-safety-improvements/

Significant regional activities - prioritised (Table 12)											
Activity Name and description	**Org**	**Phase**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future Cost (27/28-29/30)**	**Total cost (6 years)**	**Funding source**	**Key RLTP Objective**	**Key transport investment priority**	**Regional priority**
safety improvements programme package.[32]											
SH 54 Feilding to SH 3: median barriers as part of the safety improvements programme package	NZTA	Property, pre-implementation & implementation	-	$950,000	$1.35 million	$21.6 million	$23.9 million	NLTP	Safety	Safety	7
Matahiwi Suspension Bridge replacement	RuDC	Implementation	$5.2 million	-	-	-	$5.2 million	NLTP	Connectivity and efficiency	Connectivity and access	8
Cliff road upgrades – Te Motu O Poutoa: improvements to safety and access	PNCC	Single stage business case and implementation	$500,000	-	$3.65 million	-	$4.15 million	NLTP	Safety	Safety	9

Table 12: Significant activities by priority.

[32] https://www.nzta.govt.nz/projects/wellington-northern-corridor/otaki-to-north-of-levin/o2nl-safer-roads-and-roadsides/sh1-levin-to-foxton-safety-improvements/

16.1.1 Committed and future significant activities

Committed activities (those funded through the 2021-24 NLTP) have also been listed as they form an important part of the overall transport investment picture for the region. Often these activities represent major works that are still in progress and take many years to complete. A regional example of this is Te Ahu a Tūranga Manawatū-Tararua Highway which has featured in the RLTP since 2018.

Committed and future significant activities (Table 13)						
Activity	**Description**	**Project start**	**Project finish**	**Total cost**	**Funding source**	**RLTP objective**
Horizons Regional Council						
Lower North Island Rail Integrated Mobility	Upgrades to existing services and future new trains and service frequency increases to the Capital Connection services	2023	2028	$830 million	Central government, NLTF	Travel Choice
CERF Bus Driver terms and conditions	A crown funded programme to improve bus driver wages to attract and retain drivers to contribute to a sustainable workforce	2023	2025	$2,192,127	CERF	Travel Choice
Palmerston North Bus Service Improvements	Implementation of improvements following the 2013-14 service review.	2016	2024	$6,094,680	NLTP	Travel Choice
Regional Consortium Interim ticketing solution (RITS)	Implementation of the interim ticketing solution (Bee card)	2020	2024	$797,457	NLTP	Travel Choice
NZ Transport Agency Waka Kotahi						
Ōtaki to North of Levin highway.[33]	Investigation into, and implementation of a four lane expressway between the terminus of Peka Peka to Ōtaki project and north of Levin.	2020	2028	$1,080,490,146	NZUP	Connectivity and efficiency / Safety

[33] https://www.nzta.govt.nz/projects/wellington-northern-corridor/otaki-to-north-of-levin/

Committed and future significant activities (Table 13)						
Activity	**Description**	**Project start**	**Project finish**	**Total cost**	**Funding source**	**RLTP objective**
Ōtaki to North of Levin – SH1/SH57 northern section[34]	Safety improvements to the State Highway 1 and State Highway 57 corridor as part of the Ōtaki to North of Levin expressway project.	2023	2024	$14,682,300	NLTP	Safety
State Highway 3 Whanganui to Bulls[35]	Safety improvements along the SH3 corridor from the Eastern boundary of Whanganui to the urban-rural boundary of Bulls (Road to Zero activity)	2021	2024	$11,915,409	NLTP	Safety
Te Ahu a Turanga, Manawatū-Tararua Highway[36]	Construction of the new alternative SH 3 route between Ashhurst and Woodville to replace the now closed SH3 gorge corridor.	2019	2025	$658,500,765	NLTP	Connectivity and efficiency
Weigh Right Ohakea[37]	Construction of a replacement weigh station for heavy vehicles	2017	2024	$10,354,237	NLTP	Safety
Tararua District Council						
Huarahi Tūhono – Weber to Wimbledon (Route 52)[38]	upgrade sections 44 & 63 of Route 52 between Weber, Tararua District, and the boundary of Central Hawke's Bay	2021	2024	14,600,000	Provincial Development Unit	Connectivity and efficiency
KiwiRail						
Regional Freight Hub[39]	A high-tech inter-modal freight hub to integrate road and rail freight in the lower North Island	2020	TBC	$700 million+	PGF and Central Government	Connectivity and efficiency

[34] https://www.nzta.govt.nz/projects/wellington-northern-corridor/otaki-to-north-of-levin/o2nl-safer-roads-and-roadsides/
[35] https://www.nzta.govt.nz/projects/sh3-whanganui-to-bulls-safety-improvements/
[36] https://www.nzta.govt.nz/projects/te-ahu-a-turanga/
[37] https://www.nzta.govt.nz/projects/sh1-sh3-bulls-to-sanson/ohakea-cvsc/
[38] https://www.tararuadc.govt.nz/services/projects/current-projects/huarahi-tuhono-weber-to-wimbledon#:~:text=Made%20possible%20with%20funding%20administered,of%20the%20Tararua%20District%20Council.
[39] https://www.kiwirail.co.nz/our-network/our-regions/regional-freight-hub/

Committed and future significant activities (Table 13)						
Activity	**Description**	**Project start**	**Project finish**	**Total cost**	**Funding source**	**RLTP objective**
Rangitīkei District Council						
Marton Rail Hub[40]	A key logistical hub for the forestry industry	2020	TBC	$14,500,000	Provincial Development Unit & Covid-19 response and recovery fund	Connectivity and efficiency

Table 13: Committed activities and future significant activities for the Horizons region.

