



Meeting of the Hawke's Bay Regional Council

Date: Wednesday 26 May 2021
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Venue: Council Chamber
Hawke's Bay Regional Council
159 Dalton Street
NAPIER

Late Items Attachments Excluded From Agenda

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25.	Report & Recommendations from the 14 May 2021 Regional Transport Committee Meeting	
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Hawke's Bay Regional Land Transport Plan
2021 – 2031



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Hawke's Bay Regional Land Transport Plan
2021 - 2031

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Executive summary

The Hawke's Bay Regional Land Transport Plan 2021–2031 (RLTP) sets out a picture of the Hawke's Bay community and the current state of the transport network, the context for developing the Plan, the key issues it addresses and the priorities for future investment. It takes an integrated and strategic approach to address the current and anticipated transport issues facing the region by setting out:

- The context in which the transport system operates.
- The vision and strategic objectives for the transport system.
- The priorities for investment – key areas where further investment is required in order to achieve the vision and objectives.
- A prioritised regional programme of transport activities.

The RLTP has been developed by the Hawke's Bay Regional Transport Committee (RTC), which is a joint committee of the region's councils as well as Waka Kotahi NZ Transport Agency (Waka Kotahi).

The vision in this RLTP is that:

Hawke's Bay's transport network fosters a vibrant, accessible and sustainable carbon neutral Hawke's Bay

The objectives adopted to reach this vision aim to:

- Achieve a safe transport system for users.
- Achieve a transport network that is resilient, reliable and efficient.
- Provide transport choices to meet social, environmental and cultural needs.
- Develop a transport system that contributes to a carbon neutral Hawkes Bay
- Minimise travel demand through planning and development.

The RTC has developed a Hawke's Bay Transport Business Case to inform the draft Regional Land Transport Plan. It includes extensive analysis of the existing conditions, constraints and opportunities facing transport in the region. This resulted in a regional work programme, captured in the RLTP, that contributes to shared regional prosperity and well-being. The RTC has also taken into account the strategic direction provided by the Government through the Ministry of Transport's Outcomes Framework and the Government Policy Statement on Land Transport 2021, as well as guidance provided by regional and local plans, strategies and policies.

The content of this draft RLTP has been impacted by the COVID-19 pandemic. The pandemic has also had a material impact on the community, on the regional the economy, on primary industry and on the transport of goods, services and people. However, while the pandemic creates uncertainties, it has not changed the RTC's focus on developing a transport network that enables the region to become vibrant, accessible and sustainable.

1. Introduction

This Regional Land Transport Plan (RLTP) is the primary document guiding integrated land transport planning and investment in the Hawke's Bay region.

This Plan has been developed by the Regional Transport Committee (RTC) comprising the Hastings, Wairoa and Central Hawke's Bay district councils, Napier City Council the Hawke's Bay Regional Council and Waka Kotahi (the NZ Transport Agency). Its adoption and implementation is the collective responsibility of these organisations.

The RLTP:

- Sets the strategic transport direction to guide transport activities in Long Term Plans (LTPs).
- Identifies the agreed view of regional transport priorities to inform the National Land Transport Programme (NLTP).
- Sets the long-term vision and strategic direction for the region's land transport system.
- Identifies the agreed regional transport priorities for investment in the short to medium term.
- Presents the activities of Approved Organisations in an integrated three-to-six-year programme, which is consistent with the Government Policy Statement on land transport (GPS), as a bid for funding from the National Land Transport Fund (NLTF).
- Addresses issues that cross regional boundaries.
- Provides the basis for communication of the region's transport direction and priorities with stakeholders and the general public.

The relationship of the RLTP with other key stakeholders and the wider transport and land use planning and funding context is set out in the diagram below.

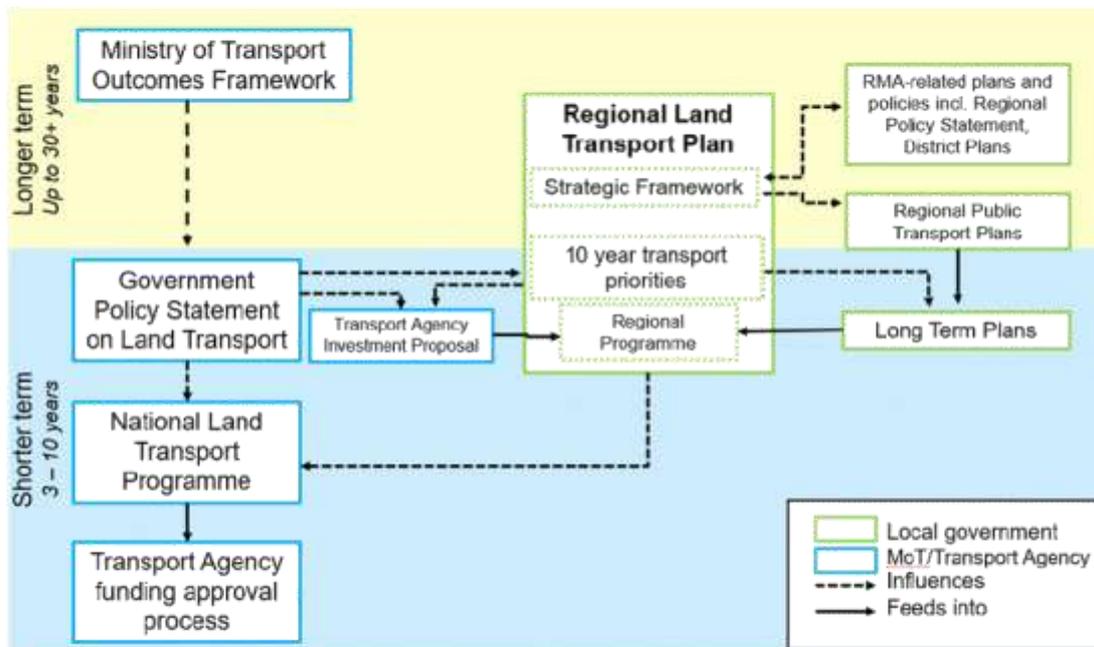


Figure 1: Stakeholders

2. Strategic Context

This section provides an overview of the region, together with key trends and issues impacting the region's transport system. These matters have informed the objectives and investment priorities for the region's transport system, which are outlined in subsequent chapters.

