

Regional Transport Committees Membership

Otago

Cr Alex Forbes (ORC, Chairman)
Cr Kate Wilson (ORC, Deputy Chair)
Cr Bruce Graham (CDC)
Cr Stuart Duncan (CODC)
Cr Jim O'Malley (DCC)
Cr Quentin Smith (QLDC)
Cr Guy Percival (WDC)
Mr James Caygill (NZTA)

Southland

Cr Lloyd McCallum (ES, Chairman) – **Meeting Chair**
Cr Allan Baird (ES, Deputy Chair)
Cr Ebel Kremer (SDC)
Cr Ian Pottinger (ICC)
Cr John Gardyne (GDC)
Mr James Caygill (NZTA)
Chairman Nicol Horrell (ES) – ex officio

Meeting of Otago and Southland Regional Transport Committees

15 July 2022

Clutha District Council Chambers
1 Rosebank Terrace Balclutha

10.30 am
Morning tea from 10.00 am

A G E N D A Rarangi Take

1. Welcome | Haere mai
2. Apologies | Ngā Pa Pouri
3. Public Forum, Petitions and Deputations | He Huinga tuku korero
4. Confirmation of Minutes | Whakau korero – 8 April 2022 (attached)
5. Actions Arising from the Minutes of 8 April 2022
6. Notification of Extraordinary and Urgent Business | He Panui Autaia hei Totoia Pakihi
 - 6.1 Supplementary Reports
 - 6.2 Other
7. Questions Patai
8. Chairman's Report | Ngā pūrongo ā Tumuaki

9. Staff Report – 22/RTC/71

- Item 1 - Aotearoa New Zealand’s First Emissions Reduction Plan15
- Item 2 - Regional Land Transport Plan 2021-2027 – Mid-term Review20
- Item 3 - Regional Speed Management Plans.....25
- Item 4 - Waka Kotahi NZ Transport Agency Update.....31
- Item 5 - Freight Presentation – Dunedin City Council33
- Item 6 - Next Meeting.....35

10. Correspondence (attached at the end of the agenda) for noting

- Action Sheet Item 3 Letter to Waka Kotahi regarding Mataura intersection (including follow-up email resending letter).
Response letter from Waka Kotahi
- Action Sheet Item 7 RTC Submission on the *Driving Change: Reviewing the Road User Charges System*
- Air Quality Report Background information relating to the recent air quality report for Southland in relation to vehicles.

11. Public Excluded Business | He hui Pakihi e hara mo te iwi



Gavin Palmer
General Manager, Operations



Rachael Millar
Acting General Manager, Strategy, Planning & Engagement

Confirmation of Minutes

- **Otago Southland Regional Transport Committees –
8 April 2022**

Minutes of the Otago and Southland Regional Transport Committees meeting held electronically via zoom on Friday 8 April 2022 at 10.00am

Regional Transport Committees Membership

Otago

Cr Alexa Forbes (ORC, RTC Chair) Meeting Chair
Cr Kate Wilson (ORC, RTC Deputy Chair)
Cr Bruce Graham (CDC)
Cr Stuart Duncan (CODC)
Cr Jim O'Malley (DCC)
Cr Quentin Smith (QLDC)
Cr Guy Percival (WDC)
Mr Ian Duncan (NZTA)

Southland

Cr Lloyd McCallum (ES, RTC Chair)
Cr Allan Baird (ES, RTC Deputy Chair)
Cr Ebel Kremer (SDC)
Cr Ian Pottinger (ICC)
Cr John Gardyne (GDC)
Chairman Nicol Horrell (ES) – ex officio
Mr Ian Duncan (NZTA)

In attendance: Mr James Caygill (Waka Kotahi)
Mr Graeme Hall (Waka Kotahi)
Mr Mike Creamer (Waka Kotahi)
Ms Lucy Hicks (ES)
Mr Murray Hasler (GDC)
Mr Gordon McDonald (Waka Kotahi)
Mr Jim Crouchley (NZRT)
Mr James McCallum
Mr Chris Bopp (CDC)
Mr Nick Sargent (DCC)
Ms Stacey Hitchcock (DCC)
Ms Jeanine Benson (DCC)
Mr Russell Pearson (ICC)
Dr Gavin Palmer (ORC)
Mr Garry Maloney (ORC)
Mr Doug Rodgers (ORC)
Mr Hartley Hare (SDC)
Mr Mike Harrison (WDC)
Mrs Dianne Railton (ORC GSO – Minute-taker)

1. Welcome

Cr Forbes welcomed all to this meeting at 10.02am.

2. Apologies

Apologies for absence were recorded for Cr Bruce Graham, Cr John Gardine, Cr Ian Pottinger and Mr Russell Hawkes. Apologies for lateness for Cr Stu Duncan and Mr James Caygill. It was noted that Cr Graham's absence and Cr Duncan's lateness were due to technical difficulties joining the meeting.

Moved: Cr Quentin Smith

Seconded: Cr Lloyd McCallum

CARRIED

3. Public Forum, Petitions and Deputations

No public forum, petitions and deputations were held.

4. Confirmation of Minutes

Resolution

That the minutes of the meeting held on 1 October 2021 be received and confirmed as a true and accurate record.

Moved: Cr Jim O'Malley

Seconded: Cr Kate Wilson

CARRIED

5. Actions from Minutes of 1 October 2021

- Action 4: Letter to Waka Kotahi regarding the Mataura intersection reinforcing RTC priority. Cr O'Malley asked if a reply had been received from Waka Kotahi as the item had been marked complete. Garry Maloney will follow up with Russell Hawkes.
- Cr Wilson referred to item 10 in the previous minutes, saying it should have been included in the Action List. She confirmed that a letter has been sent to the appropriate people regarding NZ Cycleway and building it into the Regional Land Transport Plans. This will be raised with James Caygill.
- Cr McCallum asked that any incoming and outgoing correspondence that the Committees should be aware of are included in future agendas.

6. Notification of Extraordinary and Urgent Business

6.1 There were no supplementary reports tabled for inclusion in the agenda.

6.2 There were no other items of business raised for inclusion in the agenda.

Cr Smith spoke of the Government's move around fuel excise being contrary to a number of Government policies, one being funding and another being carbon reduction. As highlighted, we do need to move away from fossil fuels and he asked if there was an opportunity to talk about at the meeting. Cr Forbes said this will be discussed later as a special item.

7. Questions

No questions were asked by the meeting.

8. Chairperson's Report

Cr Forbes spoke to the report and confirmed that Total mobility has been included in the half price fare reduction to the end of June 2022. Cr Forbes then asked for any questions or discussion on the Chairperson's report.

- Cr O'Malley spoke about the recent South Island Freight Summit and said from his perspective it missed out on a lot of Otago and Southland. He said he has raised with the DCC Transport team where we are at with the inland port at Milburn and asked if the RTC has a role to play to get a regionwide strategic document put in place, in terms of freight transfer and the role of an inland port for meeting these goals. Cr O'Malley said that it is an inter-regional issue for Otago and Southland and thought a feasibility study should be done first. This will be raised with James Caygill during his report.
- Cr Baird asked if the RTC's could look at hydrogen for heavy freight in the Otago and Southland region saying there was more work required to understand where we are going with hydrogen. Cr McCallum said there was a bigger question than just where the nearest hydrogen station will be; rather how we are going to transfer from a petroleum-based fuel system to alternatives and asked what the Government and Waka Kotahi were doing.

- Cr Smith said there have been discussions regarding transport change at different levels and felt the Committee probably needs to do additional work in the transformation space and change management areas.
- Garry Maloney spoke about having a KiwiRail representative on the RTCs, saying that it is a decision of both the Otago and Southland Regional Councils to appoint advisors to their Committees. For Kiwirail to be appointed as a full member would require approval of the Minister. He said that there is nothing to stop the Committees having advisors who would have speaking rights, but not voting rights.

9. Round the Table – ‘Front of Mind’ items from each member

- Cr Smith said there were a couple of major intersection upgrades in his District being implemented by Waka Kotahi and they were struggling to see how the works gave effect to making things accessible to cyclists and walkers. He said it does seem to be getting lost in translation in the design, and that feedback from the community asks how people can get across the intersections if they are not a car.
- Cr O’Malley spoke of tension between liveability and network efficiency coming into design, which has been experienced with Shaping Future Dunedin Transport in the area around the new hospital. He said it gets back to the basic concept of whether or not the programme business case always fits good outcomes, and whether or not there should be a single lens applied to an investment. He said that sometimes the right outcomes won’t fit the business case and said that we need to have the ability to identify these projects and say when they need to be looked at in a different way. Cr O’Malley gave the example of the Pine Hill intersection and the fact that it remains in the orange category, so nothing happens.
- Cr Baird spoke about the impact of it being very dry in the Southland region and the impact of COVID. He said the climate change issue is a priority, mentioning that farms have calculators for greenhouse gases and asked what is available for individuals so they can calculate the difference if they are driving their car less or using a hybrid/EV car, to enable mode shift and driving less.
- Cr McCallum spoke of successes having the Woodend roundabout open and the cycle way from Invercargill to Bluff tar sealed, which is encouraging for the area and a big safety improvement. He also spoke of struggles with costs, inflation and the timeframes for things getting done.
- Cr Wilson commented that we are saying these things but are putting the money to roading. She said that we are not measuring the change we could be making, and we need to have more aspirational goals.
- Mr Chris Bopp (CDC) advised that local road controlling authorities were encountering an issue with regards to contract prices and they haven’t been able to award their operations maintenance contract for roading. He said from a regional perspective the trend of increased resource costs is going to be a huge issue in the next 10 years. Cr O’Malley said that DCC has had a structural change to contracts awarding them for longer period, so multiple jobs could be done under the one contract. Mr Bopp mentioned that Transport Advisory Group (TAG) discussed how contracts were awarded at its recent meeting.
- Mr Crouchley responded to previous comments, advising that the Pine Hill intersection will be discussed at the next Freight Forum. He also referred to effluent dumps, saying there is a lack for stock units in Southland and advised that Phil King has been engaged as a project consultant with WKNZTA. Dr Palmer responded that he attended a workshop with WKNZTA on stock truck effluent and said that it is at strategic business case stage at the moment. Mr Crouchley also spoke of the cost of hydrogen vehicles, saying to buy a basic truck then have a body added to it is approximately \$250,000 and approximately \$750,000 for a hydrogen one.

Cr McCallum requested that Garry Maloney and Russell Hawkes to look at these items and bring them back to the Committees.

Cr Stu Duncan joined the meeting at 10.54am

10. Staff Report

Item 1: Regional Land Transport Plan 2021-2024 – Project Status Report

The report provided the Otago and Southland Regional Transport Committees (RTCs) with an update on the status of projects included in the adopted Otago Southland Regional Land Transport Plan 2021-2024 (RLTP). Garry Maloney was present to speak to the report and respond to questions.

Cr McCallum advised that Mr Russell Hawkes has confirmed that everything is on track. Cr Baird enquired about maintenance and renewals in the Gore District asking why they appeared low in comparison to other district councils. Mr Murray Hasler replied that resurfacing is a big component that is lacking for the Gore maintenance and renewals. He said timing of the work is the main reason for apparent slow expenditure, which has also been impacted by COVID, however there has been a reasonably large expenditure during March 2022.

Recommendation:

It is recommended that the Regional Transport Committees resolve to:

- 1) **Note** the report and provide direction on any actions they require, based on the information provided.

Moved: Cr Alexa Forbes

Seconded: Cr Kate Wilson

CARRIED

Item 4 was considered next as James Caygill from Waka Kotahi was required for Item 2 and Item 3.

Item 4: South Island Freight Summit

The report provided the Combined Regional Transport Committees with background details of the South Island Freight Summit held on 28 March 2022 and sponsored by the South Island Regional Transport Committees Chairs Group.