[40] https://www.rangitikei.govt.nz/district/projects/marton-rail-hub

16.2 All activities - Ngā tino mahi e kore e tautoko mā te mahere nei

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

Business as usual activities

The tables that follow outline the activities proposed for inclusion that represent business as usual. These activities are considered a continuation of the yearly programme of work and therefore more representative of standard works. These activities are automatically included in the Plan and are not subject to regional prioritisation. In the event they were prioritised, they would default to the highest priority as they endeavour to maintain the region's base land transport assets and services. These activities generally run for the full six year duration of the Plan.

Activity Class: Investment Management									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Horizons Regional Council									
RLTP management	Programme business case	Regional land transport planning and management	$185,000	$224,000	$252,000	-	$661,000	NLTP	All
Regional Activity Management Planning	Implementation	Regional Public Transport Plan management	$135,000	$130,000	$135,000		$400,000	NLTP	Travel Choice
Manawatū District Council									
Strategy and proposed capital projects PBC	Programme Business Case	Programme Business Case development for strategic and proposed capital projects	$55,008	$56,769	$58,259	$186,699	$357,005	NLTP	All
NZ Transport Agency Waka Kotahi									
MNWI Share Digital engineering / BIM	Detailed Business Case, Pre-implementation & Implementation	Business case to demonstrate the value of digital engineering in the NZ context	$139,815	$59,152	$602,282	$6,942,370	$7,743,619	NLTP	All

Activity Class: Investment Management									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Manawatū/ Whanganui Regional Transport Planning	Programme business case	Programme to update Programme Business Case plans for the state highway network	-	$327,000	$654,000	-	$981,000	NLTP	All
Manawatū/ Whanganui Digital data strategy	Programme business case	Development of a data strategy covering what data is provided, how it is used and what is communicated to the public (incidents, closures, speed limits etc)	$10,755	$21,510	$5,377	-	$37,642	NLTP	All
Manawatū/ Whanganui Digital data warehouse	Programme business case	data warehouse for analytics and public sharing of state highway data	-	$32,265	$48,397	$59,152	$139,814	NLTP	All
Manawatū/ Whanganui Environmental PBC	Programme Business Case	National PBC to identify a common approach to dealing with environmental matters	$495,206	$504,549	$513,892	-	$1,513,647		Climate change and resilience

Table 14: Business as usual: Investment Management Activities.

Activity Class: Local road & State Highway improvements (Low Cost Low Risk)									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Ruapehu District Council (Local Road improvements)									
Low Cost/ low risk local road improvements	Implementation	Range of activities including street lighting improvements, road improvements and rehabilitation	$1,424,423	$1,410,717	$1,470,667	-	$4,305,807	NLTP	All
Whanganui District Council (Local Road improvements)									
Low cost / low risk road and footpath improvements	Implementation	Range of activities including traffic calming, footpath and road upgrades	$955,000	$1,950,000	$900,000	-	$3,805,000	NLTP	All
Safety improvements programme	Implementation	Range of activities associated with safety infrastructure and speed management.	$615,000	$1,400,000	$1,520,000	-	$3,535,000	NLTP	Safety
Rangitīkei District Council (Local Road improvements)									
Low Cost/ low risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, signage, bus shelter repairs and speed limit review	$3,797,246	$3,838,704	$4,045,257	-	$11,871,207	NLTP	All
Tararua District Council (Local Road improvements)									
Low Cost/ low risk local road improvements	Implementation	Range of activities including local road and footpath upgrades and improvement for walking and cycling	$1,138,500	$2,641,500	$1,595,000	-	$5,375,000	NLTP	All
Manawatū District Council (Local Road improvements)									

Activity Class: Local road & State Highway improvements (Low Cost Low Risk)									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Low Cost / Low Risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, cycling routes, public transport infrastructure operation & maintenance, lighting improvements	$351,432	$435,539	$1,174,750	-	$1,961,721	NLTP	All
Palmerston North City Council (Local Road improvements)									
Low Cost / Low Risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, cycling routes, public transport infrastructure operation & maintenance, lighting improvements	$6,565,000	$9,195,000	$4,100,000	-	$19,860,000	NLTP	All
Roberts Line and Kairanga-Bunnythorpe Road intersection improvements	Implementation	Intersection safety improvements to reduce deaths and serious injuries associated with high risk intersection	$350,000-	$750,000	-	$9,000,000	$10,100,000	NLTP	Safety
Aokautere urban growth area transport improvements	Single-Stage business case & implementation	Business case to improve separation and safety issues in the Aokautere area and enable freight to access the City	$450,000	$450,000	-	$$8,000,000	$8,900,000	NLTP	Safety

Activity Class: Local road & State Highway improvements (Low Cost Low Risk)									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
City-wide Bridge Replacements	Single stage business case & implementation	replacement of bridges within strategic corridors to maintain access to the City and to critical infrastructure	-	-	-	$650,000	$650,000	NLTP	Connectivity and efficiency
Horowhenua District Council (Local Road improvements)									
Low Cost / Low Risk local road improvements	Implementation	Range of activities including local road and footpath upgrades, cycling routes, public transport infrastructure operation & maintenance, lighting improvements	$1,995,313	$2,061,512	$2,230,173	-	$6,286,998	NLTP	All
NZ Transport Agency Waka Kotahi (State Highway improvements)									
State Highway low cost / low risk programme	Implementation	Package of state highway improvements across the region	$3,483,333	$3,483,333	$3,483,333	-	$10,449,999	NLTP	All
SIP Small projects	Property, pre-implementation, Implementation	Safety improvements programme. Range of small activities associated with safety infrastructure and speed management.	$32,213,981	$37,801,731	$22,801,981	$117,831,737	$210,649,430	NLTP	Safety
Speed Management	Implementation	Safety improvements programme – speed management activities	$264,248	$264,248	$264,248	$9,895,000	$10,687,000	NLTP	Safety
Central Legacy Property Acquisition	Property	Funding to cover a package of outstanding property obligations	$1,060,000	$1,060,000	$1,060,000	-	$3,180,000	NLTP	Network quality and integration

Activity Class: Local road & State Highway improvements (Low Cost Low Risk)									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
		relating to closed or no projects.							