2.1 Our region

Hawke's Bay covers 1.42 million hectares, lies on the east coast of the North Island and includes Wairoa, Hastings and Central Hawke's Bay district councils and Napier City Council. The region adjoins Bay of Plenty, Waikato and Manawatū-Whanganui regions and Gisborne District. The Heretaunga Plains, at the centre of the region are characterised by highly productive horticultural land and the two major urban centres of Napier and Hastings are located only 20 kilometres apart, with a number of other small satellite settlements close by. The productive Ruataniwha Plains can be found to the south, Otane, Waipawa and Waipukurau are within an hour's commuting distance of Hastings and Napier and have seen significant growth in recent years. Wairoa is a more isolated settlement to the north. All three district councils having a large percentage of arable and pastoral farming.

2.2 Landscape and Climate

In the north of the region, much of the land is unstable, highly erodible and deeply incised by rivers and streams. In the centre and in the south, more extensive plains have been formed. In the west all these lands are bound by high axial ranges and by lower limestone hills in the east south of Napier. This landscape restricts movement north and south and to other regions to two main corridors. It also results in state highways that are hilly, winding and narrow in places, creating challenges for driver safety. There is also potential for earthquakes to adversely impact on transport resilience in this landscape. In contrast, much of the terrain in urban centres and townships is relatively flat which is favourable for active walking and cycling modes of travel.

Wairoa's connectivity to the Hawke's Bay and Gisborne regions is particularly vulnerable and its resilience and safety is at risk because of existing road design, climate and climate change and potential earthquakes.

Hawke's Bay's weather is sunny and warm overall, with hot dry summers. However, storm systems from the north and east affect the region seasonally and can cause significant rainfall events to occur. Wairoa District, with the highest rainfall in the region, is particularly susceptible to erosion as a result.

The region is increasingly likely to suffer drought as a result of climate change and biosecurity hazards could become more prevalent as a result. Extreme, rare rainfall events are projected to become more severe and frequent in the future. The intensified extremes of wet and dry climatic events in Hawke's Bay will exacerbate the region's vulnerability to road failure and disruptions. Short duration rainfall events have the largest relative increases compared with longer duration rainfall events. Hawke's Bay is also vulnerable to natural hazards such as earthquakes and coastal erosion. These hazards combine to increase the cost of infrastructure maintenance and repair and disruption to the economy.

In June 2019, the Hawke's Bay Regional Council declared a climate emergency recognising global warming to be an urgent and pervasive threat to human and ecological wellbeing. HBRC has also set a goal for the region to be carbon neutral by 2050 aligning with timeframes for similar national targets. In December 2020, Parliament declared a climate emergency, making New Zealand the 33rd country in the world to do so. Climate change effects expected in Hawke's Bay that will impact on the transport network include higher average annual temperatures and more heatwaves, increased severe floods and sea level rise.

Many of the climate change trends will exacerbate existing natural hazard threats.

2.3 Our people

Population and residential growth

Hawke's Bay is home to approximately 174,000 people, with 80% of those living in Napier or Hastings. The population is expected to increase by 18% to 195,900 by 2043 according to the December 2019 Stats NZ high growth prediction scenario. The impacts of long-term population projections are likely to be impacted by the COVID-19 pandemic, and assumptions used for forecasting will need to be reviewed and monitored.

The 2018 Census usually resident population data for each of our districts was:

	2006	2013	2018	% increase since 2013
Central Hawke's Bay District	12,957	12,717	14,142	11.2
Hastings District	70,842	73,245	81,537	11.3
Napier City	55,359	57,240	62,241	8.7
Wairoa District	8,484	7,890	8,367	6.0
Hawke's Bay Region	147,783	151,179	166,638	10.2

Table 1: Population Growth

By far the largest proportion of population growth has been due to net migration to the region, rather than natural population increase. The population is ageing quickly, with 18.5% of our population aged 65 or over, compared with just 15.6% nationally. In 2018, those over 65 years old made up just 18% of the residential population; by 2043 28% of Hawke's Bay's population is expected to be 65 or over, a 55% increase. The ageing population will change housing needs (smaller, more centrally located housing), increase the number of retirement villages constructed¹ and may change travel patterns, with less peak commuter travel. However, counter-balancing this is a trend for working past 65, and increased travel for recreational activities by retirees and increasing private vehicle ownership and use.

There is considerable variation across the region in a range of social indicators. Hawke's Bay's median income is \$77,700, compared with \$89,100 nationally and \$62,200 in Wairoa District.

Most of Wairoa, Flaxmere and Maraenui rate at Decile 10 on the Social Deprivation Index, while Havelock North, Bluff Hill, Taradale and Greenmeadows are Decile 1.

The Heretaunga Plains Urban Development Strategy (HPUDS) 2017 aims to protect valuable horticultural land, allow distinct identities for the two cities and ensure that community facilities and infrastructure are integrated and affordable. The strategy plans to accommodate population growth by achieving urban development that is 60% intensification, 35% greenfield, 5% rural by 2045, with balanced supply between Napier and Hastings.² A further review of the Strategy will commence in 2021 in order to incorporate 2018 Census data and the consequent subnational projections of population and households.