Cr McCallum said that the Summit was more focussed on heavy transport and linking road, rail, sea and air, rather than getting to the detail of emissions. Cr Wilson said that we need to make the network that suits our regions needs for EV, hydrogen and other fuel reductions.

Cr O'Malley suggested before deciding if it is a whole of South Island or regional perspective, the TAG need to know how much freight is moving in the Otago and Southland regions, and also freight to and from the regions.

James Caygill joined at 11.05am

There was further discussion on freight, including ports, rail and airports and understanding how these fit in to the South Island and New Zealand context.

Recommendation:

It is recommended that the Regional Transport Committees resolve to:

- 1) **Note** the report and provide direction on any actions they require, based on the information provided.

- 2) **Directs** staff to report back to the next meeting on options broadly encompassing our own data sets including freight, journeys including ports, rail and airports, and understanding how these fit in to the South Island and New Zealand now and into the future.

Moved: Cr Alexa Forbes

Seconded: Cr Jim O'Malley

CARRIED

Item 3 was considered before Item 2 as speed limits were also included in the Waka Kotahi presentation.

Item 3: Waka Kotahi NZ Transport Agency Update

The report provided Waka Kotahi NZ Transport Agency (the Transport Agency) with the opportunity to provide the Committees with a verbal update on its activities. James Caygill spoke to the presentation and responded to questions. The presentation included: the new regulatory funding model and consultation process; the baseline Network Version 30-year plan; Road to Zero programme; the Speed Management Programme and State Highway large infrastructure projects; Statement of spending low cost – low risk funding; Business Case Refresh; NZ Upgrade programme employment initiative; and the Māori bilingual traffic signs programme.

Recommendation:

It is recommended that the Regional Transport Committees resolve to:

- 1) **Note** the report and provided feedback to the Waka Kotahi NZ Transport Agency on the topics included in the presentation.

Moved: Cr Allan Baird

Seconded: Cr Jim O'Malley

CARRIED

Item 2: Proposed Setting of Speed Limits Rule Change Update

The report updated the Committees on the Government proposal to introduce Regional Speed Management Plans as a function for Regional Transport Committees and as a component of the Speed Limit Setting Rule amendments.

Cr McCallum said as well as the Transport Committees doing so, the territorial authorities may also wish to submit on the consultation. Mr Garry Maloney confirmed information will be circulated to TAG and RTC members for submissions.

There was further discussion and James Caygill and Mike Creamer responded to questions.

Recommendation:

It is recommended that the Regional Transport Committees resolve to:

- 1) **Note** the report.

Moved: Cr Jim O'Malley

Seconded: Cr Quentin Smith

CARRIED

Item 5: Road User Charges Consultation Report

The report briefed the Combined Otago Southland Regional Transport Committees on the Ministry of Transport Consultation “Driving Change: Reviewing the Road User Charges System”. Mr Garry Maloney spoke to the paper, advising that consultation paper has a number of questions which don’t all need to be responded to. Mr Maloney will arrange for TAG to prepare a draft submission next week which will be forwarded to the two Chairs to finalise, and a copy will be circulated to the RTC.

Recommendation:

It is recommended that Regional Transport Committees resolve to:

- 1) **Note** the report;
- 2) **Confirm** the RTC will make a submission;
- 3) **Confirm** the TAG team will be used to make a submission which will be approved and signed by both RTC Chairs.

Moved: Cr McCallum

Seconded: Cr O’Malley

CARRIED

Item 6: Next Meeting

The next meeting of the Otago and Southland Regional Transport Committees will be held on Friday 17 June 2022. Venue and details are to be confirmed.

11. Extraordinary and Urgent Business

- Cr Forbes spoke of the alignment of actions with direction, noting the need to transform the transport network and the lack of appropriate speed and action.

Recommendation:

It is recommended that Regional Transport Committees resolve to:

- 1) **Request** staff to report back on the emissions reduction plan giving consideration to the concerns of the Committees around the pace of action towards transformation of the transport systems.

Moved: Cr Alexa Forbes

Seconded: Cr Jim O’Malley

CARRIED

- Mr James Caygill advised that he has not received the letter regarding the Matura intersection, which was raised previously under Actions, and asked if he could be sent a copy. Cr McCallum said that he will follow this up with Mr Russell Hawkes, who had sent the letter.
- Cr Wilson raised the number of accidents in the Allanton to Waipori section of SH1 and asked Mr Caygill at what point the number of accidents warrant an investigation for safety mechanisms. Mr James Caygill responded and confirmed that he will update the Committee in his next report.
- Cr McCallum raised protocols for zoom meetings in particular having cameras turned on and it was agreed that the Chairs will discuss this further.

12. Closure

There being no further business Cr Forbes closed the meeting at 12.56pm.



Co-Chairperson


Actions

| # | Item Source | Item | Responsibility | Status |
|----|--|--|-----------------------------------|--|
| 1. | RTCs 11 June 2021 | Regional Land Transport Plan 2021-2031 Approval – Active Work Plan for the next three years | Russell Hawkes | Still in development with major emphasis on incorporating climate change response and emission into the RLTP Work is ongoing |
| 2. | RTCs 11 June 2021 | Inter- regional public transport, travel management projects, shared plans across the regions | Russell Hawkes / Garry Maloney | Public transport review being undertaken by MoT and Waka Kotahi that is likely to provide lead information for next RLTP Work is ongoing |
| 3. | RTCs 1 October 2021 / 8 April 2022 | Letter to Waka Kotahi regarding Matura intersection reinforcing RTC priority (marked completed). 8 April 2022: Cr McCallum to discuss with Russell Hawkes and request a copy of the letter be sent to James Caygill as he had not received it. | Cr McCallum / Russell Hawkes | Letter sent on 18 October 2021 and resent on 14 April 2022. |
| 4. | RTCs 8 April 2022 | Future RTC Agendas to include incoming and outgoing correspondence that the Committees should be aware of. | Russell Hawkes / Garry Maloney | |
| 5. | RTCs 8 April 2022 | Review items raised in the Round the Table – ‘Front of Mind’ item and bring back responses to the RTC. | Russell Hawkes / Garry Maloney | |
| | RTCs 8 April 2022 | Staff to report back to the next meeting on options broadly encompassing our own data sets including freight, journeys including ports, rail and airports, and understanding how these fit in to the South Island and New Zealand now and into the future. Ref Item 4: South Island Freight Summit | Russell Hawkes / Garry Maloney | |

| | | | |
|----------------------|--|-----------------------------------|--|
| RTCs 8 April 2022 | Make a submission on the <i>Driving Change: Reviewing the Road User Charges System</i> which will be approved and signed by both RTC Chairs. Ref Item 5: Road User Charges Consultation Report | TAG team | |
| RTCs 8 April 2022 | Report back on the emissions reduction plan giving consideration to the concerns of the Committees around the pace of action towards transformation of the transport systems. | Russell Hawkes / Garry Maloney | |
| RTCs 8 April 2022 | Include in the next Waka Kotahi NZTA update - information on accidents in the Allenton to Waipori section of road and including investigation for safety mechanisms, raised by Cr Wilson. | James Caygill | |
| RTCs 8 April 2022 | Zoom protocols – Chairs to discuss having zoom protocols for RTC meetings. | Cr Forbes / Cr McCallum | |

Actions arising from the Minutes

| # | Item Source | Item | Responsibility | Status |
|----|---|--|----------------------------------|--|
| 1. | RTCs 11 June 2021 | Regional Land Transport Plan 2021-2031 Approval – Active Work Plan for the next three years | Russell Hawkes | Still in development with major emphasis on incorporating climate change response and emissions into the RLTP Work is ongoing |
| 2. | RTCs 11 June 2021 | Inter- regional public transport, travel management projects, shared plans across the regions | Russell Hawkes/ Garry Maloney | Public transport review being undertaken by MoT and Waka Kotahi that is likely to provide lead information for next RLTP Work is ongoing |
| 3. | RTCs 1 October 2021/ 8 April 2022 | Letter to Waka Kotahi regarding Matura intersection reinforcing RTC priority (marked completed). 8 April 2022: Cr McCallum to discuss with Russell Hawkes and request a copy of the letter be sent to James Caygill as he had not received it. | Cr McCallum/ Russell Hawkes | Letter sent on 18 October 2021 and resent on 14 April 2022. Copy of letter and email resent to Waka Kotahi and provided to Chairman. Copy of letter attached.  Matura Intersection Letter.r  18 October 2021- Letter to Waka Kotal |
| 4. | RTCs 8 April 2022 | Future RTC Agendas to include incoming and outgoing correspondence that the Committees should be aware of. | Russell Hawkes/ Garry Maloney | |
| 5. | RTCs 8 April 2022 | Review items raised in the Round the Table – ‘Front of Mind’ item and bring back responses to the RTC. | Russell Hawkes/ Garry Maloney | |
| 6. | RTCs 8 April 2022 | Staff to report back to the next meeting on options broadly encompassing our own data sets including freight, journeys including ports, rail and airports, and understanding how these fit in to the South Island and New Zealand now and into the future. | Russell Hawkes/ Garry Maloney | Item 5 on this agenda. DCC presentation to be circulated under separate cover. |

| # | Item Source | Item | Responsibility | Status |
|-----|----------------------|--|----------------------------------|---|
| | | Ref Item 4: South Island Freight Summit | | |
| 7. | RTCs 8 April 2022 | Make a submission on the <i>Driving Change: Reviewing the Road User Charges System</i> which will be approved and signed by both RTC Chairs. Ref Item 5: Road User Charges Consultation Report | TAG team | Copy attached for information  Otago Southland RTC - Road User Ch: |
| 8. | RTCs 8 April 2022 | Report back on the emissions reduction plan giving consideration to the concerns of the Committees around the pace of action towards transformation of the transport systems. | Russell Hawkes/ Garry Maloney | Item on the agenda |
| 9. | RTCs 8 April 2022 | Include in the next Waka Kotahi NZTA update - information on accidents in the Allenton to Waipori section of road and including investigation for safety mechanisms, raised by Cr Wilson. | James Caygill | Information requested from Waka Kotahi. To be included in Waka Kotahi Update |
| 10. | RTCs 8 April 2022 | Zoom protocols – Chairs to discuss having zoom protocols for RTC meetings. | Cr Forbes/ Cr McCallum | |

Item 1 Aotearoa New Zealand’s First Emissions Reduction Plan

| | |
|----------------------|---|
| Prepared for: | Regional Transport Committee |
| Report No. | POL2203 |
| Activity: | Transport - Transport Planning |
| Author: | Garry Maloney, Principal Advisor – Transport Planning (ORC) Russell Hawkes, Lead Transport Planner (ES) |
| Endorsed by: | Gavin Palmer, General Manager Operations (ORC) Rachael Millar, Acting General Manager, Strategy Planning & Engagement (ES) |
| Date: | 15 July 2022 |

PURPOSE

- [1] The purpose of this report is to update the Otago and Southland Regional Transport Committees (RTCs) on Aotearoa New Zealand’s First Emissions Reduction Plan.

EXECUTIVE SUMMARY

- [2] The last meeting of the Otago and Southland Regional Transport Committees (RTCs) sought a subsequent report from staff on the Emissions Reduction Plan (Plan).
- [3] The Plan sets out policies and strategies for meeting the first emissions budget period and sets a direction for emissions reductions in the second and third budget periods.

RECOMMENDATION

That the Otago and Southland Regional Transport Committees:

- 1) **Notes** this report.

BACKGROUND

- [4] The 8 April 2022 meeting of the Otago and Southland Regional Transport Committees (RTCs) resolved to:

“Request staff to report back on the emissions reduction plan giving consideration to the concerns of the Committees around the pace of action towards transformation of the transport systems.”

