



MINISTRY OF TRANSPORT
TE MANATŪ WAKA

F.5



Strategic Intentions 2024–28 | He Rautaki Takunetanga 2024–28

November 2024

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INTRODUCTION

Ministerial foreword | He kupu nā te Minita

“Better transport connections will improve the lives of New Zealanders and help us to rebuild the economy – to achieve that, we need to get more value-for-money from our transport investments.”

A productive, safe and efficient transport system is pivotal to growing our economy, boosting productivity, and delivering a higher standard of living for New Zealanders.

The Government’s ambitious work programme has a strong focus on rebuilding the economy and easing the cost of living. The work of the Ministry of Transport and its transport sector partners has an important role to play in achieving this.

I recently released the Government Policy Statement (GPS) on land transport 2024. This document sets the Government’s direction for transport authorities on the basics: economic growth and productivity, maintenance, safety, and delivering better value for money from our transport agencies and delivery partners.

A key priority for this Government is to get people and freight to where they want to go quickly and safely. We’re reintroducing the successful Roads of National Significance programme, with 17 crucial projects that support regional development, strengthen resilience, reduce travel times and improve access to new housing areas.

Delivering the Roads of National Significance will require alternative delivery models, and a broader range of funding options and financing models.

The Ministry’s work on transitioning the revenue system will ensure New Zealand has the right tools to fund the land transport system we need to prosper.

Road safety is a responsibility we all share, and improving this in an efficient manner is a Government priority. Keeping New Zealanders safe on our roads requires a stronger focus on road policing and enforcement, investing in new and safe infrastructure and targeting the leading contributors to fatal crashes.

There are signs that New Zealand’s aviation system isn’t as efficient as it could be. Reducing inefficiencies and unnecessary costs on the travelling public and business will be a focus for the Ministry to support economic growth.

The Government is committed to achieving greater value from the Crown’s significant investment in the transport sector. I expect transport Crown entities to prioritise cost-effective delivery, with a stronger focus on performance and reporting. The Ministry’s role monitoring the performance of the wider transport system and entities is key to achieving this.

Ministerial Statement of Responsibility

I am satisfied that the information on strategic intentions prepared by the Ministry of Transport is consistent with the policies and performance expectations of the Government.



Hon Simeon Brown
Minister of Transport

4 November 2024



Chief Executive's introduction | Nā te Tumu Whakarae

“As a Ministry, we are focused on delivering practical policy advice that improves the transport system and makes a real difference to the lives of New Zealanders.”

Transport underpins New Zealanders' lives and is critical to business growth and the economy. The Ministry of Transport is integral to ensuring the transport system provides the best possible outcomes for New Zealand. I am pleased to present the Ministry's Strategic Intentions 2024–2028, which outlines how we plan to deliver on our key priorities over the next four years and how we will measure our progress.

The Ministry plays an important role in providing leadership and stewardship across the transport system. We lead development of direction and strategy for the system, monitor system outcomes and government agency performance, drive thinking about future revenue tools, manage investment decisions, and influence the development of international standards. We work in partnership with Crown Entities and other government agencies and engage with communities.

Transport plays a key enabling role in the Government's economic growth and productivity agenda. Its plan for the transport system is to deliver increased maintenance and resilience, safety and value for money. The final Government Policy Statement (GPS) on land transport 2024 is the blueprint for this and will guide much of our work in the land transport sector.

The Ministry has three new strategic priorities for the period 2024–2028:

- **Priority 1:** Supporting economic growth and productivity
- **Priority 2:** Improving road safety
- **Priority 3:** Strengthening our monitoring and assurance function.

Foremost amongst the priorities is the need to support economic growth and productivity. This includes transitioning the revenue system to make it fit for purpose for the next 30 to 50 years. The transport system faces significant funding pressures. We are working at pace to develop revenue options, including tolling and time of use charging, to support sustainable investment to build, maintain and operate New Zealand's transport network.

Aviation is critical to our economy and a vital part of the transport sector. Over the next four years we will support the Minister of Transport's drive to improve the efficiency of the aviation system and help ensure it is ready to take on board the benefits of emerging aviation technologies.

Our work to improve road safety continues our focus on reducing deaths and serious injuries. We will reset our approach over the next period with new road safety objectives including an emphasis on reducing high risk driver behaviour.

To ensure efficiency, value for money, and better outcomes for all New Zealanders, the Ministry must have a particular focus on strengthening our monitoring and assurance role to drive the performance of the transport system.