Napier City Council is reviewing its District Plan and proposes future greenfields growth areas for the western hills behind Taradale. This is in addition to the Mission Residential Precinct which will provide around 550 homes. The move to the hills is in response to concerns about the flat growth areas within Napier's boundaries, which are subject to natural hazards such as flooding and tsunami risk. However, these proposals are at an early stage of consultation and yet to be incorporated in HPUDS, which currently includes areas identified in 1993 for growth in behind Te Awa and Riverbend Road. Napier City Council also plans for intensification in the CBD.

¹ There are four new retirement villages under construction in Hawke's Bay during 2020.

² <https://www.hpuds.co.nz/assets/Document-Library/Strategies/2017-Heretaunga-Plains-Urban-Development-Strategy-incl-Maps-AUG17.pdf>

In the Hastings District, the focus is on residential development as close to existing urban areas as possible, but which avoids the loss of high-quality soils. Hastings is also planning further urban intensification within the CBD and selected residential neighbourhoods.

Due to the close proximity of two urban centres with major industry, education, health and transport facilities distributed between them, commuting between the two cities is significant. Census data shows major flows at peak times, in particular from the Taradale and Greenmeadows area of Napier to the central and western areas of Hastings. Educational travel between the cities is also a major contributor to peak time commuting, with the Eastern Institute of Technology drawing students to southern Taradale and special character schools dispersed across the Heretaunga Plains.

As house prices have increased rapidly in Napier and Hastings, more people are now living in Central Hawke's Bay but commuting to employment or education in Napier or Hastings, which also increases travel demand. This is reflected in the significant increase in population in the district between 2013 and 2018.

Central Hawke's Bay is preparing a second-generation District Plan review for notification in May 2021. Preparing for projected growth and development has been a major focus of the review. However, based on the high-level residential development capacity analysis undertaken for the review it was found that the main urban towns of Otane, Waipawa and Waipukurau theoretically have capacity within the existing Residential /Rural Township Zone boundaries to accommodate projected household growth over the next 30 years.

2.4 Our Economy and Employment

Hawke's Bay's rural land is used for pastoral farming and forestry, horticulture and viticulture. There is almost 20,000 hectares of land on the Heretaunga Plains dedicated to horticulture, including almost 5,000 to apple production and 3,600 to viticulture. The value of this land to the Hawke's Bay economy is very significant and the Heretaunga Plains Urban Development Strategy 2017 aims to protect it from necessary encroachment by residential or other development.

Agriculture, forestry and fishing was the largest contributor to an overall increase in Hawke's Bay's GDP between 2009 and 2019, with an increase of \$190 million.

The pipfruit sector has seen significant growth in plantings in Hawke's Bay; it is estimated that over 1 million new trees have been planted in the region in the last two years. Hawke's Bay has 55% of the apple growing area in New Zealand. While production is increasing significantly, this is largely due to intensification, rather than to major increases in land area under production.³ The increase in production has flow-on effects for the transport network. A record apple crop drove an 8.6% increase in containerised apple exports through Napier Port in 2019.

Agriculture, forestry and fishing make the largest contribution to employment (13.8%), followed by manufacturing (12.4%) then health and social services (11.2%).

There are 134,841 hectares of plantation forests in the region – up from 128,100 hectares in 2012. Timber products are a major export and Napier Port saw a 17% increase in log volumes handled in 2018-19, representing a doubling of log volumes over the last three years.⁴ Increases in forestry plantings as a result of the Climate Change Response (Zero Carbon) Amendment Act could have a particular effect in the Wairoa District, which has already seen 8,486 hectares of sheep and beef land converted to forestry. This may impact on employment⁵ and forecasts also indicate that one-way logging truck movements on SH2 from Wairoa will increase from 171 per day in 2017 to 278 by 2023.

The main processing centres for rural produce are concentrated in and around Tomoana/Whakatu, Omahu Road and Irongate areas in Hastings, and the Awatoto and Onekawa areas in Napier.

³ <https://www.westpac.co.nz/assets/Business/Economic-Updates/2019/Monthly-Filks-2019/NZ-Over-the-Fence-7-June-2019.pdf>

⁴ <https://www.napierport.co.nz/wp-content/uploads/2019/11/Annual-Report-2019.pdf>

⁵ <https://beeflambnz.com/research-afforestation-impacts-wairoa>

Tourism has been a growing industry within our region due to the attraction of the climate, unique Art Deco architecture, New Zealand Cycle Trails and wine and food reputation. The regional tourism spend for the year to the end of October 2020 was \$640m, a decrease of 5%. However, the October 2020 spend was an 18% increase on the previous October. The yearly spend includes \$508m from domestic tourism and \$132m international⁶. The COVID-19 pandemic is estimated to be less detrimental to Hawke's Bay's tourist numbers than some other regions, due to the significant proportion of tourism spend from within New Zealand. With overseas travel not possible in the short term, Hawke's Bay could benefit from more domestic travel, although this is likely to be tempered by the economic after-effects of the pandemic.

Increasing tourism, especially during the summer months is increasing traffic. Lake Waikaremoana's Great Walk also attracts both domestic and international visitors to the Wairoa District. Rocket Lab's launch site on the Mahia Peninsula also adds traffic.

Central Hawke's Bay District is developing opportunities for tourism based around the area's rich cultural heritage. The district is also promoting its NZ Cycle Trails Heartland Ride and other cycling events.

While Hawke's Bay has traditionally had a higher unemployment rate than NZ overall, this had declined to the national average of 4.3% by 2019, the lowest since 2007. However, Hawke's Bay's NEET⁷ rate of 16.1% is higher than the national average of 12%.



Figure 2: Unemployment Rate 2000 - 2019

In 2019, there were 83,076 filled jobs in Hawke's Bay, an increase of almost 8,000 jobs in the last five years.

⁶<https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/monthly-regional-tourism-estimates/>
⁷ The NEET rate measures the proportion of people aged 15–24 years who are not employed or engaged in education or training.

