

Indicative strategic priorities

Developing the Government Policy Statement on Land
Transport 2024

Engagement paper

Purpose

The purpose of this document is to signal the results that the Government is intending to achieve through the Government Policy Statement on Land Transport 2024/25 – 2033/34 (GPS 2024).

These priorities are not final but have been provided as an early signal of likely directions. Local authorities may wish to use this to inform the initial preparation of Regional Land Transport Plans, as well as other transport-relating planning and decisions.

The Ministry welcomes any feedback on this document and the priorities that it signals, and will consider this as part of preparing the draft GPS 2024.

The Government expects to formally consult with stakeholders on the draft GPS 2024 early next year, with a view to finalising it by the middle of 2023.

Indicative priorities for GPS 2024

Given the scale of the change sought, we are proposing to elevate emissions reduction to become an overarching focus for GPS 2024, subject to further consultation. This is to ensure that the implications for emissions reduction are a core consideration for all investment decisions.

This will be supported by five proposed strategic priorities:

- sustainable urban development
- safety
- integrated freight system
- maintaining and operating the system
- resilience.

PURPOSE

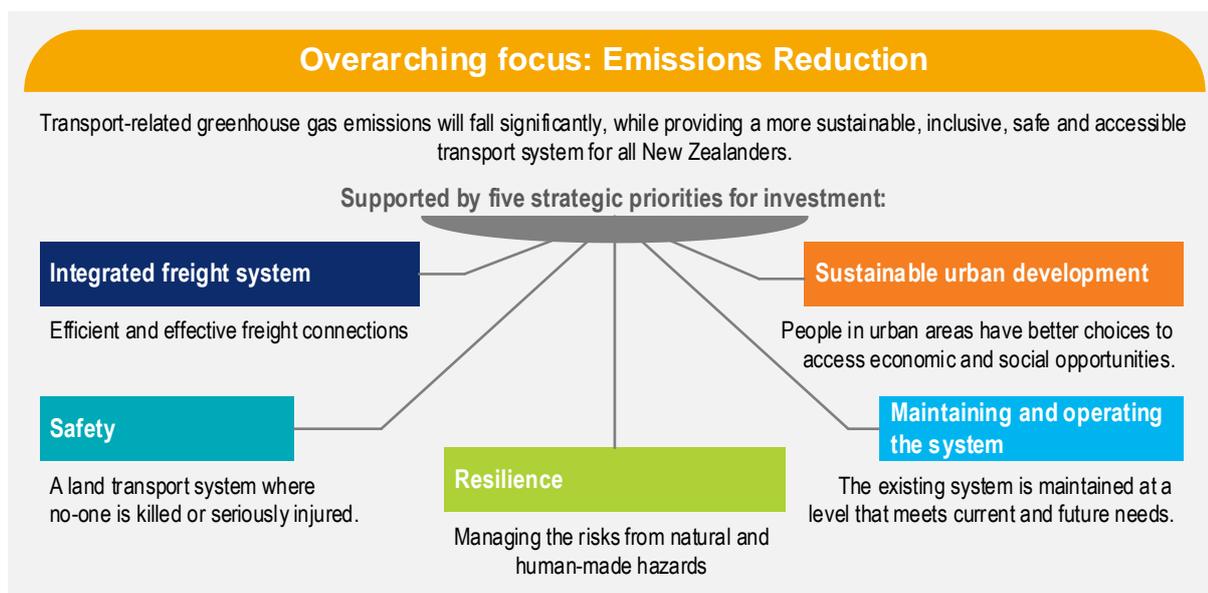


Figure 1 Framework for strategic priorities

Funding our land transport investment strategy

These indicative priorities set the overall direction for land transport investment. This comprises both dedicated funding provided through the National Land Transport Fund, as well as other sources of funding that the Crown may decide to contribute. This includes, for example, Crown contributions to rail, the Climate Emergency Response Fund and the New Zealand Upgrade Programme.

Prioritising transport investments within available funding

In recent years, the land transport sector has faced pressures such as COVID lockdowns, supply chain delays, the tight labour market. Projects are being delayed or slowed down due to increased costs, funding pressures and supply chain delays. This has affected the sector's ability to deliver on the ambition in the 2021-24 National Land Transport Programme (NLTP).