Chief Executive's Statement of Responsibility

In signing this Statement, I acknowledge that I am responsible for the information on the strategic intentions of the Ministry of Transport. This information has been prepared in accordance with section 38 and section 40 of the Public Finance Act 1989.



Audrey Sonerson

Chief Executive,
Ministry of Transport
4 November 2024



OVERVIEW

Our organisation

Our role

The Ministry is the Government's lead adviser on transport and steward for the transport system.

Our Purpose

The Ministry's purpose is –

Enabling a transport system that connects New Zealand – Te whakaahei i te punaha waka e hono ana i a Aotearoa.

We are enablers of the transport system, ensuring it delivers long-term benefits for all New Zealanders. We provide high quality advice to the Government and strong leadership for the transport sector.

Our values

Our values represent what the Ministry stands for, and capture the behaviours and characteristics we value and expect everyone in the Ministry to model on a day-to-day basis. The Ministry's three values are:

- **Integrity – Tapatahi:** We give free and frank advice and always behave in an honest, unbiased and professional way. Our actions match our words.
- **Excellence – Kairangi:** Everyone in the Ministry strives to do their best and put the effort into any situation to get an excellent result. We are always seen doing the best we can.
- **Collaboration – Mahi tahi:** We work across teams to draw on a range of knowledge and skills. We engage with other agencies, stakeholders and iwi to understand a variety of perspectives. We share the load, spending time developing the skills of our colleagues and understanding how our work aligns with the work of others.

How we manage the Ministry to achieve our desired results

The Chief Executive is accountable for the Ministry and its performance. The Ministry's governance arrangements, which support the Chief Executive to manage the Ministry efficiently and effectively, include:

- **Senior Leadership Team:** The Senior Leadership Team (SLT) includes the Chief Executive, four Deputy Chief Executives, and the Chief of Staff. The SLT holds regular meetings to facilitate effective leadership and management of the organisation, its work programme, its role in the transport sector and delivery of its strategic priorities.
- **SLT sub-committees:** SLT has two sub-committees that support the delivery of our policy advice (Investment sub-committee, and Policy and Strategy sub-committee). These sub-committees oversee key work programmes and provide guidance on issues and risks. SLT is also supported by a Finance sub-committee and a Personnel sub-committee.
- **Risk and Assurance Committee:** The Risk & Assurance Committee is an external advisory group with four members. The Committee supports the Chief Executive and SLT to fulfil their governance role, including management of risk, internal control systems and external accountability responsibilities.
- **Business Groups:** The Chief of Staff and Deputy Chief Executives lead our five business groups: Corporate Services Group, Investment & Monitoring Group, Performance & Governance Group, Policy Group and the Sector Strategy Group.

Deputy Chief Executives and the Chief of Staff are responsible for the effective and efficient operation of their groups. This includes ensuring that their teams and staff work collaboratively across the Ministry to achieve organisational priorities.

Building our capability for the future

Our people are at the heart of everything that we do and we are always looking for opportunities to strengthen our high-performing culture.

We currently focus our capability building across three areas:

- the Ministry's Māori Strategy / Hei Arataki
- improving the quality of our advice
- supporting and developing the capability of our people.

Hei Arataki

The Ministry's Māori Strategy / Hei Arataki is a Ministry-wide approach to working with and for Māori in a way that is underpinned by the principles of Te Tiriti o Waitangi and informed by a kaupapa Māori approach.

We will undertake a refresh of Hei Arataki over the next four years.

Improving the quality of our advice

As a policy agency, the Ministry has a strong programme to build both the technical policy capability of our staff and the evidence-base that underpins our advice to government. We refresh our policy quality programme each year so that we are focusing our investments in the right areas.

We receive external feedback each year on the quality of our policy advice through Ministerial satisfaction surveys and a technical review of the quality of our policy advice that is undertaken by New Zealand Institute of Economic Research (NZIER).

Supporting and developing the capability of our people

The Ministry actively supports the development of our staff through a combination of on-the-job learning, supported by external development opportunities, where appropriate.

Our organisational culture supports personal growth through regular coaching conversations, a broad range of development opportunities and role progression.

As well as investing in the development of our current staff, we are also focused on maintaining the Ministry's attractiveness as an employer of choice.

How we work with others

The transport system is a key enabler across New Zealand society and the economy. The Ministry, as the system lead, interacts across a wide range of departments, agencies and organisations to achieve transport and wider-government goals.

We work collaboratively with the transport Crown Entities, State Owned Enterprises and other government agencies on specific transport issues. For example, on road safety we work closely with the New Zealand Transport Agency, NZ Police, Ministry of Health and the Accident Compensation Corporation.