- [5] *“New Zealand has committed to both international and domestic emissions reduction targets.*

- [6] *The Climate Change Response Act 2002 requires the Government to set emissions budgets, following recommendations from the Climate Change Commission. An emissions budget is a total quantity of emissions that is allowed during an emissions budget period. Emissions budgets act as ‘stepping stones’ to keep us on track to meeting our long-term emissions reductions targets. Each emissions budget covers a period of 5 years (except for the first emissions budget which will cover the period 2022 to 2025).*

- [7] *In June 2021, the Climate Change Commission released its final advice on the first 3 emissions budgets and on policy direction for the Government’s first Emissions Reduction Plan.*
- [8] *Government has now set the first three emissions budgets and published an Emissions Reduction Plan [the Plan; released on 16 May 2022].*
- [9] *The ... Plan sets out policies and strategies for meeting the first emissions budget period and sets a direction for emissions reductions in the second and third budget periods. It takes into account the Climate Change Commission’s recommendations.*
- [10] *The Emissions Reduction Plan includes actions relating to system settings for reducing emissions, including approaches for empowering Māori, ensuring an equitable transition, and working with nature. It also includes plans for reducing emissions in key emitting sectors”.¹*
- [11] The first Plan² sets out how New Zealand will meet the first emissions budget for 2022–25.
- [12] The following report will focus on the land transport parts of the Plan, rather than try and provide a comprehensive report on the whole document. It is noted however, achieving the Plan’s transport targets will also depend on complementary policies, such as a strong New Zealand Emissions Trading Scheme price to incentivise low-emissions fuels, and changing the way we plan our towns and cities to make it easier and safer for people to reduce car travel.

DISCUSSION

- [13] Chapter 10 of the Plan addresses transport (pages 167 to 198). The Plan notes transport is one of New Zealand’s largest sources of greenhouse gas emissions³ and the current system is also inequitable⁴.
- [14] To reach net-zero long-lived emissions by 2050, New Zealand needs to largely decarbonise transport. Urgent action and system-wide changes are needed to put our transport emissions on the trajectory to a low-emissions future.
- [15] Key focus areas, targets and initiatives are:
- Focus area 1: Reduce reliance on cars and support people to walk, cycle and use public transport:
 - Target 1 – Reduce total kilometers travelled by the light fleet by 20 per cent by 2035 through improved urban form and providing better travel options, particularly in our largest cities.
 - Action 10.1.1: Integrate land-use planning, urban development and transport planning and investments to reduce transport emissions.
 - Action 10.1.2: Support people to walk, cycle and use public transport.
 - Action 10.1.3: Enable congestion charging and investigate other pricing and demand management tools to reduce transport emissions.
 - Action 10.1.4: Require roadway expansion and investment in new highways to be consistent with transport targets.

¹ [Emissions Reduction Plan | Ministry of Business, Innovation & Employment \(mbie.govt.nz\)](https://www.mbie.govt.nz/emissions-reduction-plan)

² [Aotearoa New Zealand’s first emissions reduction plan \(environment.govt.nz\)](https://www.environment.govt.nz/aotearoa-new-zealand-first-emissions-reduction-plan)

³ It is responsible for approximately 17% of gross domestic emissions and 39% of total domestic CO₂ emissions.

⁴ For Māori, Pasifika, disabled people, low-income households, women, older people, children and rural communities.

- Action 10.1.5: Embed nature-based solutions as part of our response to reducing transport emissions and improving climate adaptation and biodiversity outcomes.
- Focus area 2: Rapidly adopt low-emissions vehicles:
 - Target 2 – Increase zero-emissions vehicles to 30 per cent of the light fleet by 2035.
 - Action 10.2.1: Accelerate the uptake of low-emissions vehicles.
 - Action 10.2.2: Make low-emissions vehicles more accessible for low-income and transport disadvantaged New Zealanders.
 - Action 10.2.3: Support the rollout of EV charging infrastructure.
- Focus area 3: Begin work now to decarbonise heavy transport and freight:
 - Target 3 – Reduce emissions from freight transport by 35 per cent by 2035.
 - Target 4 – Reduce the emissions intensity of transport fuel by 10 per cent by 2035.
 - Action 10.3.1: Support the decarbonisation of freight.
 - Action 10.3.2: Accelerate the decarbonisation of the public transport bus fleet.
 - Action 10.3.3: Work to decarbonise aviation.
 - Action 10.3.4: Progress the decarbonisation of maritime transport.
 - Action 10.3.5: Implement the Sustainable Biofuels Obligation.
- Cross-cutting measures to contribute to the delivery of a low-emissions transport system:
 - Action 10.4: Support cross-cutting and enabling measures that contribute to the delivery of a low-emissions transport system.

[16] The targets are closely interrelated. The projected impact of achieving each target is conditional on achieving one or more of the others.

[17] Achieving the targets above will also depend on complementary policies, such as a strong New Zealand Emissions Trading Scheme price to incentivise low-emissions fuels and changing the way we plan our towns and cities to make it easier and safer for people to reduce car travel.

[18] Many of the actions in the Plan will also support an equitable transition.

[19] Figure 1 highlights some of the key actions in this plan that will put Aotearoa on track for achieving the four transport targets set for 2035.

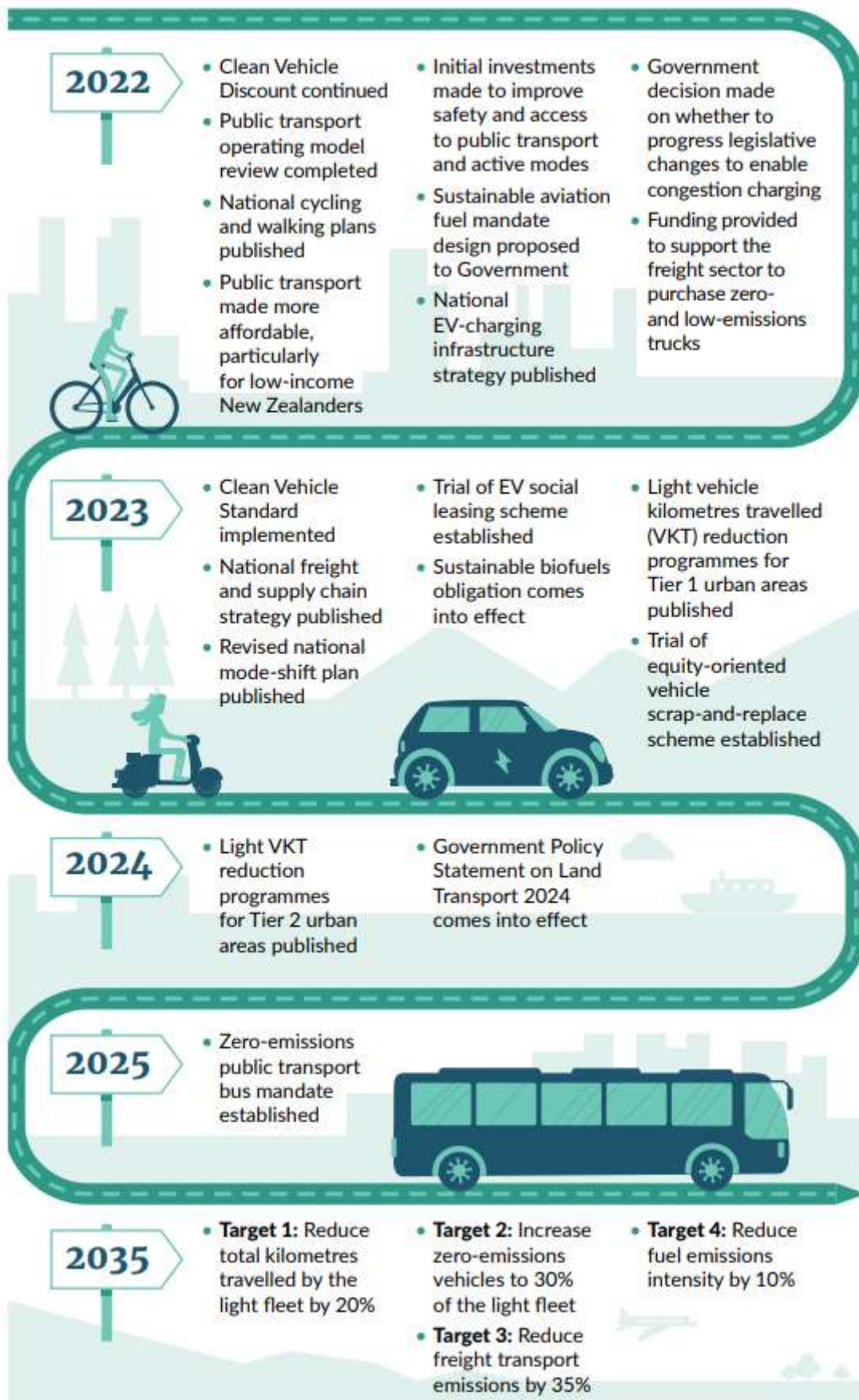


Figure 1: Transport route map to 2035

[20] Greater detail on key initiatives to deliver the actions are outlined on pages 177 to 191. A couple of those worth highlighting are:

- set sub-national VKT reduction targets for Aotearoa New Zealand's major urban areas (Tier 1 and 2⁵) by the end of 2022;
- develop VKT reduction programmes for Aotearoa New Zealand's major urban areas (Tier 1 and 2) in partnership with local government, Māori, and community representatives;
- ensure the next Government Policy Statement on Land Transport guides investment that is consistent with the emissions reduction plan.

[21] It is expected that the last bullet above will clearly have an influence on the next Regional Land Transport Plans.

OPTIONS

[22] As there are no decisions recommended in this report (other than it be noted by the RTCs), there are no options to be considered.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[23] Strategic framework and policy considerations in regard to this matter are addressed in the body of the report.

Financial Considerations

[24] There are no financial considerations in regard to the decision recommended in this paper.

[25] In terms of implementing the relevant actions in the Plan, there will undoubtedly be financial implications that arise.

Significance and Engagement Considerations

[26] There are no significance and engagement considerations in regard to the decision recommended in this paper.

Legislative and Risk Considerations

[27] There are no legislative and risk considerations in regard to the decision recommended in this paper.

Climate Change Considerations

[28] Climate change considerations in regard to this matter are addressed in the body of the report.

Communications Considerations

[29] There are no communications considerations in regard to the decision recommended in this paper.

NEXT STEPS

[30] As noted earlier in the report, the next Government Policy Statement on Land Transport will guide investment that is consistent with the Plan. Thus, next steps will require the review of the RLTPs to do the same.

⁵ Whangārei, New Plymouth, Napier Hastings, Palmerston North, Nelson Tasman, Queenstown, and Dunedin.

Item 2 Regional Land Transport Plan 2021-2027 – Mid-term Review

| | |
|---|--|
| <p>ES MORF ID: A464471</p> | <p>Strategic Direction: ES - Diverse opportunities to make a living & Communities empowered and resilient ORC – Resilient communities engaged and connected to the Otago Regional Council</p> |
| <p>Report by: Russell Hawkes, Lead Transport Planner (ES) Garry Maloney Transport Manager (ORC)</p> | <p>Approved by: Lucy Hicks, Policy and Planning Manager</p> |
| <p>Executive Approval: Rachell Millar, Acting General Manager, Strategy Planning & Engagement (ES) Gavin Palmer, General Manager, Operations (ORC)</p> | |

Purpose

The purpose of this report is to provide the Combined Regional Transport Committees with recommendations on the work involved in the Mid-term review of the Otago Southland Regional Land Transport Plan 2021-2027.

Summary

The mid-term review of the 2021-2027 RLTP is due to be completed by the end of April 2024. However, for the strategic section of the RLTP to have a true influence on the longer-term outcomes desire within the RLTP and to meet the expectations of the Land Transport Management Act an early start to the review is required.