The growth in mean income in Hawke's Bay was 4.2%, compared with 3.8% national growth.⁸ However, the benefit of this growth was unevenly spread across the region, with Wairoa District continuing to have a higher unemployment rate and lower mean income than Napier and Hastings.

The 2020 COVID-19 pandemic is forecast to contract the Hawke's Bay economy by 6.2% and raise unemployment to 8.4%, although Hawke's Bay is likely to be less affected than other parts of New Zealand. However, Māori as well as low-income households will be particularly vulnerable to job losses. Retail, food services and accommodation will be worst hit, with likely little disruption to primary production and food manufacturing.

Such a varied economic and social profile means the transport disadvantaged may become more isolated and vulnerable with access to social services increasingly difficult.

3. Our Transport System

3.1 Road Safety

Hawke's Bay has a relatively poor road safety record. With the increase in vehicles on our roads and the increased kilometres travelled around the region, road deaths and serious injuries have also increased over the last five years, which is consistent with a concerning national trend. (Figure 1 below shows the number of DSI crashes per year since 2010.)

For example, Hastings District experienced an increase in deaths and serious injuries of around 4% each year between 2015 and 2019, after a previously declining trend. Wairoa District residents are at the highest personal risk in the country for many crash types.

In Hawke's Bay 3,499 people over 20 have held their Learners, and 5,060 have held their Restricted, Licence for over five years.⁹ This shows that many Many Hawke's Bay drivers do not get their licenses or do not proceed beyond learners or restricted licenses. This impacts on people's well-being and employment prospects and has significant impacts on regional prosperity and crime. This is a particular issue in rural areas, including Central Hawke's Bay and Wairoa, where there is no driver licensing facilities.

New Zealand's state highways are assigned star ratings indicating the safety of the road environment. 47% of Hawke's Bay's roads have a low 2 star rating (kiwiRAP, NZ Road Assessment Programme¹⁰). One star represents roads with poor alignment, in mountainous terrain, narrow lanes, narrow shoulders, severe roadside conditions and many major intersections and two star represents many major deficiencies such as poor alignment, poor roadside conditions and median protection, and poorly designed intersections at regular intervals.

Hawke's Bay roads are subject to significant geological and climate limitations which mean there is a need for investment to both maintain the existing road corridors and to provide improved road safe infrastructure, especially in the narrow and winding parts of SH2 and SH5.

Speed is also a factor in managing deaths and serious injuries, and speed management alongside infrastructure investments and driver education will reduce road deaths and serious injuries.

There have been significant safety improvements to the region's strategic routes over the last five years, with more planned. These include major intersection upgrades, retrofitting of guardrails, centre wire

⁸ <https://ecoprofile.infometrics.co.nz/hawke%2527s%2bBay%2bRegion/StandardOfLiving>

⁹ MAP OF HAWKE'S BAY DRIVER LICENCING Prepared for the Driver Licencing Stakeholder Group (Matariki 2.4D, action from the Matariki Hawke's Bay Regional Development Strategy for economic, inclusive and sustainable growth) 2020

¹⁰ http://www.kiwirap.org.nz/scoring_bands.html

rope barriers, shoulder-widening and a range of other measures, mainly on state highways across the region.

The Road to Zero road safety strategy's first action plan¹¹ sets out a range of key actions for 2020-22 across the five focus areas - infrastructure improvement and speed management, vehicle safety, work-related road safety, road user choices and system management.

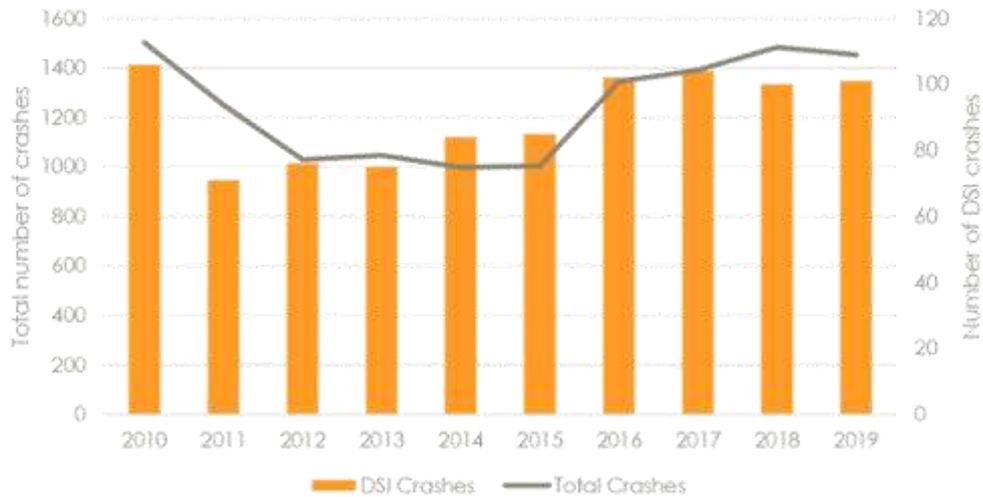


Figure 3: Crashes by year for the Hawke's Bay region (2010-2019)

3.2 Greenhouse Gas Emissions and Climate Change

In June 2019, HBRC joined other Councils across New Zealand and declared a climate emergency for the Hawke's Bay region. This declaration recognises the urgency of responding to climate change in order to avoid the most damaging effects in the longer term. The transport system is responsible for about one-fifth of New Zealand's climate changing greenhouse emissions and transport emissions doubled between 1990 and 2018. According to the national greenhouse gas emissions inventory, annual transport emissions in NZ increased over the 2013 to 2020 period with household transport emissions increasing by 15% between 2011 and 2017. This increase in emissions is driven by population growth with the demand for petrol and diesel for road transport increasing.