We also actively engage with other government agencies such as the Ministry for the Environment to bring a transport perspective to their work on resource management reform; and the Border Executive Board (of which we are a member).

OVERVIEW

What we do

We are the Government's lead adviser on transport matters. We deliver three key functions: policy advice, Crown Entity governance, and sector leadership and stewardship, along with statutory responsibilities.

We provide advice and influence government decision-making

We advise the government across a range of areas including:

- transport policy, including advice on:
 - transport system direction and strategy
 - regulatory stewardship
 - investment, revenue and regulatory settings
 - development of international standards
- governance & Crown Entity monitoring, including:
 - board appointments
 - performance expectations for individual Crown Entities
 - Crown Entity performance monitoring.

Purpose of our advice

Our advice supports the Minister of Transport and Cabinet to take informed decisions on transport related matters. We strive to provide advice that tells a compelling story and has influence with Government decision-makers. To do that, we ensure that our advice is:

- linked to the Government's wider policy objectives
- evidence-led
- cognisant of risks
- future focused and implementable.

We are the steward for the transport system

The transport system is increasingly complex, with central government playing varying roles including as planner, funder, partner, regulator, and enforcer.

Our role as steward is to align, co-ordinate and monitor the transport sector to collectively deliver transport outcomes New Zealanders need today and in years to come.

Our small size combined with the breadth and complexity of the transport system means we must adopt a variety of approaches to do this, ranging from providing guidance through to direction setting and developing Long Term Insights Briefings.

A core principle of the public service is to proactively promote stewardship, including:

- its long-term capability and its people
- its institutional knowledge and information
- its systems and processes
- its assets
- the legislation administered by agencies.

We will continue to evolve our system performance framework, including using robust information and evidence more systematically in our policy advice and monitoring frameworks.

Additionally, for the Ministry, being the system steward includes supporting Transport Ministers to act as good stewards of the public interest, by:

- maintaining public institutions, assets, and liabilities
- maintaining the currency of any legislation administered by their agency
- providing advice on the long-term implications of policies.

Our operating environment

An effective and efficient transport system is integral to New Zealand's success. Transport connects New Zealanders to work, education and social opportunities and serves as a critical enabler for our economic activity domestically and abroad.

New Zealand's economic prosperity is underpinned by a transport network that enables people and freight to move around efficiently, quickly, and safely. The Government has an ambitious land transport investment agenda with the overarching aim to support economic growth and productivity in the New Zealand economy.

The Government's goal for transport is an effective, efficient, safe, secure, accessible, and resilient transport system that supports the growth of our country's economy to deliver greater prosperity, security and opportunities for all New Zealanders.

Through our advisory and stewardship roles, we support the Government to achieve its priorities. As a sector, we will need to navigate a number of significant challenges in our broader operating environment.

New Zealand, like many countries around the world has experienced higher inflation and interest rates in recent years. This has a real impact for many New Zealanders as they experience higher costs of living.

Government debt has grown to more than \$170b, which coupled with the cost of living challenges, has placed a greater imperative on the public service to focus on the things that really matter and lift its efficiency.

At the same time, we know that New Zealand has a large infrastructure deficit that will require us to ensure new investment is being put to its best use, improve how we procure, build and maintain infrastructure, and consider approaches that better manage and spread demand on our network to optimise the use of our networks.

In transport, there is continued demand for investment to provide new infrastructure, appropriately maintain existing infrastructure, and to provide additional transport services. Responding to this demand will require us to make better use of the range of funding and financing tools and alternative delivery models that are available to us.

Road deaths and serious injuries place a substantial burden on families, society, the economy, and the health sector each year. Improving road safety in an efficient manner is a priority.

The increased frequency of extreme weather events is a major challenge for the transport system – posing critical questions around the resilience of existing and future infrastructure, and our capacity and capability to respond to individual events.

The transport system also needs to be ready to adapt to, and benefit from, new technologies. Whether they be drones, driverless vehicles, autonomous vessels or alternative fuels, we need to be open to their implementation as part of a safe, secure and productive transport system.

The Government's priority to deliver better public services more efficiently puts an emphasis on ensuring taxpayers receive value for money from the significant investment made in transport. The Ministry will need to be able to deliver its stewardship role across the Government's transport policy priorities in a fiscally constrained environment.

This will require us to be adaptable and nimble at managing our resources to ensure effort is directed to work that matters most in the delivery of our strategic priorities. We are developing a strategic workforce plan to ensure we are building and retaining the critical skills we will require in the medium term within our baseline position.