Since the RLTP was adopted, the Government has released their Emissions Reduction Plan (ERP). There are implications in the ERP for Regional Land Transport Plans and incorporation of these implications will form a part of the review.

To assist the Committees in providing direction on changes to the RLTP a facilitated workshop has been arranged to follow the meeting.

Recommendation

It is recommended that the Regional Transport Committees resolve to note the report and provide direction on initial changes to be incorporated in the proposed RLTP review to be discussed at the workshop that follows the meeting.

Report

Background

The Regional Transport Committee (RTC) is responsible under the Land Transport Management Act 2003 (LTMA) for the preparation of the Regional Land Transport Plan (RLTP) every six years and a review of that plan during the six-month period immediately before the expiry of the third year of the plan. The three-year review of the Otago Southland RLTP 2021/27 (the Review) is due to be completed by 30 April 2024 for projects to be included in the National Land Transport Plan to be released in June 2024.

There are two major considerations to be taken into account with this RLTP review:

1. Regional Land Transport Plans have not had the desired effect on driving the regional outcomes envisaged in the Land Transport Management Act. The major contributing factor has been a lack of alignment in the planning process and various documents that lead into the National Land Transport Plan. Concurrent production of the RLTP and Road Controlling Authority Activity Management Plans resulting from late delivery or release of the Government Policy Statement on Land Transport (GPS) has resulted in this lack of alignment.

Waka Kotahi has worked with the Transport Special Interest Group (TSIG) to develop a sequenced programme of activities that are required to ensure an integrated planning system for the 2024 National Land Transport Plan. This requires the strategic section of the RLTP to be reviewed and approved by the RTC in draft form by January 2023 at the latest.

This timing will allow the RLTP strategic outcomes and priorities to be incorporated into the Road Controlling Authorities Activity Management Plans that result in the programmes of work included in the final RLTP for funding from the National Land Transport Fund.

The Ministry of Transport has undertaken to provide early signals around the likely content and priorities that the GPS will include to allow RTC to produce a strategic section of their RLTPs that will likely be consistent with the GPS when it is released.

A programme indicating the required inputs from the Committees and staff between now and April 2024 is included as an appendix to this report.

2. In preparing and reviewing the RLTP, the RTC must be satisfied that the RLTP contributes to the purpose for the LTMA, is consistent with the Government Policy Statement on Land Transport (GPS) and have taken into account any:
 - (a) national energy efficiency and conservation strategy;
 - (b) relevant national policy statements and any relevant regional policy statements or plans that are for the time being in force under the Resource Management Act 1991; and
 - (c) likely funding from any source.

Since publication of the Otago Southland RLTP 2021-2027, the Government has signaled through the Emissions Reduction Plan (ERP), a range of measures focused on reducing transport generated emissions. The Ministry of Transport has also provided early signals that the next GPS will reflect these expectations.

A separate report on the Emissions Reduction Plan (ERP) is included with the agenda, however, the major implications for the mid-term review of the RLTP are set out below.

The ERP has an overarching transport target of a 41 percent reduction in transport emissions by 2035 from 2019 levels and includes four transport sub-targets to reach by 2035:

- (a) reduce total kilometres travelled by the light fleet by 20 percent;
- (b) reduce emissions from freight transport by 35 percent;
- (c) increase zero-emissions vehicles to 30 percent of the light vehicle fleet;
- (d) reduce the emissions intensity of transport fuel by 10 percent;
- (e) an expectation that future RLTPs are integrated with regional spatial planning documents;

- (f) the introduction of transport emissions impact assessments for RLTP activities as a requirement for funding going forward;
- (g) the development of “sub-national light vehicle VKT reduction targets” for Tier 1 (none in Otago Southland) and Tier 2 cities (Dunedin and Queenstown), and what that will mean for regional approaches.

Waka Kotahi will be responsible for implementing most of these actions and further guidance is expected in due course. Specifically, the tools required to quantify and assess transport emissions from proposed transport and urban developments and actions to submit with the RLTP.

Waka Kotahi will take the leading role in setting sub-national VKT reduction targets for our Tier 2 cities, with work anticipated to begin internally by the end of 2022, and input from the cities requested from early 2023.

Next Steps

As the strategic section of the RLTP needs to be reviewed and agreed in draft form by January 2023 staff are now looking for direction from the Committees on changes they see as required to the current RLTP and incorporation of the ERP requirements into the revised RLTP.

These are expected to require a review of the current Objectives, Policies, Problem Statements and Ten-Year Priorities. To assist with this process, a facilitated workshop is planned to take place following this meeting.

Views of Affected Parties

There are no matters in this report which require consideration under this heading. The affected parties are all members of the Regional Transport Committee and the completed RLTP will be consulted on in February 2024.

Legal Compliance

There are no legal issues identified within the report.

Consistency with Council’s LTP/Annual Plan/Policy/Strategy

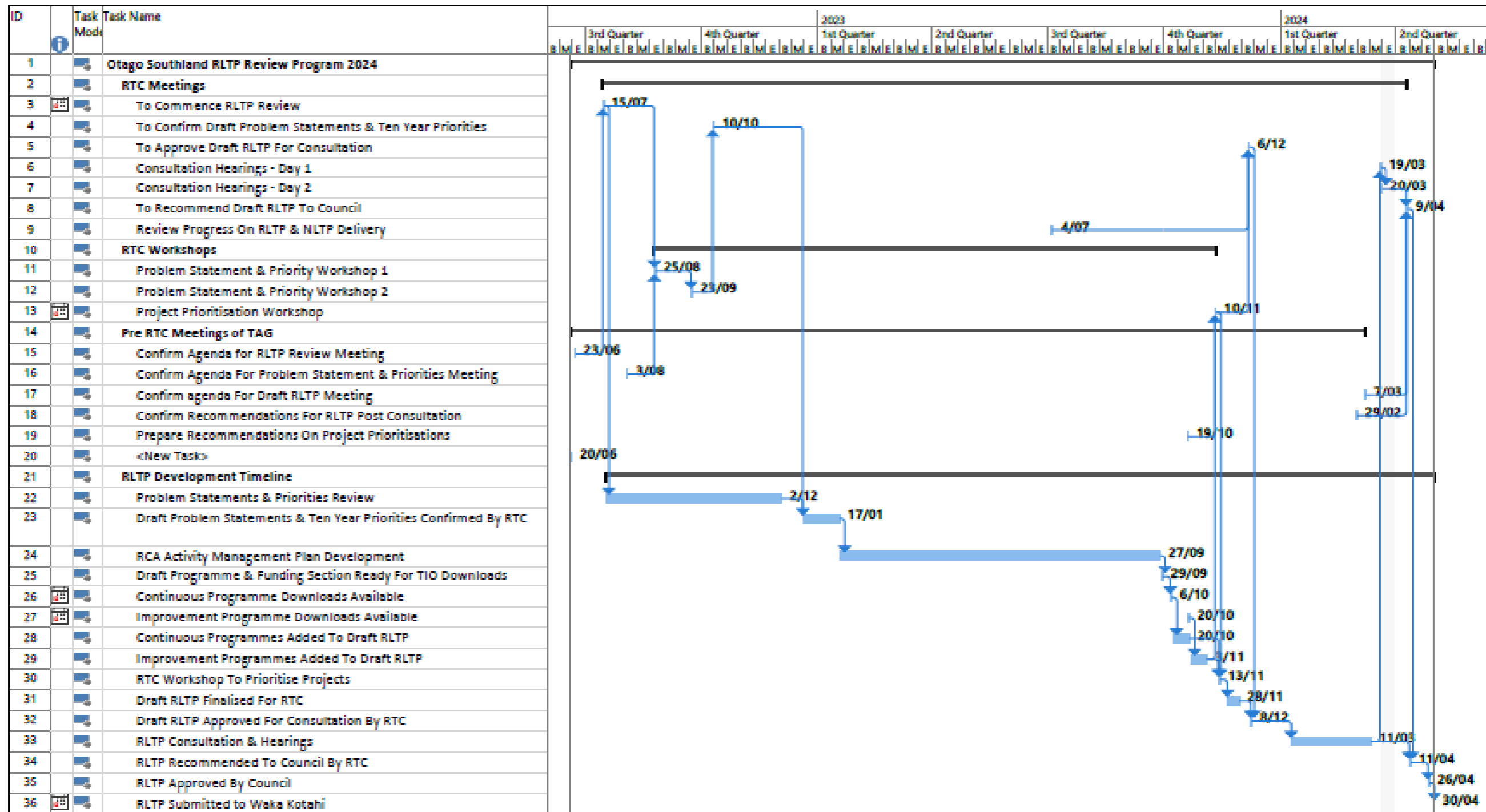
The contents of this report are consistent with Environment Southland’s and Otago Regional Council’s planning requirements.

Financial and Resource Implications

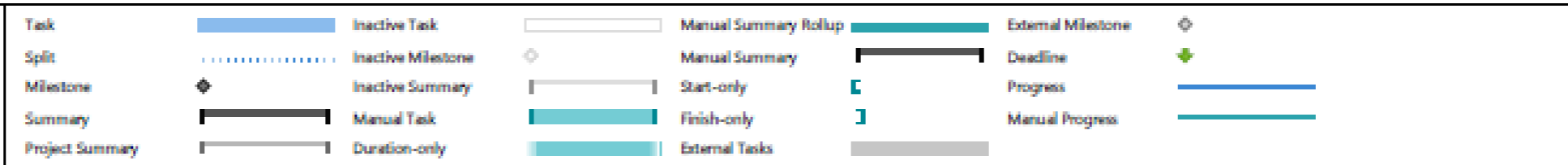
There are no financial or resource implications for Environment Southland or Otago Regional Council contained in this report.