In Hawke's Bay, a growing vehicle fleet and an increase in the number of vehicle kilometres travelled is contributing to this growth in emissions.

The light vehicle fleet registered in Hawke's Bay was 132,929 in 2018, which is 42.5% higher than in 2001. However, this increase cannot all be attributed to population growth, as vehicle ownership per capita across Hawke's Bay grew by 8% between 2015 and 2018 and is now 29% higher than it was in 2001.

Hawke's Bay residents are therefore now more likely to own a vehicle and use it to get around, and this is reflected in growth in vehicle kilometres travelled in the region. This sits at 1.65 billion kilometres (2018), an increase of 16.2% since 2014.

Private vehicles make up about 90% of the mode split for travel to work, and about 60% for travel to education, indicating a community that is very car dependent.

¹¹ https://www.transport.govt.nz/assets/Uploads/Report/Road-to-Zero-strategy_final.pdf

While the energy efficiency of the overall vehicle fleet is improving, uptake of electric vehicles in Hawke's Bay is growing from a low base, with an increase in electric vehicles registered from 201 to 309 during 2019.

Use of rail for freight, including through reinstatement of the Gisborne to Napier link has the potential to reduce emissions and reduce infrastructure maintenance investment on state highways.

Investing in walking, cycling and public transport networks to provide feasible transport choices, increasing the share of freight on rail, and ensuring land use development is integrated with sustainable transport modes will be essential to achieve regional and national greenhouse gas emission targets. Reducing vehicle travel and increasing electric vehicles in the fleet also have a part to play.

HBRC has proposed appointing a 'Climate Change Ambassador' who will bring councils, mana whenua, youth and other key organisations together to plan and take sustained and collective action to tackle climate change. Coordination of actions across councils, agencies, business and community to reduce greenhouse gas emissions from a wide range of sources - not just the transportation system, is important and an integrated blueprint will be invaluable.

How we design, build and operate our infrastructure can affect how vulnerable it is to climate change impacts.

The major effects of climate change in Hawke's Bay that may impact on the transport network are sea level rise and the increasing severity of weather events, including storm surges along the coast and extreme flood events¹² exacerbating resilience deficiencies in the current network. Increasing dry periods and warmer days may also deteriorate sealed road surface conditions. The increased frequency of extreme weather events as a result of climate change will put pressure on existing maintenance budgets and may make it increasingly difficult to fund improvements to some parts of the transportation network.

Climate change may also have a significant effect on primary production, necessitating changes in land use or location of production, along with consequent change in freight demand.

3.3 Health Outcomes

Hawke's Bay has the lowest physical activity rate in New Zealand. The region also has one of the highest overweight/obesity rates in the country, with over 70% of adults and over 35% of children aged 2-14 years considered overweight/obese. One of the key factors that contributes to a sedentary lifestyle that leads to poor health outcomes is car dependency. Walking and cycling for transport is one of the most practical and effective ways of incorporating physical activity into daily life.

3.4 Network Resilience

Maintaining a resilient network in the face of more frequent extreme weather events and potential earthquakes will be an ongoing challenge for the region. Lack of resilience in the network can isolate rural communities and areas of primary production, negatively affecting the region's social and economic outcomes. Resilience is a particular issue for connectivity to Wairoa both from the south and to the north to Gisborne, as well as to the popular Mahia peninsula.

Roading assets are ageing in the Hastings District, and the councils have commenced a seven-year programme of prioritised bridge strengthening to accommodate high productivity motor vehicles. This targeted investment is also intended to protect lifeline routes and add resilience by providing alternative routes when needed.

¹² For example, the 2020 NIWA Tairāwhiti-Hawke's Bay climate change projections and impacts report estimates that there are 680 kilometres of roads exposed to fluvial (river) flood hazard in the region.

The resilience of the strategic network between Napier and Hastings (including SH2, SH50 and SH51) can be an issue if peak time disruptions occur, with sometimes lengthy diversions onto alternative routes and significant congestion.

3.5 Roding Network/Vehicle Travel

The State Highway network connects both communities and freight to the rest of the North Island and within the region to work, education, goods and services.

The region is serviced by State Highways 2, 5, 50 and 51, as shown on the map below.

SH2 north connects the region to Wairoa, Te Urewera, Gisborne and Opotiki. SH5 connects us to the central North Island. SH2 south links the more urban areas of Napier and Hastings to Central Hawke's Bay and onto Wellington as well as the Central North Island Freight Hub in Palmerston North. Internally, we have an expressway from Bayview to Pakipaki, which is the region's transport spine and connects our communities. There is a need to consider options for improving connectivity by other transport modes including bus and active transport along this spine.



Figure 4: State Highway Network

In total there is around 4,700 kilometres of road in the Hawke's Bay region, with 55% of kilometres travelled on local roads and 45% on state highways.

There have been a number of significant road improvements undertaken in Hawke's Bay over the last five years. These include:

- SH2-Watchman Rd-HB Airport intersection – safety improvement.
- Pakowhai-Links Rd intersection – safety and efficiency.
- Whakatu Arterial Link (Te Ara Kahikitea) – safety and efficiency.
- SH2 –Napier Road intersection Mangateretere- safety.
- SH2 intersection Pakipaki – safety.
- SH2 Bay View to Hawke's Bay Airport Passing Lanes.
- HB Expressway Safety Treatments.
- SH2 Pakipaki to Waipukurau Safety Improvements.
- SH2 Wairoa to Bay View Safety Improvements.

Currently, much of our network has the capacity to accommodate medium growth but recent population growth predictions and increasing logging and apple volumes may affect levels of service on the strategic network and some sections of local networks.