OVERVIEW

The transport sector and our long-term outcomes

The wider government transport sector includes six Crown entities and three State Owned Enterprises:

Crown Entities

- Auckland Light Rail Limited
- City Rail Link Limited
- Civil Aviation Authority (including Aviation Security Service)
- Maritime New Zealand
- New Zealand Transport Agency
- Transport Accident Investigation Commission

State Owned Enterprises

- Airways Corporation
- KiwiRail
- MetService.

Our long-term outcomes

The Transport Outcomes Framework helps us understand system performance over time and identify our future priority areas.

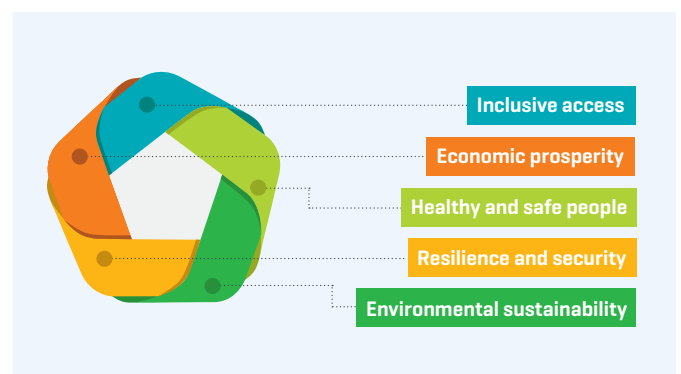
The Ministry led the development of the Transport Outcomes Framework in 2018 with four of the transport Crown Entities. The long-term outcomes are, therefore, seen as shared outcomes across the wider government transport sector.

The framework is designed to be high level and enduring, reflecting that different governments will have different priorities, and that the framework can help governments both articulate their priorities and to understand where the trade offs might be between priorities.

The five components of the Transport Outcomes Framework are:

- **Economic prosperity:** Supporting economic activity via local, regional and international connections, with efficient movement of people and products
- **Environmental sustainability:** Transitioning to net zero carbon emissions, and maintaining or improving biodiversity, water quality and air quality
- **Healthy and safe people:** Protecting people from transport-related injuries and harmful pollution, and making active travel an attractive option
- **Inclusive access:** Enabling all people to participate in society through access to social and economic opportunities, such as work, education, and healthcare
- **Resilience and security:** Minimising and managing the risks from natural and human-made hazards, anticipating and adapting to emerging threats, and recovering effectively from disruptive events.

Figure 1: Transport Outcomes Framework



Our strategic priorities 2024–2028 – focusing on what’s really important in the medium-term

The Ministry has limited resources that it can apply to both address policy challenges across the transport sector and fulfil its stewardship responsibilities.

Being clear on where we need to focus our resources is key to make the greatest difference to the lives of all New Zealanders while maintaining value for money.

Our Strategic Priorities to 2028

The Ministry has a strong focus on supporting economic growth and productivity across not only our strategic priorities, but all of our work programmes.

Our three strategic priorities to 2028 are:

- Supporting economic growth and productivity
- Improving road safety
- Strengthening our monitoring and assurance function.

Why we chose these priorities

The Government has an ambitious transport work programme, including large scale infrastructure and service delivery in the land transport sector and improving outcomes in the maritime and aviation sectors. Our three strategic priorities have been agreed with the Minister of Transport and reflect the Government’s priorities.

Delivery of these priorities will enable us to meet the Minister of Transport’s expectations and support improved performance across the transport system.

Our operating environment will continue to evolve, and this may require us to amend our strategic priorities over the next four years.

Being flexible means we are able to adapt to circumstances and re-direct our resources to respond quickly to emerging challenges such as extreme weather events, a global pandemic, or any other event that may occur.

How we will report progress against our strategic priorities

We will report progress against the strategic priorities in our annual report each year. We will do this by reporting on progress against the ‘success statement’ for each priority which includes quantitative and qualitative measures where relevant. We will also monitor progress against the policy programme as agreed with the Minister of Transport.

OUR PRIORITIES

Priority 1: Supporting economic growth and productivity

Context

The country requires more investment to ensure we can build and maintain a fit-for-purpose transport network that supports New Zealand's economic prosperity.

The transport system is a critical enabler of economic activity, both domestically and in connecting New Zealand to international economic markets. It is essential that New Zealand invests in a fit-for-purpose transport network that can unlock and support increased levels of economic growth and productivity.