Attachments

Otago Southland RLTP Review Programme

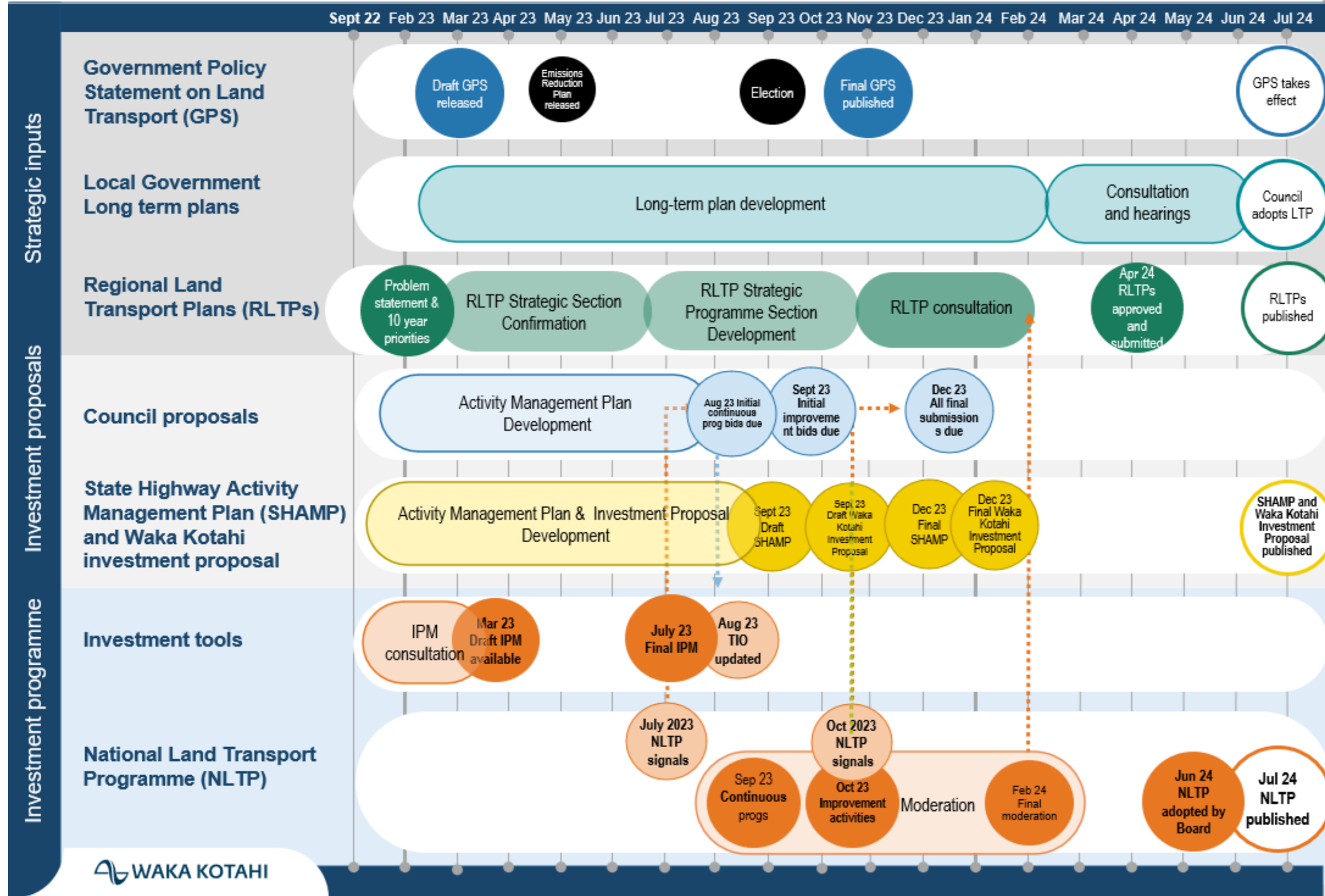


Project: RLTP Development Otago Southland 2024
Date: Tue 10/05/22



Waka Kotahi NLTP Development Programme

Indicative timeline for the development of the 2024-27 National Land Transport Programme (NLTP)



Item 3 Regional Speed Management Plans

| | |
|----------------------|---|
| Prepared for: | Regional Transport Committee |
| Report No. | POL2202 |
| Activity: | Transport - Transport Planning |
| Author: | Garry Maloney, Principal Advisor – Transport Planning (ORC) Russell Hawkes, Lead Transport Planner (ES) |
| Endorsed by: | Gavin Palmer, General Manager Operations (ORC) Rachael Millar, Acting General Manager, Strategy Planning & Engagement (ES) |
| Date: | 15 July 2022 |

PURPOSE

- [1] The purpose of this report is to highlight to the Regional Transport Committees (RTCs) the need to prepare Regional Speed Management Plans (RSMPs) for each region in the future and to test an initial approach to doing so.

EXECUTIVE SUMMARY

- [2] The Land Transport Rule: Setting of Speed Limits 2022 (the Rule) forms the regulatory framework designed to improve how road controlling authorities plan for, consult on and implement speed management changes.
- [3] With respect to the functions of the Regional Transport Committees (RTCs) and Regional Councils (RCs), the Rule:
- requires RTCs to coordinate input from road controlling authorities in their region to create a regional speed management plan (RSMP), aligning with the regional land transport plan (RLTP) process; and
 - requires RCs to facilitate the administrative function of regional consultation on SMPs.
- [4] This new approach to speed management planning supports Aotearoa New Zealand’s road safety strategy, Road to Zero.
- [5] The first full speed management planning period for which the RTCs will be required to prepare a regional speed management plan is likely to be 1 July 2024 to 30 June 2027.
- [6] It is not recommended that RTCs prepare interim RSMPs.
- [7] The Otago/Southland Technical Advisory Groups (TAGs) met on 28 June 2022 and formed a view at this time that the first Otago and Southland RSMPs could be a compilation process with potentially a common, concise, strategic “policy” section at the front of each Plan and with each TA’s speed management plan (SMP) appended.
- [8] Should this approach be supported by the RTCs, it is intended that the TAGs would develop a draft strategic section for the RSMPs for further consideration of the RTCs.

RECOMMENDATION

That the Regional Transport Committees:

- 2) **Notes** this report.
- 3) **Notes** there is no published guidance relating to speed management planning available from Waka Kotahi NZ Transport Agency as of yet.
- 4) **Agrees** not to prepare interim Regional Speed Management Plans.
- 5) **Agrees** that the Otago and Southland Technical Advisory Groups prepare a concise, draft strategic section for each RSMP for further consideration of the Committees.

BACKGROUND

[9] The Land Transport Rule: Setting of Speed Limits 2022 (the Rule)⁶ came in to effect on 19 May 2022 and replaced the 2017 Rule.

[10] The Rule forms the regulatory framework designed to improve how road controlling authorities plan for, consult on and implement speed management changes.

[11] *“The Rule provides:*

- *a more effective process to select and set speed limits;*
- *greater regional consistency, both in process and in transport outcomes; and*
- *that all parties are aligned as much as possible, for as long as possible, through the process.”⁷*

[12] *“The Rule requires road controlling authorities (RCAs) to have 40% of school speed limit changes completed by 30 June 2024, with the remainder completed by 31 December 2027, and these changes must be built into speed management plans”¹.*

[13] With respect to the functions of the Regional Transport Committees (RTCs) and Regional Councils (RCs), the Rule:

- introduces a regional speed management planning approach on a three-year cycle that aligns with the three-year cycle of the National Land Transport Programme (NLTP);
- introduces a new consultation process that aligns with the three-year regional land transport planning consultation process;
- requires RTCs to coordinate input from road controlling authorities in their region to create a regional speed management plan (SMP), aligning with the regional land transport plan (RLTP) process;
- requires RCs to facilitate the administrative function of regional consultation on SMPs.

[14] The first the first full speed management planning period for which the RTCs will be required to prepare a regional speed management plan (RSMP) is likely to be 1 July 2024 to 30 June 2027.⁸

⁶ <https://www.nzta.govt.nz/assets/resources/rules/docs/setting-speed-limits-2022.pdf>

⁷ <https://www.nzta.govt.nz/safety/partners/speed-and-infrastructure/speed-management/speed-management-planning/>

⁸ <https://www.nzta.govt.nz/assets/Safety/docs/speed-management-resources/speed-management-planning-faqs.pdf>, section 7.15, page 19.

[15] At a high level, the process for preparing the RSMP is (clause 3.4):

- each district/city council (TA) provides the RTC with its SMP or the changes it is proposing to its speed limits, etc. (Cl 3.8 (2));
- the RTC compiles that information in to a single document, including where a local road controlled by two TAs has a different speed and information from the State highway speed management plan (SHSMP);
- if the RTC believes there are inconsistent approaches to speed limits across the region it can ask the inconsistent TA to change their approach (but the TA doesn't have to);
- the RTC compiles the RSMP and provides that to the RC to publish, accept and forward submissions, support TA consultations (e.g. collate submissions) [ORC/ES does not run the consultation – TAs do];
- the TAs consider the submissions and advise the RTC of any changes that they wish to make to their parts of the regional SMP;
- the RTC prepares a final regional SMP and again, if the RTC believes there are inconsistent approaches to speed limits across the region it can ask the inconsistent TA to change their approach (but the TA doesn't have to);
- the RTC provides the Director with the final RSMP;
- if the Director approves the Plan it is certified and published, but if not, they will refer the regional SMP back to the RTC to fix.

[16] Clause 3.14 (3) of the Rule also requires Waka Kotahi New Zealand Transport Agency (Waka Kotahi) to supply guidance to RTCs (still in development).

DISCUSSION

[17] After reading the Rule, it is challenging to see what benefit the regional process adds to speed management planning. That aside, it is a requirement that each region prepare a RSMP and the first required RSMP is likely to be for the period 1 July 2024 to 30 June 2027.

[18] The Otago/Southland Technical Advisory Groups (TAGs) met on 28 June 2022 and one of the matters discussed at the meeting was the approach to recommend to the RTCs for the RSMPs.

[19] In lieu of there being no published guidance from Waka Kotahi, RC staff tested with the TAGs, the idea that the first Otago and Southland RSMPs could be little more than a compilation process with potentially a common, concise, strategic "policy" section at the front of each Plan and with each TA's SMP appended.

[20] The thinking of staff is that the strategic section would probably not be a lot more than a reflection of the relevant parts of the Otago/Southland 2021-24 RLTP relating to safety and perhaps some high level principles. The intent of this strategic section would be something for Road Controlling Authorities (RCAs) to take into account when preparing their own SMPs.

[21] To illustrate the above, a draft skeleton RSMP outline is appended.

[22] Should this approach be supported by the RTCs, it is intended that the TAGs would develop a draft strategic section for the RSMPs for further consideration of the RTCs.

[23] The development of that strategic section would demonstrate whether or not a common section would be appropriate for both RSMPs.

[24] This approach was supported by the TAGs. It has also been canvassed with and is supported by, the local government Transport Special Interest Group.

[25] However, the Rule does not preclude the RTCs also preparing an interim RSMP for the current NLTP period (to 30 June 2024).

[26] Staff strongly recommend that the RTCs not do that, primarily because:

- there is no published guidance available from Waka Kotahi;
- it provides certainty to territorial authorities in the current period relating to their own interim SMPs;
- RCs have not budgeted separately to prepare interim RSMPs; and more importantly,
- the work that will go in to preparing an interim RSMP will be better invested in preparing the full RSMP, particularly given the short term any interim RSMP is likely to have.

OPTIONS

[27] Staff are recommending that the RTCs note the report and agree not to prepare interim RSMPs. In regard to the latter, clearly the RTC's have an option to do so.

[28] The reasons staff recommend the RTCs not do so, are outlined above.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[29] The new approach to speed management planning supports Aotearoa New Zealand's road safety strategy, Road to Zero (Focus Area 1 – infrastructure improvements and speed management, page 36).

Financial Considerations

[30] There are no financial considerations in regard to the decisions recommended in this report.

Significance and Engagement Considerations

[31] There are no significance and engagement considerations in regard to the decisions recommended in this report.

Legislative and Risk Considerations

[32] There are no legislative and risk considerations in regard to the recommendations of this report.

Climate Change Considerations

[33] There are no climate change considerations in regard to the decisions recommended in this report.

Communications Considerations

[34] There are no communications considerations in regard to the decisions recommended in this report. Following the decision from the RTCs the outcome will be relayed to each TA and TAG members by RC staff.

NEXT STEPS

[35] Should the RTCs agree with the decisions recommended in this report, the next step would be for the TAGs to prepare a draft strategic section for the RSMPs to be further considered by the RTCs.

ATTACHMENTS

Draft Otago/Southland Regional Speed Management Plan Outline

This document is an outline of an Otago/Southland Regional Speed Management Plan.

The core of the plan is the objectives, policies and measures section.

Summary

Context

Why Speed Management is important, Road to Zero and Otago/Southland regional context – what we are trying to fix?

ONRC and its use in the Plan

Safe and appropriate speeds

Speed Management Framework

How this Fits s3.8(1) (b) with Government Policies

How a whole-of-network approach was taken

Preparation of the plan

How it was done

How it was consulted on

Priorities Objectives, Policies and Measures

This should be agreed as part of the overall regional approach.

Priorities

The following priorities are to be used guide each Road Controlling Authority in its approach to implementing speed management:

- High benefit routes which deliver maximum benefit in reducing deaths and serious injuries
- Places where there is strong community demand for change
- Supporting changes in neighbouring areas to achieve consistent and logical implementation
- Places where lots of people walk or bike, or where they will soon walk and bike
- Schools ???

Objectives (Will be taken from the RLTP)

Prioritise high risk areas to create a safe transport system free of death or serious injury.

Policies (Will be taken from the RLTP)

Policy 1.1 Develop and implement road safety improvements and speed management plans with a focus on highest risk users and locations.