The design of the transport network can also influence climate change emissions. Transport network changes and land use planning provisions that reduce private vehicle use, including changes in relation to provision for vehicles such as vehicle parking in central city areas and provision for safer active transport networks can be effective to reduce levels of private vehicle use. A focus on rail for freight, including consideration of re-establishing rail links north to Gisborne is also relevant.

Substantial forestry planting occurred in the 1990s, with peak harvesting expected to occur over the next 10-20 years. Heavy vehicle traffic is predicted to increase due to forest harvests, particularly on SH2 between Napier and Wairoa and on connected rural roads, with associated impacts on infrastructure. Forecasts indicate that one-way logging truck movements on SH2 from Wairoa will increase from 171 per day in 2017 to 278 by 2023. Renewed rail links offer the opportunity to take some pressure off logging truck movements.

Forestry in the Central Hawke's Bay District has increased dramatically with not only logging (logs grown within CHB) but along Wimbledon and Porangahau Roads where logs from Tararua and further south are being transported through the District to the Napier Port. This is putting extreme pressure on the network with the Wimbledon and Porangahau route projected to be long term as the producers of the logs have enough product to continue for the next 25 years before they have the revert to their initial logging sites for their next harvest. This has resulted in a 75% increase in Heavy Commercial Vehicles. Freight throughout the rest of the district to the west of SH2 has continued to increase thus putting added pressure on the network.

Increases in heavy vehicle transport near Napier Port could increase conflict with other land uses in the area, although there is sufficient network capacity for growth. The significant primary production in Hawke's Bay means a range of slower agricultural machinery and stock uses of rural roads and state highways.

Section	2019 Annual Average Daily Traffic	Average yearly increase over last five years (2015-2019)
State Highway 2 (HB Expressway), Pandora	11,957	5%
State Highway 2 (HB Expressway) Meeanee Overbridge,	26,463	3%
State Highway 2 (HB Expressway) south of Pakowhai Links Intersection	18,679	4%
State Highway 2 (HB Expressway) Omaha Road	12,654	0%
State Highway 50, Port of Napier between port entrance & Battery Rd	6,576	5%

State Highway 51 Waitangi Washout Bridge	15,850	6%
State Highway 51 north of Mangateretere	10,190	0%
Pakowhai Rd between Brookfields Rd and Pakowhai-Links Roundabout	10,659	9%
Brookfields Rd , near intersection with Pakowhai Rd	4,813	28%
Pakowhai Rd between Te Ara Kahikitea and Evenden Rd	12,920	3%

Table 2: Annual Traffic Counts

The latest traffic counts on some key commuter and freight routes are summarized in Table 2. Major roadworks on the HB Expressway over the last three years have caused significant variations in travel patterns. There is some community interest in 4-laning the SH Expressway. 2020 would have been the first year to show normalized volumes, however reduced traffic volumes during the COVID-19 lockdown may affect some results.

Napier-Taihape Road is an inter-regional link that provides for significant freight and tourism movements, as well as a viable alternative to the current State Highway network, particularly during times of road closures and emergencies. Hastings District Council (HDC) has carried out significant investment on this route over a number of years. Once the current upgrade of Kuripapango Bridge is complete, HDC's side of the route will be fully HPMV capable. It has significant potential for greater use as a State Highway. There is a proposal in Horizon's RLTP to upgrade the section of road between Napier and Taihape to a State Highway to enable investment. This will enhance Hawke's Bay intra-regional connectivity and meet tourism, freight and private vehicle demands. This activity is not currently funded but relevant to the RLTP's overall purpose and direction.

3.6 Public Transport

Long distance bus services operate privately through the region to the Manawatu and Wairarapa, Taupō and Gisborne.

Local bus passenger services operate in and between Napier, Hastings and their dormitory towns; Flaxmere, Taradale, Havelock North and Bay View, with approximately 650,000 passengers carried annually, for a distance of approximately 6.9 million kilometres. The mode share of journeys to work is small, with only 0.5% of the working population travelling by bus according to the 2018 Census. However, 14.5% of children travel to school by either school or public bus.¹³

The use of public buses has declined from 799,000 boardings in 2013-14 to 645,000 in 2018-19.

The increase in car ownership and vehicle kilometres travelled, together with higher employment and low fuel cost appear to be linked directly to lower bus use, and this is borne out by the sharpest decline in patronage on some of the bus services in lower income areas. The fixed timetable service provided by the public transport service is also less likely to be meeting the varying needs of people, including those commuting from the rural townships for school and work.

An ageing population and consequent development of more retirement villages will require public transport services that are directly targeted to the needs of this sector.

A taxi based Total Mobility scheme is provided for those people unable to use public transport services and carries approximately 100,000 passengers annually. As the population ages, the number of Total Mobility users is likely to increase.

There is no Public Transport offered in Wairoa or Central Hawke's Bay. As more people commute from Central Hawke's Bay to Hastings and Napier for work, using private vehicles, the increase in traffic produces a negative impact on safety on the State Highways and contributes negatively to climate change. Access to healthcare and other services for people within Wairoa and in Napier/Hastings is a particular challenge. The Hawke's Bay District Health Boards provides targeted assistance for patients travelling to Hastings Hospital and other health services.

¹³ <https://www.stats.govt.nz/tools/2018-census-place-summaries/hawkes-bay-region#travel-to-education>

The HBDHB has provided incentives for staff and patients to use public transport. There is potential to extend and develop these transport programmes and work with a wider range of businesses and other organisations to adopt them.

Specific solutions to address these issues include the trialling of more flexible, responsive and attractive "On Demand" models of public transport in Napier and Hastings. There is potential for longer term and more widespread adoption of this model across the region if it proves successful. The investigation and promotion of options to provide public transport services for Central Hawke's Bay and Wairoa, along with connections from these centres (including to education facilities such as Eastern Institute of Technology) will be part of the review of the Hawke's Bay Public Transport Plan.