A core focus is on ensuring transport investment and regulatory settings are aligned to and enable this growth and New Zealanders are provided with a well maintained and reliable transport network.

Programmes such as the new Roads of National Significance, Roads of Regional Significance, and major public transport projects can support economic growth and productivity, particularly given that State highways carry most of New Zealand's inter-regional freight and link major ports, airports and urban areas. These investments will enable faster, safer and more reliable journeys, support getting goods to market sooner, and can also unlock access to greenfield land for housing development and support greater intensification to ultimately improve housing supply, choice and affordability.

What we will do

We have two major programmes to support New Zealand's economic growth and productivity:

- **Programme 1:** Transitioning the revenue system
- **Programme 2:** Modernising the aviation system.

How we will monitor our progress

We will monitor delivery of our revenue and aviation work programmes over the four-year period and report progress each year in our annual report.

Programme 1:

Transitioning the revenue system

A sustainable and fair revenue system is a critical foundation for the development and maintenance of a fit-for-purpose transport network that supports New Zealand's economic prosperity.

Our key actions

Over the next four years, we will support the Government to review and reform the land transport revenue system.

We will also provide advice to Ministers on new funding and financing tools – both to help finance the delivery of significant infrastructure, and to modernise the revenue collection system for roading.

Our key actions include:

- Implementing a modernised road user charges system for all road users by as early as 2027
- Introducing new revenue tools, greater use of tolling, and road pricing levers
- Exploring smarter use of a range of financing approaches and tools to fund new infrastructure
- Streamlining compliance and enforcement to reduce revenue leakage.

Why this is important

Our large infrastructure deficit coupled with shifting transport user behaviour will require us to think differently about how we fund and deliver transport infrastructure.

Compared to other jurisdictions, New Zealand makes only limited use of revenue tools like tolling and value capture. Without making better use of these tools, we will have limited revenue to make the investments we need in our roading infrastructure and other transport services.

Our existing revenue tools are based on fuel usage and consequently will erode as fuel efficiency improves.

Success statement

Successful implementation of the revenue programme will lead to fairer and more transparent price signals and revenue collection, and sustainable revenue levels to support maintenance and operation of the transport network.

Programme 2:
Modernising the aviation system

While New Zealand's aviation system is safe and secure by international standards, there are signs that it isn't as efficient as it could be. Any inefficiencies impose unnecessary costs on the travelling public and business.

Why this is important

The aviation system plays a critical role in our inter-regional and international connectivity. It facilitates much of our longer-distance travel between our cities and larger towns, and it is responsible for the movement of more than \$10b of often time sensitive export freight each year.

Costs have been increasing across the aviation sector, reflected in both higher airfares for consumers and higher costs on airlines and other sector participants.

There is a strong case, therefore, for the sector as a whole to focus on improving its efficiency wherever possible.

Our key actions

Over the next four years, we will support the Minister of Transport's drive to improve the efficiency of the aviation system and support the Minister for Space to ensure that New Zealand is ready to take on board the benefits of emerging aviation technologies.

Our key actions include:

- Delivering the successful implementation of the Civil Aviation Act reforms and supporting and monitoring ongoing improvements to the Civil Aviation Authority's performance
- Establishing a funding and fees regime that enables the Civil Aviation Authority to be financially self-sustaining and ensures it operates efficiently and effectively
- Reviewing the aviation security and safety system to ensure that current standards are maintained while achieving better efficiency and value for money
- Supporting the Government's work programme to deliver a lower cost and more certain regulatory regime for advanced aviation.

Success statement

Successful implementation of work to modernise the aviation system will lead to consumers and providers receiving effective services, delivered with improved efficiency.

OUR PRIORITIES

Priority 2: Improving road safety

Context

A safe transport system is critically important. The steady decline in deaths and serious injuries we observed between the 1980s and early 2010s has slowed over the past decade. There were 341 deaths on our roads in 2023, down from 371 deaths in 2022.

Improving safety on our roads is complex and requires co-ordinated action from a wide range of agencies including the New Zealand Transport Agency (NZTA), the NZ Police, Road Controlling Authorities and the Accident Compensation Corporation (ACC).

What we will do

Over the next four years, we will support the Government to put in place an updated approach to road safety in New Zealand.