Policy 1.2 Ensure road safety is a primary consideration when prioritising maintenance and renewals of transport assets.

Principles

The following principles are expected to be applied by Road Controlling Authorities when developing their Speed Management Plans

- Set speed limits that minimise the risk of fatal and serious injury to all road users where vehicle impact speeds would result in crash forces that exceed the injury tolerance of the human body.
- Set speed limits, especially in towns and cities, at a level that supports active and micro transport modes (walking, cycling, scooting), generates public health, accessibility and environmental co-benefits and minimises impacts on amenity.
- Set speed limits in accordance with the One Network Framework Street Categories and the standard of the transport (safety) infrastructure.
- Support safe and appropriate speed limits by using a range of regulatory levers and tools. Continually reflect, learn, and innovate to maximise public understanding and lower mean operating speeds.

Measures

TBD

RCA Plans as appendices meet s3.8 (2) requirements sections

Road Controlling Authority Speed Management Plans

Each Road Controlling Authority Speed Management Plan will include the following,

- The objectives, policies, and measures that are included in the plan are consistent with broader regional land transport strategies and this Regional Speed Management Plan.
- RCAs will include the principles used to underpin their 10-year view.
- RCAs will include and identify the connections with other relevant local objectives and policies
- The information is to be in narrative form and may be accompanied by illustrations (to support).

Consultation

Each Road Controlling Authority will include in their Regional Speed Management Plan statements relating to their,

- Methods of development and partnership with Māori
- Focus consultation on the principles applied to setting the recommended speed limits
- Detail the consultation methods and outcomes included in their Plan

3.8 (6) (b)

A regional speed management plan must –

- (a) identify, for any proposed change to a speed limit for a road under the control of a territorial authority (the first road) that adjoins a road under the control of another territorial authority (the second road), any instances where the speed limit for the first road is different or is proposed to differ from the speed limit for the second road; and
- (b) include information from the State highway speed management plan (either the consultation draft or the published copy, depending on which has most recently become available) that relates to State highways in the region.

Item 4 Waka Kotahi NZ Transport Agency Update

| | |
|--|--|
| <p>ES MORF ID: A764471</p> | <p>Strategic Direction: ES - Diverse opportunities to make a living & Communities empowered and resilient ORC – Resilient communities engaged and connected to the Otago Regional Council</p> |
| <p>Report by: Russell Hawkes, Lead Transport Planner (ES) Garry Maloney Transport Manager (ORC)</p> | <p>Approved by: Lucy Hicks, Policy and Planning Manager</p> |
| <p>Executive Approval: Rachael Millar, Acting General Manager, Strategy Planning & Engagement (ES) Gavin Palmer, General Manager Operations (ORC)</p> | |

Purpose

The purpose of this report is to provide Waka Kotahi NZ Transport Agency (the Transport Agency) with the opportunity to provide the Committees with a verbal update on its activities.

Summary

Waka Kotahi will provide a presentation and verbal update on its activities since the last Committee meeting in April 2022. The topics are expected to be of interest to the Committees.

Recommendation

It is recommended that Regional Transport Committees resolve to note the report and provide any feedback to the Waka Kotahi NZ Transport Agency on the topics included in the presentation.

Report

Background

Waka Kotahi wishes to update the Committees on several of the topics they are currently working on. This will be a verbal update with additional information included in a presentation provided on the day.

Topics expected to be covered in the presentation are:

- information on accidents in the Allenton to Waipori section of road and including investigation for safety mechanisms;
- Mataura intersection update;
- State Highway programme update.

Views of affected parties

There are no matters in this report which require consideration under this heading.

Compliance with Significance and Engagement Policy

There are no issues within this report which trigger matters in this policy.

Considerations

Financial implications

Current budget

There are no budget implications included in this report.

Future implications

There are no future financial implications included in this report.

Legal implications

There are no legal implications contained in this report.

Attachments

None

Item 5 Freight Presentation – Dunedin City Council

| | |
|--|--|
| <p>ES MORF ID: A764471</p> | <p>Strategic Direction: ES - Diverse opportunities to make a living & Communities empowered and resilient ORC – Resilient communities engaged and connected to the Otago Regional Council</p> |
| <p>Report by: Russell Hawkes, Lead Transport Planner (ES) Garry Maloney Transport Manager (ORC)</p> | <p>Approved by: Lucy Hicks, Policy and Planning Manager</p> |
| <p>Executive Approval: Rachael Millar, Acting General Manager, Strategy Planning & Engagement (ES) Gavin Palmer, General Manager Operations (ORC)</p> | |

Purpose

The purpose of this report is to provide the Dunedin City Council with the opportunity to present to the RTCs on the Freight Item No 6 in the Action Sheet.

Summary

Dunedin City Council will present on its work in relation to item 6 on the Action Sheet. The presentation will be circulated separately.

Recommendation

It is recommended that Regional Transport Committees resolve to note the report.

Report

Background

At the 8 April 2022 meeting of the Combined Regional Transport Committees staff were requested to *“report back to the next meeting on options broadly encompassing our own data sets including freight, journeys including ports, rail and airports, and understanding how these fit in to the South Island and New Zealand now and into the future.”* Item 6 on the Action Sheet.

Dunedin City Council staff had a particular interest in this topic and undertook to present to the Committees in place of a full report.

A staff representative from the Dunedin City Council will present its findings to the Committees.

Views of affected parties

There are no matters in this report which require consideration under this heading.

Compliance with Significance and Engagement Policy

There are no issues within this report, which trigger matters in this policy.

Considerations

Financial implications

Current budget

There are no budget implications included in this report.

Future implications

There are no future financial implications included in this report.

Legal implications

There are no legal implications contained in this report.

Attachments

None

Item 6 Next Meeting

It is proposed to hold the following workshops or meetings of the Otago and Southland Regional Transport Committees on:

- Workshop Venue to be confirmed - 25 August 2022
- Workshop Venue to be confirmed - 25 September 2022
- Meeting Venue to be confirmed - late December 2022 or early January 2023

Recommendation

It is recommended that the proposed workshop and meeting dates be noted and if required, earlier RTC meeting can be called at the discretion of the Committee Chairmen.

18 October 2021

Mr James Caygill
Director Regional Relationships (Canterbury, West Coast, Otago & Southland)
Waka Kotahi (NZ Transport Agency)
James.Caygill@enews.nzta.govt.nz

Reference: A705922

Dear James

Matter of Concern - Otago Southland Regional Transport Committees

At their meeting on the 1 October 2021 the combined Otago Southland Regional Transport Committees resolved to formally contact Waka Kotahi the NZ Transport Agency (Waka Kotahi) to express their concerns regarding the current status and progress on the State Highway 1 / State Highway 93 Maitai Intersection Safety Project.

On the 1 November 2018 the Combined RTCs wrote to Waka Kotahi (our Reference A431455) expressing their disappointment regarding progress of the project. The following is a direct copy of the item from the letter;

- ***“State Highway 1/State Highway 93 Maitai Intersection***
The RTCs again expressed their disappointment that this project has not progressed and with little indication of when a resolution of the issue at the intersection will be expected. This project was included in the State Highway improvements programme in RLTP 2015-2018 as a standalone project with implementation signalled for the 2017/18 year. A detailed business case and pre-implementation were scheduled for the 2015/16 period.

State Highway project updates provided to the RTCs included the following details:

- ***17 February 2017*** – *project transferred to minor improvements as no longer considered a capital project;*
- ***31 March 2017*** – *project in minor improvements with risk of non-delivery as moderate due to cost of shifting rail line;*
- ***16 June 2017*** – *comments as for 31 March 2017;*
- ***27 October 2017*** – *project taken of the 2015-2018 improvement programme and to be delivered as a Low Coast Low Risk activity;*
- ***3 April 2018*** - *State Highway Investment Proposal - the project was not included in the investment proposal for funding within the 2018-2021 period;*
- ***8 June 2018*** – *project does not meet funding criteria as above Low Cost Low Risk threshold. Not an approved programme;*
- ***18 June 2018*** – *RTCs express their concern that project is not included in the State Highway Investment Proposal for the coming three years and request the Agency take urgent responsibility for reviewing the safety issues at this intersection;*
- ***26 July 2018*** – *NZTA response to RTCs concern advises that the project has been difficult to define where it could be included in the State Highway programme due*

to the cost now being assessed as over \$1m. NZTA is considering whether the project can be brought forward into the programme;

- **12 October 2018** – RTCs advised that a business case would now be required and that would be started by the end of the current financial year.

As indicated to the NZTA staff who attended the meeting, the community believes this project would address a major safety issue in the area. The project had been signalled as a safety issue for a number of years and that led to inclusion in RLTP 2015-2018 as a state highway improvement project.

Unfortunately, little priority seems to have been given to this project during the 2015-2018 RLTP period, with the project being bumped from one activity class to another. As a result, a major safety concern identified in the 2015-2018 RLTP on the State Highway network has not been addressed and has now been removed from NZTA's proposed programme.

The RTCs request the project is further discussed with the local community with issues confirmed and the business case be progressed with urgency to allow the project to be considered for advancement and implementation in the 2018-2021 period."

Since this time there has been little progress the RTCs can identify to give them confidence the project is being considered by Waka Kotahi. Updates provided in the 2018-21 period included;

- 22 February 2019 the RTCs were advised that *"Potential solution identified at ILM (Integrated Logic Mapping) workshop, awaiting ILM report due 1 March 2019."*
- No further project specific updates were provided. The projects appears to have bounced around between being a Low Cost / Low Risk project and a named improvement project.

The project was not included in the Improvement or Road to Zero Activity Classes of the 2021-2024 Regional Land Transport Plan although during development of the Plan assurances were given that the project was included in the Low Cost/Low Risk component of the programme. At the time of RLTP development there was no visibility of the proposed Low Cost / Low Risk State Highway Programme.

The Regional Land Transport Plan includes a statement on the State Highway investment priorities for Southland. *"We will focus our investment priorities on high-risk roads and intersection."* This projects involves the intersection of two state highways with the stacking lane for one crossing dual railway lines. Truck and trailer units use a work around to reduce the time they spend with trailers blocking the railway crossing. This involves a left turn then a U-turn on State Highway 1 so creating another high risk manoeuvre.

The RTCs request Waka Kotahi give urgent consideration to reinstating this project to the current National Land Transport Programme with implementation to be completed within the 2021/2024 period.

The RTCs thank you for your consideration of this matter and await your response.

Please contact Russell Hawkes at Environment Southland should you wish to discuss this matter further.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Russell Hawkes', with a stylized flourish at the end.

Russell Hawkes
Lead Transport Planner
Environment Southland

CC: Steve Higgs, Waka Kotahi

From: [Russell Hawkes](#)
To: ["James Caygill"](#)
Subject: Mataura Intersection Letter
Date: Thursday, 14 April 2022 10:11:00 am
Attachments: [18 October 2021- Letter to Waka Kotahi Regarding Mataura Intersection.docx](#)

Hi James

At the RTC meeting last week I understand you were unsure of whether you had seen a letter regarding the Mataura Intersection. The attached was emailed following the meeting in October last year by our secretariat staff.

I should have included the date and a copy of the letter on the agenda for the Committee to see.

Regards

Russell

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www.nzta.govt.nz

5 July 2022

Russell Hawkes
Lead Transport Planner
Environment Southland

Email: Russell.Hawkes@es.govt.nz

Kia ora Russell

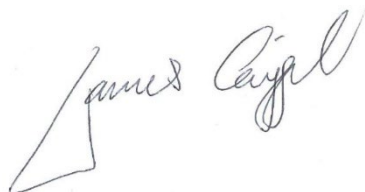
Thank you for your letter of 18 October 2021 regarding the Mataura intersection. My apologies for the delay in responding. I note that this was initially sent to an incorrect email address.