3.7 Walking and Cycling

Since 2002, Hawke's Bay has created over 200 kilometres of off-road cycle trails and well over 100 kilometres of on-road cycle facilities.

The Hawke's Bay Trails on the Heretaunga Plains are part of the NZ Cycle Trails Great Rides network and are largely Grade 1 and 2, flat limestone or concrete pathways. Use of the trails has grown significantly over the years and while many sections are used for commuting, the greatest use comes from local recreational riders and tourists.

A riverside trail beside the Tukituki River in Central Hawke's Bay has gained Heartland Ride status through NZ Cycle Trails, and further improvements to the cycle network are planned.

Central Hawke's Bay has developed a trail's cycling masterplan building on the success of the Tukituki Trails. This creates an overarching strategic plan for key cycling routes in Central Hawke's Bay. The key projects in the plan have been included in Councils Long Term Plan 2021 -2031. The completion of a partly built multi-purpose off-road cycle link between Waipukurau and Waipawa alongside the State Highway is a priority.

In Wairoa, a 7.7 kilometre riverside path has been constructed from the town's lighthouse to Whakamahia Beach. Wairoa District Council is currently developing a cycle plan.

In Hawke's Bay from 2017 – 2020 there were 38 pedestrian injury crashes, resulting in 40 pedestrian Deaths and Serious Injuries (DSI). Of the 32 reported cyclist injury crashes over the same period, there were 32 cyclist DSIs. Safer cycle and walking networks are needed to protect these vulnerable road users, including by segregated infrastructure and safer cycling and driver education programmes. This will support promotion of active transport for purpose, that is to places of work, education and sport.

3.8 The iWay Cycle Network

The iWay network is focused on urban travel for commuting and getting around our cities. The iWay network is complemented and overlapped by the Hawke's Bay Trail network that is focused on providing a world class tourism experience of scenic off-road trails to explore the region. Combined these networks provide an extensive regional network for active transport. With the increase in e-bikes it is expected commuting, on both networks, will be an attractive option for many. Despite the significant investment, mode share of journeys to work for active transport modes remains low across the region, with no appreciable improvement noted in Census data to 2018. Active transport mode share in the Hastings District sits at 5.5%, with 10% of people using active modes to travel to work across the region as a whole.

The iWay programme in Hastings commenced in 2010 with funding from NZTA to establish a model community. The programme focused on developing key arterial routes to urban areas, complementary on-road cycle lanes on key collector routes, shared pathway projects and a complementary education and promotion programme. In 2015, iWay expanded to Napier with 36.5kilometress of off-road pathways and cycle lanes now almost completed.

3.9 Freight Demand and Napier Port

The Port of Napier is the fourth largest port in New Zealand by overseas export volumes. It accounts for 10% of New Zealand's export tonnages and is therefore a nationally significant asset. In dollar terms, Napier Port supports more than \$3.4 billion of Hawke's Bay's Gross Regional Product.

There have been significant increases in the freight flow through the Port, with overall tonnages growing from 3.4 million tonnes in 2010 to 5.5 million tonnes in 2019. Napier Port predicts that growth in key freight types through the Port will increase truck movements by 187% (being 171,000 truck movements) along the critical Ahuriri access corridor, between 2018 and 2027.

It is estimated that 70% of freight travelling through Hawke's Bay is generated within region (7.5M tonnes). The main inter-regional freight connection is to the Manawatu –Whanganui region, with 1.6 million tonnes carried on this route.

The freight network extends to Gisborne and resilience and efficiency of the network and transport choice could be improved by re-establishing the rail link to Gisborne.

3.10 Rail

The Palmerston North to Gisborne rail line runs the length of the region, although the section from Napier to Gisborne was closed in 2012 due to a washout of the line. The line between Napier and Wairoa has since been reinstated and a commercial agreement has been reached between Napier Port and KiwiRail for the transport of logs from Wairoa by rail to the port. KiwiRail currently operates a dedicated log service to Whanganui every weekday and this train is utilised to provide four services each weekend. It is estimated that this service will decrease the daily one-way logging truck movements by 50 per day when forest harvesting is in full swing.

A BERL Tūranga ki Wairoa Rail (2019)¹⁴ feasibility study into the reinstatement of rail line between Gisborne and Wairoa, was released in December 2019. The report concluded that from an engineering perspective, it is feasible to reinstate the rail line to a level that would be more resilient to damaging weather events. While reinstatement of the Gisborne to Wairoa rail line was not included in the New Zealand Rail Plan 2021-24, the region will advocate for the project's inclusion, consistent with the Gisborne Council Regional Land Transport Plan.

Road transport carries 95% of the region's freight, while rail accounts for almost all the remaining 5%. The rail line south from Napier is commercially viable and handles all the region's rail freight. The line runs directly through both Hastings and Napier, resulting in numerous urban crossings.

However, the rail system has potential to contribute to reducing greenhouse gas emissions and improving resilience and safety on the interregional routes. The volume of cargo reaching Napier Port on rail is also growing. There is now an average of 40 trains per week arriving at Napier Port, delivering logs, pulp and a variety of containerised cargoes.¹⁵

Passenger services between Napier and Palmerston North ceased in 2001 due to low demand and increasing costs. Passenger services between Napier and Gisborne were cancelled after damage to the line caused by Cyclone Bola in 1988.

3.11 Air Transport

Hawke's Bay Airport hosts regular scheduled domestic flights. Until recently, both Air New Zealand and Jetstar operated passenger services in and out of the airport. However, Jetstar ceased services in late 2019.

¹⁴ <https://berl.co.nz/sites/default/files/2019-12/14.7%20Freight%20Assessment.pdf>

¹⁵ <https://www.napierport.co.nz/wp-content/uploads/2019/03/Napier-Port-Annual-Report-2018-Web.pdf>

In 2018-19, 750,000 passengers passed through the airport, compared with 450,000 in 2014. The airport is aiming for 1 million passenger movements by 2025; however, the COVID-19 pandemic will slow growth to some extent.