Table 15: Business as usual: Low Cost / Low risk improvements.

Activity Class: Safety									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Horizons Regional Council									
Road safety promotion	Implementation	Support Road to Zero by delivering Road Safety promotions, advertising and behaviour change campaigns	$989,000	$1,024,000	$1,050,250	-	$3,063,250	NLTP	Safety
Whanganui District Council									
Road safety promotion	Implementation	Package of activities associated with the Let's Go Programme 2024-27 provides education and practical implementation of road safety skills particularly to children	$637,238	$632,238	$627,238	-	$1,896,714	NLTP	Safety

Table 16: Business as usual: Safety (promotion and behaviour change activities).

Activity Class: Walking and Cycling improvements									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Whanganui District Council									
Walking and cycling improvements	Implementation	Package of walking and cycling improvement activities (under low cost/low risk)	$330,000	$600,000	$1,250,000	-	$2,180,000	NLTP	Travel Choice
Rangitīkei District Council									
Walking and cycling improvements	Implementation	Package of walking and cycling improvement activities (under low cost/low risk)	$615,000	$305,423	$350,000	-	$1,270,423	NLTP	Travel Choice
Tararua District Council									
Walking and cycling improvements	Implementation	Package of walking and cycling improvement activities (under low cost/low risk)	$20,000	$40,000	$40,000	-	$100,000	NLTP	Travel Choice
Manawatū District Council									
Walking and cycling improvements	Implementation	Package of walking and cycling improvement activities (under low cost/low risk)	$1,919,224	$1,756,132	$1,281,164	-	$4,956,520	NLTP	Travel choice
Palmerston North City Council									
Walking and cycling improvements	Implementation	Package of walking and cycling improvement activities (under low cost/low risk)	$1,969,258	$3,025,825	$2,136,942	-	$7,132,025	NLTP	Travel Choice
Horowhenua District Council									
Walking and cycling improvements	Implementation	Package of walking and cycling improvement	$980,000	$1,011,125	$1,043,417	-	$3,034,542	NLTP	Travel Choice

Activity Class: Walking and Cycling improvements									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
		activities (under low cost/low risk)							
NZ Transport Agency Waka Kotahi									
Walking and cycling improvements	Implementation	Package of walking and cycling improvement activities (under low cost/low risk)	$3,333,333	$3,333,333	$3,333,333	-	$9,999,999	NLTP	Travel choice

Table 17: Business as usual: Walking and cycling activities.

Activity Class: Public Transport Improvements and Services									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Horizons Regional Council									
Palmerston North public transport improvements	Implementation	Implementation of new bus services with greater frequency and network change to increase patronage and mode-shift within Palmerston North	$5,000,000	$5,150,000	$5,300,000	$35,340,000	$53,190,000	NLTP	Travel Choice
National Ticketing solution	Implementation	Development and implementation of a national ticketing solution for bus fares	-	$200,000	$245,000	-	$445,000	NLTP	Travel Choice
Low cost low risk public transport improvements	Implementation	Package of low cost low risk activities associated with public transport service improvements	$95000	$105,000	$115,000	-	$315,000	NLTP	Travel Choice

Activity Class: Public Transport Improvements and Services									
Activity	**Phase**	**Description**	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Palmerston North City Council									
Low cost/low risk Public Transport facilities	Implementation	Package of activities associated with operation and maintenance of public transport facilities (bus shelters, stops)	$844,650	$1,064,650	$1,064,650	-	$2,973,950	NLTP	Travel choice
NZ Transport Agency Waka Kotahi									
Low cost/low risk Public Transport improvements	Implementation	Package of low cost low risk activities associated with public transport service and infrastructure improvements	$560,000	$560,000	$560,000	-	$1,680,000	NLTP	Travel Choice

Table 18: Business as usual: public transport activities.

Activity Class: Continuous Programmes							
Activity	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
Horizons Regional Council							
Public Transport Services and operations	$17,986,000	$18,709,000	$19,243,000	-	$55,938,000	NLTP	Travel choice
Public Transport infrastructure	$260,000	$265 000	$270,000	-	$795,000	NLTP	Travel choice
Ruapehu District Council							
Maintenance, operations and renewals programme	$25,458,517	$31,490,929	$28,882,045	-	$85,831,491	NLTP	All
Rangitīkei District Council							
Maintenance, operations and renewals programme	$14,224,725	$14,773,825	$15,995,310	-	$44,993,860	NLTP	All
Manawatū District Council							
Maintenance, operations and renewals programme	$15,355,291	$15,531,067	$16,229,525	-	$47,115,883	NLTP	All
Tararua District Council							
Maintenance, operations and renewals programme	$22,264,175	$24,020,430	$25,494,581	-	$71,779,186	NLTP	All
Whanganui District Council							
Maintenance, operations and renewals programme	$24,114,075	$25,263,449	$25,794,575	-	$75,172,102	NLTP	All
Palmerston North City Council							
Maintenance, operations and renewals programme	$29,378,224	$31,420,220	$29,112,437	**-**	$89,910,881	NLTP	All
Horowhenua District Council							
Maintenance, operations and renewals programme	$7,590,971	$7,793,442	$8,107,259	-	$23,491,672	NLTP	All