As I verbally advised the RTC at the meeting 8 April 2022 and Graeme Hall at the Regional Land Transport Technical Advisory Group last week we can advise the following.

Design funding for this Intersection/Rail Crossing Safety project has been approved and a detailed design is underway. This is expected to be completed by November 2022.

We expect to have a project costing based upon the initial scope design by August. Based on this costing the project will either proceed under the Low Cost Low Risk category (under \$2M) which could be funded within the 2023/24 year or if the estimate is greater than \$2M the project will need to go through the next three year budget process by way of the Regional Land Transport Plan 2024-27.

Ngā mihi,



James Caygill
Director Regional Relationships (West Coast/Canterbury/Otago/Southland)

Our Reference: A766659

22 April 2022

Road User Charges Consultation
Ministry of Transport
PO Box 3175
Wellington 6140

By email: RUCconsultation22@transport.govt.nz

Otago and Southland Regional Transport Committees combined submission on Road User Charges

1. The Otago and Southland Regional Transport Committees (RTCs) thank the Ministry of Transport (MoT) for the opportunity to make a submission on the funding of the transport system and Road User Charging.

Background and context

2. The RTCs are committees of their respective Regional Councils. The RTCs comprise the authorised organisations who plan transport activities in the Otago and Southland regions. The members are representatives of the five territorial authorities in Otago, three territorial authorities in Southland, the Otago Regional Council, Southland Regional Council (Environment Southland) and Waka Kotahi. The purpose of the committee is to set the direction for transport investment in the regions in a combined Regional Land Transport Plan and monitor the implementation of the Plan to meet the needs of Otago and Southland communities.
3. All members actively participate in the committee: Queenstown Lakes, Central Otago, Clutha, Waitaki, Southland and Gore District Councils, Dunedin and Invercargill City Councils, Otago and Southland Regional Councils and Waka Kotahi.
4. We note that member organisations may also be making individual submissions in their own right. This submission does not necessarily reflect any individual member organisation responses.

General Comment

5. The proposal outlined in the consultation documents falls into two general categories. The first 12 questions relate to the use of Road User Charges and the remainder to potential collection and management methods. The RTCs have concentrated on the first 12 questions and leave the remainder to industry players who are better placed to comment.
6. The RTCs are concerned that the approach being taken will result in a more fragmented and less transparent use of RUC and Fuel Excise Duty (FED). When RUC was introduced, the intention was for funds collected to be used to pay for the damage caused by heavy vehicles to

our transport network. This situation has changed significantly in recent years with increasing funding from the National Land Transport Fund (NLTF) being used to cross subsidise other transport modes. The current proposal will only serve to make the use of RUC less transparent as funding is used to achieve the Government's agenda to address climate change and emissions (worthy objectives in themselves).

7. The RTCs believe that the current funding arrangements that make up the National Land Transport Fund are no longer fit for purpose and in fact are leading to inequities across the sectors that contribute through RUC and FED to the NLTF.
8. The RTCs note that a funding review is underway but suggest this review should be completed before central Government makes any short-term changes such as those proposed in this consultation. The RTCs request this proposal be delayed until after the full funding review is completed.
9. This submission therefore, focuses on the future state of RUC which a clean sheet review may deliver.

Setting of Road User Charges based on actual and reasonable costs

10. The RTCs agree that RUC should be set based on the actual and reasonable costs to operate and maintain the transport network and charged per kilometre travelled per vehicle. This includes cost related to:
 - road surface maintenance;
 - managing demand; and
 - emergency repairs and recovery.
11. The RTCs also support the use of RUC to cover direct environmental damage, such as pollution from particulate matter and copper and zinc deposited by vehicles in the road environment.
12. The RTCs consider all the costs to manage and maintain roads should be borne by road users, such as:
 - curbing and channelling (and other treatment devices) to manage stormwater run-off;
 - putting in intersection controls to manage demand;
 - maintaining and resurfacing the sealed network;
 - repairing potholes and other ongoing maintenance (e.g. re-metaling and treating dust on unsealed roads); and
 - reinstatement works after a disruptive event, e.g., flooding, landslips.
13. The RTCs support emissions reduction within a short timeframe, but do not support RUCs covering the cost of this step change. These interventions need to be funded from sources such as FED, the Emissions Trading Scheme (ETS) or other sources of government financing. The RTCs also support the Ministry seeking climate emergency funding to enable this transition.

14. The RTCs see a review of FED as key. FED could be charged on all fossil fuels and be used as a transport behaviour change tool, with revenue going towards the costs for road users and the road networks to transition to a low emissions future. The ETS charges contained in fuel costs are insufficient for the pace of change needed, as transport is seen as low hanging fruit to achieve emission reduction targets. FED should be set with the MoT to ensure the Ministry has sufficient sphere of control to achieve emission reduction targets.

Collecting Road User Charges

15. The RTCs agree that all vehicle users should begin to pay RUC, irrespective of fuel-type used. This would also increase the amount of RUC collected and spread it across a broader section of road users. Using fuel type is no longer a fit for purpose factor for road user charging. As energy technology changes, and we transition to a low emissions transport system, no or low emission vehicle users will quickly become the core road users. Use of these vehicles will still create costs in relation to:
 - road surface maintenance;
 - managing road run off;
 - managing demand;
 - operations; and
 - emergency repairs and recovery.
16. It is essential that sufficient funds are recovered from these users to invest in maintaining and operating the transport network. The RTCs do not support any approach that would lead to less funding being available than currently available and has been shown in the 2021 NLTP to be substantially below that actually required to maintain and operate the network.
17. The RTCs do not agree that the GPS should set exemptions for RUC as RUC is required from all network users to maintain the network, with equity and accessibility being the exceptions. As the GPS is reviewed frequently, it has the potential to destabilise the revenue stream if exemptions also changed frequently. Transport investment takes a long time to plan, and revenue models need to be stable to give assurance around income.

Expenditure and Distribution of Road User Charges

18. The RTCs agree that RUC need to be distributed to where it is collected to address the direct impacts of road use, and to the maintenance and operation of the transport network, as that is the basis on which it is charged. The RTCs seek greater alignment of funding investment with land transport regional priorities, but do not support a system where Road User Charging is inequitably distributed to other parts of the country, or to other parts of the transport system such as coastal shipping. There may be other funding mechanisms more suited to this, which need to be explored through the transport funding system review.

The Funding System

19. As indicated above, the RTCs consider the current funding system is no longer fit for purpose. However, a RUC system covering all vehicle types regardless of motive power in place of the current split RUC and FED process is likely to fit the requirements in years to come. The RUC system collects funds from the vehicles that use the transport network most.
20. Removing the current tax on fuel and replacing it with an emissions tax to encourage the use of lower emissions fuels would be acceptable to the RTCs.

Conclusion

21. Thank you once again for the opportunity to make a submission on the discussion document. Should you require any further information please contact Russell Hawkes, Lead Transport Planner, Environment Southland on 021 970 997 or russell.hawkes@es.govt.nz.



Cr Lloyd McCallum
Chair
Southland Regional Transport Committee



Alexa Forbes
Chair
Otago Regional Transport Committee

HAPINZ 3.0

He rangi hauora he iwi ora



Summary for Southland

Clean healthy air contributes to New Zealand's quality of life - not only to people's health, but also to the natural functioning and beauty of the natural and physical environment. New Zealand has good air quality in most places - most of the time. However, solid fuel (wood and coal) used for domestic (home) heating and exhaust emissions from motor vehicles combine to produce unacceptable air quality in some locations - particularly during winter or along major roads. Despite the relatively low levels of pollution in New Zealand compared to many other countries, the adverse health effects of poor air quality on New Zealanders are still substantial.

The effects of air pollution are not experienced evenly in the community. The likelihood and magnitude of any health effects depend on the concentration of air pollution, the number of people exposed to that concentration where they live. Some population groups are also more vulnerable to the effects of air quality, e.g. children and asthmatics.

The health effects of air pollution in New Zealand (HAPINZ) were first assessed in HAPINZ 1.0 for a base year of 2001. This work was later updated in HAPINZ 2.0 for a base year of 2006. **HAPINZ 3.0** represents the latest update and assesses the air pollution health effects experienced by New Zealanders for 2016¹.

What did HAPINZ 3.0 find nationally?

HAPINZ 3.0 found **anthropogenic** (human-generated) air pollution in New Zealand in 2016 resulted in:

- the premature deaths² of more than 3,300 adult New Zealanders;
- more than 13,100 hospital admissions for respiratory and cardiac illnesses, including 845 asthma hospitalisations for children;
- over 13,200 cases of childhood asthma;
- approximately 1.745 million restricted activity days (days on which people could not do the things they might otherwise have done if air pollution had not been present).

Of the more than 3,300 deaths associated with anthropogenic air pollution, more than 60% (2,000) were associated with nitrogen dioxide (**NO₂**) pollution – which is largely from motor vehicles – whilst the rest (nearly 1,300) were associated with fine particulate (**PM_{2.5}**) pollution – largely from domestic fires. For context, StatsNZ report that 31,179 New Zealanders died in 2016 from all causes.

The social costs associated with anthropogenic air pollution in New Zealand in 2016 alone were \$15.6 billion.

¹ 2016 was selected as the base year for HAPINZ 3.0 because when the study commenced in July 2019 this was the most recent year for which we had suitable population, health and air quality monitoring data.

² *Premature deaths* are when people die earlier than they would have done if they had not been exposed to air pollution. In other words, people would have lived a bit longer if they had been exposed to a lower level of air pollution during their lifetime.

HAPINZ 3.0 focusses on anthropogenic sources of air pollution because emissions from these sources can be controlled through a combination of central and local government legislation, rules, policies and interventions.

Anthropogenic air pollution means human (*anthro-*) generated (*-genic*) pollution. Examples of sources of anthropogenic air pollution include motor vehicles (e.g. cars, buses, and trucks), domestic fires (e.g. coal and wood burners used for home heating), windblown dust (e.g. from construction, land use activities and road dust) and industry.

What did HAPINZ 3.0 find regionally across New Zealand?

Air pollution health impacts vary with region across New Zealand. The highest levels of fine particles (PM_{2.5}) are in areas in which a large proportion of households use domestic fires burning wood or coal for winter-time home heating. The highest levels of NO₂ are found in areas with a high density of roads and in 'hot spots' where there is high diesel traffic and/or close to intersections and inner-city areas, where there are tall buildings on either side of the road which can trap air pollutants.

In all regions, domestic fire impacts dominated the regional PM_{2.5} social costs – with contributions ranging from 59% to 88%. **On average, domestic fire impacts were more than four times those of motor vehicles for PM_{2.5} pollution from anthropogenic sources.**

However, for the total anthropogenic health costs (PM_{2.5} and NO₂ combined), motor vehicles were the dominant source in most locations - except in areas where the amount of wood or coal burnt in domestic fires during winter was high. **On average, motor vehicle impacts were more than twice those of domestic fires for total pollution (PM_{2.5} and NO₂) from anthropogenic sources.**

What changes have occurred since the last HAPINZ study?

The body of evidence showing air pollution impact on human health has increased substantially.

Since 2006, the understanding of air pollution impacts has improved greatly, with adverse health effects occurring at lower concentrations of PM_{2.5} and NO₂ than known previously. In the case of NO₂, HAPINZ 3.0 was one of the first studies to find strong associations between mortality and low level exposure. The results were rigorously peer-reviewed before being published internationally and have now been referenced by other researchers who have found similarly strong NO₂ impacts in their countries.

More stringent global air quality guidelines were released.

In response to better understanding, the World Health Organisation (WHO) has **significantly reduced their recommended guideline values for PM and NO₂** (released in late 2021). For example, the guideline value for annual average PM_{2.5} has dropped from 10 µg/m³ to 5 µg/m³ – a 50% reduction and for annual average NO₂ has dropped from 40 µg/m³ to 10 µg/m³ – a 75% reduction.