Our key actions include:

- Introducing a new set of objectives and intended actions for road safety that will focus on safer roads, safer drivers, and safer vehicles
- Amending drug driving legislation to enable roadside oral fluid testing for drug driving
- Reviewing and modernising the fines and penalties regime for traffic offences
- Working with NZ Police and NZTA to set ambitious targets for road policing
- Refreshing and improving the graduated driver-licensing system
- Progressing a new Land Transport Rule: Setting of Speed Limits to ensure economic impacts and community views are considered alongside safety when Road Controlling Authorities set speed limits.

Further actions will be investigated if we do not see an observable improvement in safety on our roads.

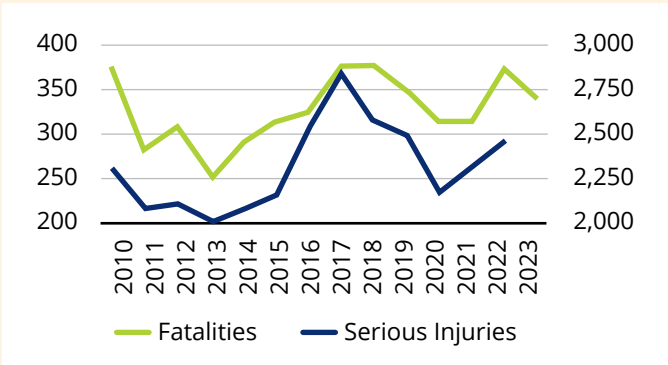
Why this is important

Crashes on our roads have significant impacts for families and we simply have too many deaths and serious injuries every year.

Poor road user choices affect everyone on the road.

Alcohol and drugs are significant contributors to fatal crashes in New Zealand, and there is an opportunity to strengthen incentives on drivers to drive safely. Around 50% of New Zealanders think the risk of being caught drinking and driving is small. Only 40% think it is likely they will be tested for drugs at a Police checkpoint.¹ Additionally, around half of drink-drive offenders are repeat offenders.²

Figure 3: Road fatalities and serious injuries



Success statement

Successful implementation of these actions, alongside the actions taken by a range of other actors as part of a system, will lead to a sustained reduction in the rate of road fatalities and serious injuries over time.

How we will monitor our progress

We will monitor and report based on progress against the 'success statement' above and New Zealand's road safety objectives and principles for 2024–27 as agreed with the Government.

1 NZTA Waka Kotahi Public Attitudes to Road Safety 2022, available at www.nzta.govt.nz/assets/resources/public-attitudes-to-road-safety/public-attitudes-to-road-safety-report-2022.pdf

2 www.justice.govt.nz/justice-sector-policy/research-data/justice-statistics/data-tables/ [driving under the influence data tables]

Priority 3: Strengthening our monitoring and assurance function

Context

The Government is focused on value for money and efficiency, including in transport. The Ministry plays a crucial role in advising and providing assurance to the Minister of Transport on the performance of the transport system and the operations of the transport Crown Entities.

To fulfil its stewardship role, we need to understand the performance of transport networks and drive a focus on value for money and efficiency in Crown Entities. Making greater use of data and evidence to build a system view of performance and inform evidence-based policy advice is essential and a central focus for us.

We will continue to evolve our system performance framework, using this information more systematically in our policy advice and monitoring frameworks. This will help us better fulfil our role and drive the performance of the transport system.

What we will do

Over the next four years we will deepen our understanding of how the transport system is performing and strengthen our monitoring and assurance function.

Our key actions include:

- Strengthening formal accountability processes to ensure that Crown Entities are performing against relevant quantitative measures that provide insight to the public and decision-makers on performance
- Lifting our capacity to facilitate structured quarterly discussions on performance between the Minister and Crown Entity Board Chairs
- Developing a better understanding of how the transport system is performing – including enhancing our tools and frameworks – to ensure the system is delivering value for money given the significant public investment in transport
- Focusing on the efforts being made by Crown Entities to lift the quality of their business-cases and cost estimation for major projects.

Why this is important

Government transport agencies are responsible for more than \$8 billion of expenditure each year. Through their investment, regulatory and service delivery roles, they play an important part in the operational efficiency and safety of our land transport, aviation and maritime systems.

Regulatory practice needs to effectively balance economic growth and productivity, increased maintenance and resilience of existing infrastructure, safety, and value for money.

Improving our understanding of system performance will support delivery of higher quality evidence-based advice to Ministers, leading to better outcomes for New Zealanders.

Success statement

Successful implementation of these actions will lead to better performance from Crown Entities, and higher quality information on the performance of the transport system that enables better decision making.

How we will monitor our progress

We have a work programme focused on delivering this strategic priority, which we will monitor over the four-year period.



Te Kāwanatanga o Aotearoa
New Zealand Government

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