Activity Class: Continuous Programmes							
Activity	**Cost 24/25**	**Cost 25/26**	**Cost 26/27**	**Future NLTP cost**	**Total cost**	**Funding source**	**RLTP Objective**
NZ Transport Agency Waka Kotahi							
Maintenance, operations and renewals programme	$81,858,119	$85,797,896	$83,440,311	-	$251,096,326	NLTP	All
Department of Conservation							
Maintenance, operations and renewals programme	$330,484	$406,720	$1,688,415	-	$2,425,619	NLTP	All

Table 19: Business as usual: continuous programmes (Operations, maintenance and renewals).

17 Inter-regional Activities - Mahi tahi ā-rohe nei

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

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

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

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

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

Linkages to the Wellington region via the state highway and rail corridor are vital to the Manawatū-Whanganui region and wider central North Island. 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 the new Te Ahu a Tūranga, Manawatū-Tararua Highway will provide a reliable, efficient and safe east-west link between the Horizons and Hawke's Bay regions.

The RTC recognises that the Waikato Region to the north has a priority emphasis on improving its connections to the Auckland and Bay of Plenty regions (the so called 'golden triangle'). However, the RTC is still advocating seeing improvements on the section of State Highway 1 between Taupō and the Desert Road summit, which is recognised as a bottleneck to the efficient flow of freight and cars through the centre of the North Island.

Significant inter-regional activities between the Horizons and Greater Wellington regions

Activity	Reason for inter-regional significance
State Highway 1, Ōtaki to north of Levin (Wellington Northern Corridor)	The upgrade of the Ōtaki to north of Levin road corridor will enable efficient connections between the main freight hubs of Wellington (and the South Island) with areas to the north and east, such as Palmerston North and Hawke's Bay. It will also provide enduring safety improvements to promote safer access through the lower North Island.
Lower North Island Rail Integrated Mobility (LNIRIM) – Improving passenger rail services between Palmerston North and Wellington through procurement of new rolling stock and increased service frequency.	The LNIRIM incorporates the current Capital Connection services, as well as the Wairarapa lines. The capital connection is the primary passenger rail service for commuters between Palmerston North and Wellington. This service enables alternative travel choice, and the improvements will greatly assist with connectivity and access between and within the Horizons and Greater Wellington regions. The Wairarapa line improvements will also provide greater travel options for those in the south eastern portion of the Horizons region Pahiatua, Eketahuna) for access to the Wellington region.
Wellington Port access improvements	CentrePort is a key freight and passenger connector in the Lower North Island, with much of the freight that passes through the Horizons region either coming from, or going, to Wellington's CentrePort. Upgrades to the Port and ferry terminal location and layout will improve access and resilience. Reliable connections to CentrePort are essential to freight movements between the Horizons and Wellington regions.
State Highway 2, Masterton to Featherston safety improvements	This activity involves improvements on a key strategic route to promote safer access between Wellington and areas north, along State Highway 2. This section of corridor is the primary access route for the south-eastern section of the Horizons region to Wellington. The safety, efficiency and resilience of this route is important for movement of people and freight between the Horizons and Wellington regions.

National ticketing solution	This project will see nation-wide consistency in paying for public transport. It will reduce barriers associated with different systems, cards and requirements in each region. While nationally important, at a regional level it is particularly significant for Horizons and Wellington due to the inter-regional services currently operating between the two regions.

Table 20: Significant inter-regional activities between Horizons and Greater Wellington regions

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

Activity	Reason for inter-regional significance
Te Ahu a Tūranga, Manawatū-Tararua Highway	Construction of Te Ahu a Tūranga, Manawatū-Tararua Highway, the new primary east-west route, will enable the efficient, effective, reliable and safe movement of people and freight between the Horizons and Hawke's Bay regions. Construction is well-underway and will be completed in the 2024-27 funding period.
Hawke's Bay Expressway – four laning project	The Hawke's Bay Expressway forms part of the key strategic link between the Port of Napier and the Horizons region. The Palmerston North – Manawatū sub-area is progressively growing as a freight hub, and tonnages of freight between the Horizons and Hawke's Bay regions are increasing. It is important that the Hawke's Bay Expressway functions reliably and efficiently to support connections between the two regions and economic growth.
State Highway 50 resilience enhancements	State Highway 50 is an alternative freight route enabling access to the Hawke's Bay expressway and Port of Napier. Improvements to the resilience of this corridor will be key to enabling alternative access for freight between the Horizons and Hawke's Bay regions.
State Highway 2 Kakariki Road and Woodville Commercial Vehicle Safety Centre (weigh station)	Ensuring heavy vehicles meet the required safety standards is key to ensuring safe connections between the Horizons and Hawke's Bay regions.
KiwiRail – weather response, rail line maintenance and repair	Investigation and repair/improvements to the rail network between the Hawke's Bay and Horizons regions following the Cyclone Gabrielle weather event.

Table 21: Significant inter-regional activities between Horizons and Hawke's Bay regions

Significant activities between the Horizons region and Taranaki region

Activity	Reason for inter-regional significance
State Highway 43 Forgotten Highway (committed activity)	Ten 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 full 12 km (2km has been completed) section of State Highway 43 will enable safe and reliable movements along the corridor, which will improve tourism potential and connections between the Horizons and Taranaki regions.