Waka Kotahi has signalled this is likely to result in a higher than normal carry-over of committed activities into the next NLTP. This is likely to place greater pressure on the amount of National Land Transport Funding available for new activities.

As in previous years, funding made available for land transport activities, including through the National Land Transport Fund, will need to prioritise investments and make difficult trade-offs, including deferring or scaling co-funding commitments to proposals that support the strategic priorities.

It is critical that all transport investment decisions continue to be transparent and provide the best impacts and value to New Zealanders. All decision-makers should have an ongoing focus on achieving value for money across the programme.

For activities funded through the National Land Transport Fund, we expect Waka Kotahi and partners to deliver benefits that support multiple strategic priorities and outcomes. As signalled on page 8, this includes seeking opportunities to use maintenance and operations activities to implement new infrastructure and services that support the shifts sought for the system.

Overarching focus - Emissions reduction

Primary outcome – environmental sustainability

Transport-related greenhouse gas emissions will fall significantly, while providing a more sustainable, inclusive, safe and accessible transport system for all New Zealanders.

Supporting outcomes

- **Inclusive access** – New Zealand will transition towards a more equitable and affordable transport system.
- **Healthy and safe people** – reduced exposure to high concentrations of land transport-related air pollution, increased safety for alternative modes such as walking and cycling
- **Resilience and security** – implementation of the National Adaptation Plan to manage the impacts of climate-related impacts on critical infrastructure.

How we will deliver these outcomes

The Government has committed to net-zero emissions by 2050. A 41% reduction in transport emissions is needed by 2035 to stay on track to reach net zero by 2050. The Government has committed to four transport targets within the transport chapter of the ERP that it will be expected to meet by 2035 to contribute to the 41% reduction:

- reduce total vehicle kilometres travelled (VKT) by the light fleet by 20% below projected growth levels
- increase zero-emissions vehicles to 30% of the light vehicle fleet
- reduce emissions from freight transport by 35%
- reduce the emissions intensity of transport fuel by 10%.

The ERP requires an ambitious nationwide planning, investment and regulatory programme across a range of infrastructure and non-infrastructure investments. The ERP makes it clear that achieving challenging emissions reduction and VKT targets requires a focus on better urban form and more options for walking, cycling and public transport.

Urban VKT reduction programmes

The ERP calls on Waka Kotahi to partner with councils and communities to develop light VKT reduction programmes for major urban areas. These programmes aim to provide better transport choices through improvements to urban form.

This new partnership approach to VKT reduction planning will reduce the need to travel by car, and deliver safer, more accessible, vibrant urban centres providing a range of attractive alternatives to travelling by car. Waka Kotahi and its partners will need to prioritise this planning work so that the new programmes can inform future investment priorities – which will be supported in GPS 2024.

High thresholds for investments that do not support emissions reduction objectives

Meeting the targets set out in the ERP will require a significant change in the way that New Zealanders use the transport system. Over time, transport investments and interventions will make it possible for more people to walk, cycle and use public and shared transport, especially in our largest urban areas.

OVERARCHING FOCUS - EMISSIONS REDUCTION

This is not to suggest that every individual investment will result in reduced emissions. Some interventions that result in increased emissions may be necessary to support the achievement of wider objectives – but there will be a high threshold for any such investments and the overall investment programme must deliver a reduction in net emissions to meet national targets.

Effective partnerships to reduce emissions

To deliver the ERP targets, we need to provide New Zealanders with better travel options so they are able to do the things they need to do, with fewer emissions. Transport investments must encourage new ways of doing things and support people to change their travel habits.

In addition, authorities at all levels of the transport system have responsibilities to work in a way that is consistent with te Tiriti o Waitangi and section 18H of the Land Transport Management Act 2003. This will involve building enduring partnerships with whānau, hapū and iwi, and national organisations, to reflect Māori aspirations in future transport initiatives.

Strategic priorities

Safety

Primary outcome – healthy and safe people

The primary focus of this priority is to develop a transport system that advances New Zealand's vision that no-one is killed or seriously injured while travelling.

Transport will be substantially safer.

Supporting outcomes

- **Healthy and safe people** – safer roads, footpaths and cycleways will enable more New Zealanders to travel by active modes.
- **Economic prosperity** – well-designed and safe travel networks support productive economic activity as a result of fewer crashes, and more reliable travel times.
- **Inclusive access** – improved options for travelling by public transport and active modes will give New Zealanders better options for accessing places.
- **Resilience and security** - increasing the range of options people have for travel.