Regional councils have progressively introduced measures to improve air quality.

In New Zealand, considerable improvements have occurred in domestic fire emissions following the introduction of the woodburner standards and programmes encouraging insulation and clean heat appliances. Most airsheds that were exceeding air quality PM₁₀ standards in winter-time are now in compliance. However, the health benefits resulting from improvements in annual average PM_{2.5} concentrations have been reduced due to more people being exposed (population growth in urban areas).

Significant and genuine improvements were made in fuel quality and vehicle emissions standard requirements between 2001 and 2006. However, little further regulation of motor vehicle emissions has occurred since. The number of diesel vehicles, which are the main source of NO₂, have increased significantly since 2006. Annual average NO₂ concentrations worsened by more than 13% between 2006 and 2016.

Despite improvements in PM_{2.5}, **the health burden due to anthropogenic air pollution overall increased by 10.2% between 2006 and 2016.**

Moving forward from HAPINZ 3.0, the good work being done by Councils to address domestic fire emissions needs to continue to ensure people’s exposure reduces, especially with continued population growth. However, more attention needs to go on addressing harmful emissions from motor vehicles. Many of options that improve air quality can also result in improved housing conditions and improved transport/accessibility for communities, thereby delivering a “trifecta” of air quality, climate change and increased activity (exercise) co-benefits.

What does this mean for the Southland region?

What are the air pollution impacts for our region?

Table 1 shows the estimated health impacts due to PM_{2.5} and NO₂ pollution from anthropogenic sources in the Southland region in 2016. The associated **social costs are estimated at \$445 million** with \$209 million from domestic fires and \$221 million from motor vehicles).

Table 1: Health impacts for the Southland region in 2016 due to anthropogenic air pollution (in cases)

| Health effect | Cases by source (number) | | | | Total |
|--|--------------------------|----------------|----------|----------------|---------------|
| | Domestic fires | Motor vehicles | Industry | Windblown dust | |
| Cases due to both PM_{2.5} and NO₂ | | | | | |
| Premature deaths (all adults) | 44 | 47 | 0.0 | 3 | 95 |
| Cardiovascular hospitalisations (all ages) | 80 | 49 | 0.0 | 6 | 135 |
| Respiratory hospitalisations (all ages) | 61 | 125 | 0.0 | 4 | 190 |
| Asthma prevalence (0-18 yrs) | | 198 | | | 198 |
| Restricted activity days (all ages) | 42,286 | 4,755 | 4 | 3,749 | 50,794 |

What are the air pollution impacts for Invercargill City?

Table 2 shows the estimated health impacts due to PM_{2.5} and NO₂ pollution from anthropogenic sources in Invercargill City in 2016. The associated **social costs are estimated at \$346 million** with \$168 million from domestic fires and \$168 million from motor vehicles.

Table 2: Health impacts for Invercargill City in 2016 due to anthropogenic air pollution (in cases)

| Health effect | Cases by source (number) | | | | Total |
|--|--------------------------|----------------|----------|----------------|---------------|
| | Domestic fires | Motor vehicles | Industry | Windblown dust | |
| Cases due to both PM_{2.5} and NO₂ | | | | | |
| Premature deaths (all adults) | 36 | 36 | 0.0 | 2 | 74 |
| Cardiovascular hospitalisations (all ages) | 64 | 37 | 0.0 | 4 | 105 |
| Respiratory hospitalisations (all ages) | 51 | 99 | 0.0 | 3 | 153 |
| Asthma prevalence (0-18 yrs) | | 150 | | | 150 |
| Restricted activity days (all ages) | 33,763 | 3,770 | 4 | 2,007 | 39,544 |

What are the air pollution impacts for Gore District?

Table 3 shows the estimated health impacts due to PM_{2.5} and NO₂ pollution from anthropogenic sources in the Gore District in 2016. The associated **social costs are estimated at \$62 million** with \$31 million from domestic fires and \$29 million from motor vehicles.

Table 3: Health impacts for the Gore District in 2016 due to anthropogenic air pollution (in cases)

| Health effect | Cases by source (number) | | | | Total |
|--|--------------------------|----------------|----------|----------------|--------------|
| | Domestic fires | Motor vehicles | Industry | Windblown dust | |
| Cases due to both PM_{2.5} and NO₂ | | | | | |
| Premature deaths (all adults) | 7 | 6 | 0.0 | 1 | 13 |
| Cardiovascular hospitalisations (all ages) | 11 | 5 | 0.0 | 1 | 17 |
| Respiratory hospitalisations (all ages) | 6 | 11 | 0.0 | 1 | 18 |
| Asthma prevalence (0-18 yrs) | | 18 | | | 18 |
| Restricted activity days (all ages) | 5,199 | 655 | 0.0 | 486 | 6,350 |

How does Southland compare relative to the national numbers?

While Southland's population in 2016 was approximately 2.1% of New Zealand's (99,005 vs 4.71 million), the Southland region was responsible for 2.8% of the national anthropogenic air pollution social costs (\$445 million vs \$15.61 billion).

Looking at sources, the Southland region contributed only 2.1% of the national costs associated with total air pollution from motor vehicles but 4.5% of those associated with domestic fires. Motor vehicle costs in Southland were approximately 1.1 times greater than those for domestic fires – compared with a national average of 2.3.

Looking at pollutants, the Southland region contributed only 2.1% of the national costs associated with NO₂ pollution from all sources but 4% of those associated with PM_{2.5} pollution. NO₂ pollution costs in Southland were approximately 0.8 times those for PM_{2.5} pollution – compared with a national average of 1.5.

How has air quality changed in Southland since 2006?

Between 2006 and 2016, the New Zealand population increased by nearly 13%. While national annual average PM_{2.5} concentrations due to anthropogenic sources improved (reduced) by 21%, national annual average NO₂ concentrations worsened (increased) by more than 13%. As a result, **overall social costs increased by just over 10% across New Zealand.**

Over the same period, Southland's population increased by 6.2% and **anthropogenic air pollution social costs increased by nearly 14.1%.**

What have we done in Southland to improve air quality?

The Southland region manages air quality across two gazetted airsheds – Invercargill and Gore.

Airsheds are air quality management areas. They typically combine areas within them that have a similar mix of sources, population density, meteorological conditions and topographical features.

Since 2006, the Southland region has taken many steps to improve air quality, including:

- requiring all new domestic heating appliances in the airsheds to meet the emission limit specified in the National Environmental Standards for Air Quality (**NESAQ**);
- limiting the moisture content of wood and banning the use of certain fuels in domestic heating appliances;
- phasing out older burners that don't meet NESAQ emission limits;
- banning outdoor burning in the airsheds between 1 May and 31 August each year;
- establishing a Clean Air Loan scheme for Invercargill and Gore to provide financial assistance to those who need to upgrade their heating and insulation;
- establishing a Good Wood approved supplier scheme.

What more do we need to do to improve Southland's air quality?

Even small improvements in air quality can deliver significant health benefits. For example, reducing current (2016) levels of PM_{2.5} and NO₂ air pollution by just 5% across the Southland region would:

- reduce the number of premature deaths by five;
- reduce the number of cardiovascular and respiratory hospitalisations by eighteen;
- reduce the number of asthma hospitalisations in children by one;
- reduce the number of restricted activity days by more than 3,759.

While Southland's airsheds are getting closer to meeting current ambient air quality guidelines and standards, the World Health Organization (**WHO**) has recently released new guidance on acceptable levels, based on the latest science³. For many pollutants, the new guidelines are much tighter. For example, the guideline for annual average NO₂ concentrations has reduced by 75% from 40 µg/m³ to 10 µg/m³.

³ WHO global air quality guidelines. Particulate matter (PM_{2.5} and PM₁₀), ozone, nitrogen dioxide, sulfur dioxide and carbon monoxide, September 2021. <https://www.who.int/publications/i/item/9789240034228>.

With Southland’s population projected to grow to more than 107,000 by 2033⁴, more people will be exposed to air pollution so reducing the associated health burden is going to be challenging. Some of the ways in which we could reduce Southland’s air pollution levels further, include:

- reducing the amount we travel overall
- shifting some of our trips to active modes (walking and cycling)
- improving home insulation so we don’t need to burn as much fuel to heat our homes
- upgrading existing domestic fires to cleaner home heating methods.

Southland’s biggest challenge going forward will be in addressing domestic heating air pollution impacts. Southland’s climate is such that the cold winters require homes to be heated. It is also apparent that Southland needs to reduce motor vehicle emissions. Southland has key arterial transport routes with people living or working close by and these people will be being more adversely affected by motor vehicle emissions than the average Southlander.

Initiatives that encourage more walking and cycling can deliver a “trifecta” of air quality, climate change and increased activity (exercise) co-benefits.

HAPINZ 3.0 key messages

Clean air matters to Kiwis

New Zealanders value clean and healthy water, oceans and air. No matter where we live, all of us deserve clean air to breathe and the opportunity to live in healthy neighbourhoods. For Māori, clean air is a *taonga* and keeping our air healthy for all is part of *kaitiakitanga*.

In New Zealand, air pollution harms are caused mainly by the type of transport we use and the fuel we burn to heat our homes

Motor vehicles are the largest contributor to air pollution health effects in New Zealand, with domestic fires in second place. However, we need to address effects from both PM (dominated by domestic fires) and NO₂ (dominated by motor vehicles).

Since 2006, despite significant improvements in domestic fire emissions, growth in the vehicle fleet (especially diesel vehicles) and the number of people exposed has resulted in the social costs associated with air pollution increasing by more than 10%. So more still needs to be done to reflect the value we place on clean air and good health.

⁴ <https://www.stats.govt.nz/information-releases/subnational-population-projections-2018base2048>

Air pollution is hurting people, especially children

Air pollution does significant harm to many New Zealanders, especially children. It is unacceptable.

Levels of particulate matter (**PM**) in New Zealand's air have improved steadily since 2006 in response to people taking action to reduce the impact of woodburners used to heat homes in winter-time. However, we now know much more about the harms associated with gases emitted from motor vehicles – in particular nitrogen dioxide (**NO₂**). Not only are the impacts more significant than we expected, exposure to even low levels can be harmful. This is a new finding for New Zealand and one that is now being confirmed in other places around the world.

Some communities have a greater burden of harm

The effects of air pollution are not experienced evenly in the community across New Zealand. Not everyone lives in a place where they can breathe clean air in New Zealand but our findings (and especially the HAPINZ model) will help us to identify where best to focus on air quality improvements. Many of the options that will improve air quality can deliver co-benefits like improved housing conditions and improved transport/accessibility to communities.

Improvements in air quality make a difference to people's health

Making improvements in air quality, even small ones, significantly improves the health of many New Zealanders, including many children.

There are solutions and they can build on what people in government have already started

There are concrete things that can be done to improve air quality in all communities, especially those where air pollution is high. Improvements by people in government, especially in relation to helping us change our systems of transport and improve the built environment will give everyone the opportunity to breathe clean air and experience good health.

Local government has been working hard to clean up pollution from domestic fires and has delivered cleaner air to many local communities. However, the good work needs to continue to ensure people's exposure continues to reduce, especially with populations increasing in many urban areas.

Over the past two years, COVID-19 changed the way New Zealanders work and travel. Lockdowns and increased flexible working significantly reduced transport emissions, thereby improving air quality at least in the short term. Some of these changes are likely to be permanent, thereby improving New Zealand's air quality and associated health costs in future.

The Government has already identified a raft of climate change initiatives (e.g. increasing public transport, walking and cycling) to address vehicle-related greenhouse gas emissions which will deliver air quality benefits. Initiatives that encourage more walking and cycling can deliver a "trifecta" of air quality, climate change and increased activity (exercise) co-benefits.