Table 22: Significant inter-regional activities between Horizons and Taranaki Regions

Significant activities between the Horizons region and Waikato region

There are no inter-regionally significant activities between the Horizons and Waikato regions for the 2024-27 NLTP period.

MONITORING THE PLAN - TE AROTURUKI MAHERE

18 Monitoring Indicator framework - te aroturuki anga tūtohu

This section describes how monitoring will be undertaken to assess implementation of the Plan. It includes a set of regional measures and indicators that will help tract and drive the progress of the Plan's objectives and outcomes. This will be in addition to monitoring against the headline targets (in section 12 of this Plan).

Monitoring is undertaken in accordance with section 16(6)(e) of the Land Transport Management Act.

18.1 Structure and approach - te hanga me te tukanga

The structure and approach of the monitoring framework was established in RLTP 2021. The framework in this revision of the Plan builds on that approach and follows a nationally consistent structure based on the five Ministry of Transport Outcomes:

- Inclusive access
- Healthy and safe people
- Environmental sustainability
- Resilience and security
- Economic prosperity.

The monitoring and reporting process will track the progress of the Plan and comment on data trends.

18.2 Monitoring frequency - te aroturuki auau

A monitoring report will be completed annually, with results reported to the Regional Transport Committee. Updates on progress against the programme of activities and funding allocation will be provided quarterly via Approved Organisation updates to the Regional Transport Committee.

18.3 Monitoring measures - ngā ine aroturuki

Safer Systems Implemented (Road to Zero)				
Measure	**Desired trend**	**Data sources**	**Alignment with NZTA benefits framework**	**Alignment with Ministry of Transport Outcomes Framework**
Number of deaths serious injuries	40 per cent reduction by 2031	Centralised NTLP database	Benefit 1.1 (Impact on social cost and incidents of crashes)	Healthy and Safe People

Annual injuries per million kilometres travelled	Decrease	Centralised NTLP database	Benefit 1.1 (Impact on social cost and incidents of crashes)	

Manage demand sustainably				
Measure	**Desired trend**	**Data sources**	**Alignment with NZTA benefits framework**	**Alignment with Ministry of Transport Outcomes Framework**
Freight to and from Manawatū-Whanganui Region by rail	Increase	MoT Freight Information Gathering System	No direct alignment, but similar to Benefit 5.2 (Impact on network productivity and utilisation)	Economic Prosperity Inclusive Access Environmental sustainability
Annual proportion of vehicle kilometres travelled that occur on 'smooth' sealed roads	Increase	Waka Kotahi ONRC database	Benefit 10.1 (Impact on user experience of the transport system)	

Invest in a sustainable transport network that is integrated with land use				
Measure	**Desired trend**	**Data Sources**	**Alignment with NZTA benefits framework**	**Alignment with Ministry of Transport Outcomes Framework**
Greenhouse gas emissions from transport in Manawatū-Whanganui	Decrease	Statistics New Zealand Annual Greenhouse Gas emissions data	Benefit 8.1 (Benefit on greenhouse gas emissions)	• Inclusive Access • Environmental Sustainability
Number of electric vehicle registrations in the region	Increase	Statistics New Zealand annual emissions data	Benefit 8.1 (Benefit on greenhouse gas emissions)	
Public transport boardings	Increase	Horizons Regional Council, Bee Card data	Benefit 10.1 (Impact on user experience of the transport system)	

Reliability of public transport services in Manawatū-Whanganui	Increase	Horizons Regional Council	Benefit 5.1 (Impact on system reliability)	
Combined mode share of travel to work and education by walking, cycling and public transport	Increase	Household travel survey Census	Benefit 8.1 (greenhouse gas emissions)	
Mobility service usage (the Total Mobility Scheme)	Increase	Horizons Regional Council	No direct alignment, but similar to benefit 10.2	

Manage risk of exposure to extreme events				
Measure	**Desired trend**	**Data Sources**	**Alignment with Waka Kotahi benefits framework**	**Alignment with Ministry of Transport Outcomes Framework**
Number and duration of unplanned closures on the regional State Highway Network	Decrease	Traffic Road Event Information System (TREIS) data	Benefit 1.1 (Impact on social cost and incidents of crashes)	Resilience and Security

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

19 Glossary of terms - Kuputaka

Term	acronym
Accessing Central New Zealand Governance Group	ACNZ
Activity Management Plan	AMP
Approved Organisation	AO
Emissions Reduction Plan	ERP
Funding Assistance Rate	FAR
Future Development Strategy	FDS
Government Policy Statement on Land Transport	GPS
Key performance indicator	KPI
Local Government Act, 2002	LGA
Long Term Plan	LTP
Lower North Island Rail Integrated Mobility	LNIRIM
Land Transport Management Act, 2003	LTMA
National Land Transport Fund	NLTF
National Land Transport Plan	NLTP
National Policy Statement on Urban Development, 2022	NPS-UD
One Network Framework	ONF
Palmerston North Integrated Transport Initiative	PNITI
Regional Land Transport Plan	RLTP
Regional Public Transport Plan	RPTP
Regional Policy Statement (One Plan)	RPS
Regional Speed Management Plan	RSMP
Regional Transport Committee	RTC
Resource Management Act, 1991	RMA
Territorial Authority	TA
NZ Transport Agency Waka Kotahi	NZTA