How we will deliver these outcomes

Through the Road to Zero strategy, the Government has committed to a New Zealand where no one is killed or seriously injured in road crashes, with an intermediate target to reduce deaths and serious injuries on our roads by 40% by 2030. We will deliver this through five focus areas:

- 1 Infrastructure improvement and speed management
- 2 Vehicle safety
- 3 Work-related road safety
- 4 Road user choices
- 5 System management

GPS 2024 will contribute to several of these focus areas by further embedding our road safety principles into infrastructure planning, design, operations and maintenance decision-making.

GPS 2024 safety expenditure will include investment in safer infrastructure, speed management, road policing, safety cameras and promoting responsible behaviour.

STRATEGIC PRIORITIES

Sustainable urban development

Primary outcome – inclusive access

People living in our towns and cities can readily access places to work, study, shop, and access other amenities nearby and through a variety of transport options. The transport and land use systems are integrated and enable more people to live and travel in urban areas by prioritising space-efficient modes such as public transport, walking, and cycling while also reducing congestion and travel times.

Supporting outcomes

- **Economic prosperity** – efficient and effective transport networks, underpinned by high capacity and frequent public transport systems, integrated with active travel networks, will help to reduce road congestion, improve travel times, and enable efficient flows of people and goods.
- **Healthy and safe people** – more physically active travel will support physical and mental health, and people will also benefit from less air and noise pollution. Safe walking and cycling infrastructure, and more travel by public transport, will also reduce deaths and serious injuries.
- **Environmental sustainability** – more travel by low-emissions travel modes, such as active modes and public transport will reduce greenhouse gases and pollutants.

How we will deliver these outcomes

Sustainable urban development involves improving the quality of life in towns and cities, by improving access, affordability, community connectivity, and environmental health.

Urban planning and transport planning/investments will be closely co-ordinated to enable and support more medium- and high-density, mixed-use urban developments that are well connected by public transport and active travel networks. This will allow more people to live in urban areas, where social and economic opportunities are greatest.

These changes will improve the attractiveness of active and shared modes. This is expected to reduce congestion on our roads, improve travel times for all, and encourage more efficient use of existing road space. Further improvements in travel times for motorists and users of active and shared modes may also be delivered through congestion charging schemes.

This will be delivered through:

- Waka Kotahi, the Ministry of Housing and Urban Development, and Kāinga Ora partnering with local authorities as they develop their Future Development Strategies and VKT Reduction Plans.
- Government co-investment in priority rapid transit systems, including investing in metropolitan rail as part of the Rail Network Investment Programme.
- Further investments to substantially improve public transport, walking, and cycling infrastructure and services.
- Enabling congestion charging and other demand management tools as signalled in the ERP.

Integrated freight system

Primary outcome – economic prosperity

Well-designed transport corridors with efficient, reliable, and resilient connections will support productive economic activity.

Supporting outcomes

- **Healthy and safe people** – shifting the movement of freight from road to rail and coastal shipping will reduce the safety risks of travel.
- **Resilience and security** – improving transport connections, alternative routes and integration of freight networks will boost the ability of the transport system to recover from disruptions.
- **Environmental sustainability** – increasing movement of freight by lower emissions transport modes (including rail and coastal shipping), greater road freight efficiency, and low emissions infrastructure will reduce emissions and pollutants.
- **Inclusive access** – improvements to the freight system will need to be fair, equitable and inclusive.

How we will deliver these outcomes

These outcomes require a long-term and coordinated approach to our national freight network. This will be achieved in part through:

- Implementation of the freight and supply chain strategy.
- Managing resilience risk on important regional corridors where disruptions cause the highest economic and social cost.
- Improving the safe and efficient movement of freight through logistics planning and network optimisation.
- Enabling greater mode choice through more integrated networks – to enable freight to travel on the most carbon efficient mode.

The Government is committed to continuing to invest in rail through the Rail Network Investment Programme to achieve the priorities set out in the New Zealand Rail Plan. This includes investing in the national rail network to restore rail freight and provide a platform for future investments for growth.

STRATEGIC PRIORITIES

Maintaining and operating the system

Primary outcome

The condition of the existing transport system is efficiently maintained at a level that meets the current and future needs of users.