APPENDIX 1: SIGNIFICANCE POLICY AND DEFINITION

ĀPITIHANGA 1:KAUPAPA HERE MATUA ME TE WHAKAMAHUKI

Purpose

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

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

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

1. VARIATIONS TO THE REGIONAL LAND TRANSPORT PLAN

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

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

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

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

Step One: Consider the nature and scope of the variation

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

Not 'significant' and usually no formal variation or public consultation required	May be 'significant'
• Activities that are in the urgent interests of public safety. • New activities involving preventative maintenance and emergency reinstatement. • Changes to or new 'automatically included' activities of local road maintenance, local road minor capital works, existing public transport services, low cost/ low risk programmes, road safety promotion programmes, statutory planning (RLTPs, RPTPs, AMPs).	The addition of a new significant activity (one that would usually require prioritisation) that is not in the urgent interest of public safety, or emergency reinstatement. • Any change that impacts on the overall integrity of the RLTP, including its overall affordability. • Has a moderate impact on a large number of residents, or a major impact on a small number of residents where these impacts have not been mitigated through previous

• A scope change that does not significantly alter the original objectives of the project. • Changes to national level programmes, including the Road Policing programme • Delegated transfers of funds between activities within groups. • Supplementary allocations, or end of year carryover of allocations. • Replacing one project with another project within a group of generic projects. • Variations to timing, cash flow or total cost for improvement projects where the total cost impact is *less than 20per cent*[41] of the estimated cost. • Addition of an activity or activities that have previously been consulted on in accordance with s18 and s18A of the LTMA and which the RTC considers complies with the provisions for funding approval in accordance with s20 of that Act. • A change of responsibility for implementing an approved activity from one agency to another.	consultation or change to the proposed activity.

Step Two: Consider the effect of the variation

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

Significance policy in relation to Plan variations

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

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

- Materially change the balance of strategic investment in a programme or project;
- Impact on the contribution to the LTMA purpose, Government objectives and/or GPS objectives and priorities;
- Impact on the community; and
- Affect the integrity of the RLTP, including its overall affordability.
- Whether or not further consultation is desirable is also relevant to determining whether a variation is significant. Therefore consideration must also be given to the following matters:
    - The balance between the need for public input/consultation on the variation, and the likely costs of a consultative process (including any time delays or cost from running a consultative process, and likely impacts on public safety and economic, social, cultural and environmental wellbeing);

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

- The extent to which, and manner in which, the matter has already been consulted on; and
- Whether it is likely, in the opinion of the Committee, to have the majority support of the regional community.

2. DETERMINATION OF SIGNIFICANT ACTIVITIES FOR PRIORITISING ACTIVITIES

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

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

Significant Activities		
Section 16 (3)(d)	Significant activities - to be presented in order of priority	A significant activity is defined as any new improvement activities in the region where funding from the National Land Transport Fund is required within the first three years of the Regional Land Transport Plan other than: Maintenance, operations and renewal programmes Public transport programmes (existing services) Low cost/low risk programmes Road safety promotion programmes Investment management activities, including transport planning and modelling Business cases that are not part of a package
Significant inter-regional activities		
Section 16 (2)(d)	Activities that have inter-regional significance	A significant inter-regional activity is defined as, any significant activity (see above): • that has implications for connectivity with other regions; and/or • for which cooperation with other regions is required; or • any nationally significant activity identified in the Government Policy Statement on Land Transport *Note:* *Regions should connect with their neighbours to identify activities or programmes that connect to and/or depend on each other to be successful. This can also inform the prioritisation process. For example, a region may wish to adjust the priority of an activity to the same level as that of a connecting activity in a neighbouring region to enable the two activities to be considered in combination rather than separately.*
Significant activities funded from other sources		
Section 16 (2)(c)	Significant expenditure on land transport activities to be funded	Expenditure on individual transport activities, whether the activities are included in the Regional Land Transport Plan or not from:

	from sources other than the National Land Transport Fund	• Approved organisations (where there is no National Land Transport Fund share) • Crown appropriations • Other funds administered by the Crown Will be considered **significant** where that expenditure exceeds $2 million for the 2024-2027 period.

APPENDIX 2: LEGISLATIVE ALIGNMENT WITH THE LAND TRANSPORT MANAGEMENT ACT

ĀPITIHANGA 2: TE HĀNGAI TURE KI TE TURE WHAKAHAERE WAKA WHENUA

Outlined 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.	The Strategic framework section provides the policy framework for the plan, including objectives, priorities, policies and key implementation measures. This policy framework, together with the programme component of the Plan, has been designed to give full effect to the LTMA's purpose.
s14 (a)(ii)	The Regional Land Transport Plan is consistent with the GPS on land transport.	The Strategic Context section of the Plan describes the national and regional policy context and includes a discussion on how the GPS is given effect to through this Plan.
s14 (b)(i) and (ii)	The RTC has considered alternative regional land transport objectives that would contribute to the purpose of this Act, and the feasibility and affordability of those alternative objectives.	As part of developing this Plan, the RTC considered the original investment logic mapping undertaken as part of RLTP 2021 to identify a range of strategic responses that would contribute to the purpose of the LTMA. These were refined into a set of three transport investment priorities, along with an overarching priority (Section 14) aimed at addressing the region’s most significant transport issues. Through this the alternatives have been considered by the RTC. The public consultation process provides further opportunity for consideration and testing of alternatives.
s14 (c)(i)	The RTC has taken into account the national energy efficiency and conservation strategy.	The Policy Context section of this Plan describes the national and regional policy context. Policies 4.1-4.9 all include matters which relate to the requirements of the National Energy Efficiency and Conservation Strategy (NEECS). Furthermore, The

		Objective 4 and Policies 4.1-4.9 are focussed on increasing the presence of low carbon emission vehicles and other practices in the region that directly meet one of the top three priority areas of the NEECS.
S14 (c)(ii)	The RTC has taken into account relevant operative national policy statements and regional policy statements or plans.	The Strategic Framework section of the Plan outlines the transport investment priorities for the region. In particular, the priorities seeking to improve connectivity, efficiency, resilience and safety of strategic routes meets the requirements outlined in Policy 3.2 (h) of the One Plan (the combined Regional Policy Statement and Regional Plan for the Horizons region) in that it addresses land use change on transport networks. Policies have been formulated accordingly to achieve this strategic priority.
s14 (c)(iii)	The RTC has taken into account likely funding from any source.	Section 5.1 includes an outline of anticipated revenue sources.

APPENDIX 3: LEGISLATIVE REQUIREMENTS AND POLICY FRAMEWORK

ĀPITIHANGA 3: TE TE TURE E KĪ AI NE TE ANGA KAUPAPA HERE

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 2.
- The following documents must be considered in developing the plan and any subsequent review;
    - The Government Policy Statement on Land Transport 2021;
    - The draft Government Policy Statement on Land Transport 2024
    - The New Zealand Energy Efficiency and Conservation Strategy (NZEECS, 2017-22);
    - The One Plan; and
    - District plans of all territorial authorities.

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

- The Emissions Reduction Plan
- The New Zealand Rail Plan
- Long-term Plans (and amendments) of all local authorities in the region;
- Road to Zero;
- The Regional Public Transport Plan for the Horizons Region (2022-32);
- Territorial authorities' transport plans, walking and cycling strategies, and economic and growth strategies;
- The Accelerate25 Regional Growth Strategy and Economic Action Plan; and
- Te Utanganui Strategy

APPENDIX 4: SUPPORTING STATISTICS AND DATA TABLES

ĀPITIHANGA 4: NGĀ RARAUNGA TAUTOKO ME NGĀ RIANGA RARAUNGA

Table 22 Informetrics employment projections

Manawatū-Whanganui Region									
Employment projection[42]									
Industry	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**	**2034**	**2044**	**2054**
Agriculture, Forestry and Fishing	11,848	11,699	11,528	11,458	11,434	11,407	11,057	10,213	9,508
Mining	89	86	81	80	78	77	65	55	47
Manufacturing	11,731	11,931	12,079	12,217	12,436	12,599	13,732	14,665	15,652
Electricity, Gas, Water and Waste Services	862	894	925	901	877	867	876	926	990
Construction	10,890	11,952	12,236	11,868	11,623	11,488	12,184	12,897	13,323
Wholesale Trade	5,583	5,680	5,742	5,689	5,639	5,636	5,843	5,804	5,896
Retail Trade	11,151	11,294	11,156	11,190	11,286	11,385	11,313	10,711	10,170
Accommodation and Food Services	6,868	7,541	7,520	7,765	7,793	7,914	8,333	8,689	9,109
Transport, Postal and Warehousing	3,877	3,874	3,980	4,093	4,174	4,244	4,465	4,511	4,721
Information Media & Telecommunications	805	796	747	718	696	675	535	421	330
Financial and Insurance Services	1,669	1,797	1,849	1,870	1,898	1,925	2,109	2,144	2,146
Rental, Hiring and Real Estate Services	2,657	2,712	2,747	2,787	2,846	2,901	3,163	3,228	3,295
Professional, Scientific & Technical Services	5,831	6,181	6,271	6,294	6,323	6,357	6,783	7,048	7,378
Administrative and Support Services	3,561	3,591	3,811	3,870	3,950	4,019	4,606	5,200	5,867
Public Administration and Safety	10,486	10,792	11,140	11,326	11,584	11,848	13,511	14,564	15,767
Education and Training	11,463	11,760	11,917	12,086	12,256	12,404	13,115	13,510	13,968

[42] Infometrics - Manawatū-Whanganui Region population projections (May 2023)

Health Care and Social Assistance	13,991	14,573	14,616	14,646	14,837	15,095	17,039	18,668	18,671
Arts and Recreation Services	2,015	2,064	2,211	2,255	2,309	2,358	2,753	3,300	3,947
Other Services	5,015	5,448	5,338	5,387	5,501	5,611	6,543	7,562	8,744
Total	120,390	124,664	125,870	126,448	127,490	128,720	137,761	143,701	148,916

Table 23: Regional populaton by age group (Infometrics, May 2023)

Manawatū-Whanganui Region									
Population by age group (medium scenario)[43]									
Age group	**2021**	**2022**	**2023**	**2024**	**2025**	**2026**	**2034**	**2044**	**2054**
0-4	16,001	15,945	15,878	15,985	16,089	16,189	16,637	17,270	17,432
5-9	16,623	16,536	16,474	16,386	16,308	16,254	16,948	17,311	18,143
10-14	17,492	17,657	17,790	17,534	17,287	17,057	16,603	17,422	18,086
15-19	16,120	16,304	16,468	17,110	17,704	18,204	17,307	17,941	18,319
20-24	16,440	16,003	15,687	15,899	16,133	16,406	19,172	17,728	18,488
25-29	16,811	16,574	16,392	15,765	15,181	14,684	16,200	16,152	16,822
30-34	16,702	17,026	17,300	17,282	17,234	17,126	14,460	18,067	16,654
35-39	14,671	15,024	15,326	15,963	16,567	17,106	16,808	17,372	17,335
40-44	13,660	13,882	14,039	14,307	14,594	14,922	18,596	15,822	19,414
45-49	15,000	14,603	14,261	14,240	14,234	14,259	16,870	17,938	18,529
50-54	15,991	16,024	16,082	15,680	15,297	14,954	14,958	19,393	16,706
55-59	16,771	16,395	16,101	16,276	16,422	16,512	14,768	17,601	18,715
60-64	16,360	16,845	17,234	16,978	16,746	16,560	16,635	15,983	20,378
65-69	14,348	14,643	14,903	15,630	16,310	16,892	16,991	15,987	18,839
70-74	13,048	13,062	13,069	13,286	13,529	13,824	17,462	17,325	16,907
75-79	9,085	9,708	10,264	10,598	10,926	11,242	13,958	15,751	15,180
80-84	6,224	6,526	6,792	7,116	7,439	7,761	10,065	13,752	14,154
85+	5,434	5,526	5,623	5,704	5,799	5,918	8,345	12,023	15,439