How we will deliver these outcomes

Ensure there is a clear focus on achieving value for money and the achievement of all outcomes through all maintenance and operations programmes across the system.

For example, we maintain or renew around nine percent of the entire roading network every year. A key part of the GPS 2024 investment programme to achieve reduction in transport emissions will involve “building back better”. This means, rather than replacing like-for-like, as part of maintenance and renewal programmes roads need to be upgraded to achieve their desired future state. This may, for example, mean resilience and safety improvements, or creating additional space for a bus lane or active transport.

Resilience

Primary outcome

Minimising and managing the risks from natural and human-made hazards, anticipating and adapting to emerging threats, and ensuring the transport system recovers effectively from disruptive events.

How we will deliver these outcomes

Aspects of resilience are covered by different strategies including the Natural Disaster Resilience strategy, the National Adaptation Plan, and the National Security System coordinated by the Department of Prime Minister and Cabinet.

The overall approach, known as the 4Rs, encompasses:

- **Reduction:** identifying and analysing long-term risks and taking steps to eliminate these risks if practicable, or if not, to reduce their likelihood and the magnitude of their impact.
- **Readiness:** developing operational systems and capabilities before an emergency happens.
- **Response:** taking action immediately before, during or directly after a significant event.
- **Recovery:** using coordinated efforts and processes to bring about immediate, medium-term, and long-term regeneration.

For example, the National Adaptation Plan contains a number of actions related to climate change adaption that will be implemented, in part, through GPS 2024. Actions directly relevant to transport infrastructure include:

- reducing the vulnerability of assets exposed to climate change
- ensuring all new infrastructure is fit for a changing climate
- using renewal programmes to improve adaptive capacity.

Next steps

As indicated, the priorities outlined in this document represent a preliminary signal of the intended directions for GPS 2024. The details will continue to be refined, and we expect to formally consult with the public on a draft GPS 2024 in early 2023.

The Ministry of Transport would welcome the opportunity to engage with you on the directions outlined in this document, as well as the ongoing development of the GPS document.

You can contact the GPS team via gps@transport.govt.nz

NEXT STEPS

Appendix 1 Alignment to GPS 2021

Table 1 Changes from GPS 2021

GPS 2021	Indicative signals for GPS 2024	Notes
<p>Climate Change</p> <p>Transform to a low carbon transport system that supports emissions reductions, aligned with national commitments, while improving safety and inclusive access.</p>	<p>Emissions Reduction</p> <p>Transport-related greenhouse gas emissions will fall significantly, while providing a more sustainable, inclusive, safe and accessible transport system for all New Zealanders.</p>	<p>Elevated to become the overarching focus. This ensures that emissions reduction is a consideration in all investment decisions.</p>
<p>Safety</p> <p>Develop a transport system where no-one is killed or seriously injured.</p>	<p>Safety</p> <p>Develop a transport system where no-one is killed or seriously injured.</p>	<p>No change is proposed. Maintains directions set through Road to Zero strategy.</p>
<p>Better travel options</p> <p>Provide people with better travel options to access places for earning, learning, and participating in society.</p>	<p>Sustainable urban development</p> <p>People living in our towns and cities can readily access places to work, study, shop, and access other amenities nearby and through a variety of transport options. The transport system enables more people to live and travel in urban areas by prioritising space-efficient modes such as public transport, walking, and cycling.</p>	<p>This change confirms the focus for this priority is on urban centres.</p>
<p>Improving freight connections</p> <p>Well-designed transport corridors with efficient, reliable and resilient connections will support productive economic activity.</p>	<p>Integrated freight system</p> <p>Well-designed transport corridors with efficient, reliable, and resilient connections will support productive economic activity.</p>	<p>No change to outcome apart from title. Some changes to ensure that the role of different modes is a key consideration</p>
<p>n/a</p>	<p>Maintaining and operating the system</p> <p>The condition of the existing transport system is efficiently maintained at a level that meets the current and future needs of users.</p> <p>This supports all outcomes.</p>	<p>New priority to reflect that maintaining existing infrastructure and services will be a major driver of GPS 2024 expenditure.</p>
<p>n/a</p>	<p>Resilience</p> <p>Minimising and managing the risks from natural and human-made hazards, anticipating and adapting to emerging threats, and ensuring the transport system recovers effectively from disruptive events.</p>	<p>New priority to reflect the need for investment in resilience, particularly the National Adaptation Plan</p>

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