[43] Infometrics - Manawatū-Whanganui Region population projections (May 2023)

APPENDIX 5: UPDATE ON PROGRESS OF PRIORITISED ACTIVITIES FROM RLTP 2021

ĀPITIHANGA 5: HE KUPU WHAKAHOU MŌ TE KAUNEK O NGĀ TŪMAHI TŌMUA

2021-24 Regionally significant activities (prioritised) – project status as at 2024				
Activity name and description	**Org**	**Phase**	**Regional Priority**	**Status update 2024**
Palmerston North Integrated Transport Initiative (PNITI)	PNCC	Single stage business case, implementation	1	Included in 2024 as a significant activity (priority 2)
Local Road upgrades relating to Ōtaki to North of Levin highway upgrades *enabling works for Ōtaki to North of Levin highway	HDC	implementation	2	Horowhenua Local Transport Improvements Programme Business Case is under development and due for completion this Financial Year. Implementation now likely to commence in the 24-27 NLTP period.
State Highway 1 and State Highway 57 intersection upgrades *signalised roundabout[44] * Safe and appropriate speeds	NZTA	Implementation	3	complete
Capital Connection Passenger Rail service (procurement of new rolling stock) *in conjunction with Greater Wellington Regional Council	HRC	Detailed Business Case	4	Funding allocated through Budget 23 and there now a committed activity, not prioritised in RLTP 2024 but identified as a significant activity
Manawatū River Bridge (State Highway 3) to Ashhurst Cycleway *Shared pathway/linkage as part of Te Ahu a Tūranga: Manawatū-Tararua Highway	NZTA	Pre-implementation, implementation	5	Included in RLTP 2024 as a significant activity (priority 2).

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

Roberts Line/Kairanga-Bunnythorpe Road – intersection safety improvements	PNCC	Implementation	5	Project has not been progressed. It is now dependant on the PNITI Indicative Business Case and Immediate Improvements Single-stage Business Case to support NZTA co-funding.
State Highway 3 Napier Road and Te Matai Road Intersection improvements *signalised roundabout *safe and appropriate speeds	NZTA	Implementation	5	Included in 2024 RLTP as a significant activity (priority 3). Renamed "Accessing Central NZ / State Highway 3 Roberts Line Intersection improvement"
State Highway 3 Rangitīkei Line and State Highway 54 Intersection improvements *safety improvements	NZTA	Implementation	5	Funding and Implementation dependent on PNITI Business Cases
State Highway 54 Milson and Kairanga-Bunnythorpe Road Intersection Improvements *Safety improvements *signalised roundabout *safe and appropriate speeds	NZTA	Implementation	5	Intersection Speed Zone earmarked for 2024-27
State Highway 1 North, Bulls to Sanson improvements *Three wire median barriers (solid/semi-rigid and flexible) *roadside barriers * Safe and appropriate speeds	NZTA	Implementation	6	Staged corridor improvements programmed from 2021-2027
Palmerston North Urban Bus Terminal Redevelopment	PNCC	Single stage business case, pre-implementation, implementation	7	Funding not allocated for 21-24. Funding sought via RLTP 2024 review and is significant activity – priority 5
Palmerston North to Feilding Shared Path ***Shared pathway to link to Feilding section	PNCC	Implementation	7	Included as part of the Shared Pathways network project in RLTP 2024 (priority 5)
Palmerston North, Enabling Streets for people, local road improvements *local road improvements on urban streets.	PNCC	Single stage business case, implementation	8	Included in RLTP 2024 as part of the PNITI package (priority 2)

*enabling works for PNITI				
Gladstone Road Resilience improvements	HDC	Implementation	8	Complete
State Highway 1, cycling / active transport facilities – Foxton/Levin area ***safe cycling options associated with the Whirokino Trestle bridge upgrades	NZTA	TBC	9	Funding not allocated
State Highway 1 and Kakariki Road Intersection improvements *North of Bulls/Marton * Signalised roundabout * safe and appropriate speeds	NZTA	Implementation	10	Intersection Speed Zone (ISZ) earmarked for 2024-27; Roundabout investigations from 2030
State Highway 3 / State Highway 57 to State Highway 2 (Saddle Road/Ashhurst/Woodville) improvements * three wire median barriers (solid/semi-rigid and flexible) *safe and appropriate speeds	NZTA	Implementation	10	Funding not allocated
State Highway 57 and Tennent Drive intersection improvements *signalised roundabout *safe and appropriate speeds	NZTA	Implementation	10	Funding not allocated
Regional Speed Management and Safety Infrastructure activities *package of safety and speed management interventions as part of the Road to Zero framework	NZTA	Implementation	10	Moved to the LCLR activity part of the Safety Improvement Programme (SIP)

horizons
REGIONAL COUNCIL

horizons.govt.nz

24 hour freephone 0508 800 800
fax 06 952 2929 | **email** help@horizons.govt.nz
Private Bag 11025, Manawatu Mail Centre, Palmerston North 4442