3.12 Technology and Transport

Travel options and ways of transporting goods are changing rapidly with technological advances. Shared mobility will increasingly move away from traditional methods of provision such as buses, and car ownership in high density areas may reduce as car-sharing and on-demand shared shuttle or car services take their place. As their use increases in Hawke's Bay, infrastructure provision will increasingly need to cater for these alongside more traditional forms of transport.

The potential of micro-mobility has broadened with e-scooters and e-bikes, enabling their use over longer distances due to motor assistance. Many of these advances are in their infancy in Hawke's Bay but will be increasingly adopted as they become more commonplace in major urban centres. This will provide both opportunities and challenges to diversify the modal choice available to users in preference to motor vehicles.

4. Policy context

A number of statutes and policy and planning documents provide the legislative and policy context for land transport planning and investment at the national, regional and local level. These have informed the development of this Regional Land Transport Plan (RLTP).

4.1 Core statutes

The **Land Transport Management Act (LTMA) 2003** is the principal statute guiding land transport planning and funding in New Zealand. The purpose of the Act is to contribute to the aim of achieving an affordable, integrated, safe, responsive and sustainable land transport system. The LTMA sets out the core requirements of regional land transport plans and regional public transport plans for every region.

The **Resource Management Act (RMA) 1991** which aims to promote the sustainable management of natural and physical resources and provides the statutory framework for land use planning and the development of regional policy statements, regional plans and district plans. Land use planning can have a significant influence on travel choice and transport network demand. Likewise, transport network investment can shape land use patterns within a region. The Hawke's Bay Regional Transport Committee must take the Hawke's Bay Regional Policy Statement into account when developing the Hawke's Bay RLTP.

The **Local Government Act (LGA) 2002** which guides local government planning and the way councils carry out their functions. It includes provisions guiding the development of council long-term plans and infrastructure strategies, where the local funding share for transport network investment is identified alongside other local investment priorities. The LGA also sets out consultation principles that are relevant for development of regional land transport plans.

The **Climate Change Response Act 2002**, which was amended by the Climate Change Response (Zero Carbon) Amendment Bill in 2019. The Act now provides a framework for New Zealand to develop and implement climate change policies that contribute to global efforts under the Paris Agreement to limit the global average temperature increase to 1.5 degrees Celsius above pre-industrial levels. Key provisions include setting a target to reduce net carbon emissions to zero by 2050. The transport sector will have a key role in contributing to achieving this target and the direction set at a national level has informed the development of this RLTP.

4.2 Other National Policy Context

Transport Outcomes Framework



Figure 5: Transport Outcomes Framework

This framework takes a strategic, long-term, and integrated approach to transport and makes clear what government is aiming to achieve through the transport system in the long term. It is an enduring document meant to last beyond government of the day change. The five outcomes are:

- **Inclusive access:** enabling all people to participate in society through access to social and economic opportunities, such as work, education, and healthcare.
- **Healthy and safe people:** protecting people from transport-related injuries and harmful pollution and making active travel an attractive option.
- **Environmental sustainability:** transitioning to net zero carbon emissions, and maintaining or improving biodiversity, water quality, and air quality.
- **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.
- **Economic prosperity:** encouraging economic activity via local, regional, and international connections, with efficient movements of people and products.

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

Government Policy Statement on Land Transport 2021

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

The 2021 GPS strategic priorities are safety, better travel options, improving freight connections, climate change. Safety and better travel options have been identified as the key strategic priorities. The Hawke's Bay RLTP has taken account of the 2021 GPS direction and priorities, particularly in relation to the identification of its short – medium term transport investment priorities and regional programme. The RLTP contains the following direction that is consistent with the GPS:

- Investments that support improved rates of cycling and patronage of public transport to meet transport choice objectives as well as reduce dependency on private vehicles, provide safe transport options and reduce emissions.
- Measures to improve road safety and reduce deaths and serious injuries.
- Improvements to freight routes that improve network efficiency as well as resilience and reliability.

Road to Zero – NZ Road Safety Strategy 2020 – 2030

Road to Zero articulates the Government's vision of 'a New Zealand where no one is killed or seriously injured in road crashes', guiding principles for design of the road network and road safety decisions, as well as targets and outcomes for 2030. It sets out the five areas of focus for the next decade:

- Infrastructure improvements and speed management
- Vehicle safety
- Work-related road safety
- Road user choices
- System management.

This RLTP includes a headline target that is aligned with the NZ Road to Zero Safety Strategy target of a 40 percent reduction in deaths and serious injuries by 2030 by adopting this target at a regional level. (The policy framework and transport priorities in this RLTP respond to the critical and urgent nature of the change outlined in Road to Zero and have considered strategic responses across the five focus areas.)

National Policy Statement on Urban Development 2020

This national policy statement (NPS UD) aims to guide local government decisions about enabling growth, in the right locations. This includes investing in transport networks to drive more efficient and liveable urban forms and ensuring active travel that provides health benefits is a more attractive and accessible choice. The NPS UD will enable more compact, multi-unit dwellings to be built close to public transport, services and amenities, as well as Greenfield development opportunities.

This policy direction will provide important context for land use and transport integration policies within RLTPs, particularly for regions with major urban areas and growth pressures. The NPS UD will strengthen the existing requirement for regions to have future development strategies to guide long term planning. These are now required for New Zealand's major urban centres, including Napier Hastings, and are encouraged in other urban environments. This is important context as the rate and pattern of development will have a significant impact on the transport challenges for the region.

New Zealand Energy Efficiency and Conservation Strategy (NZECS) 2017-2022

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

Arataki

Arataki is the Waka Kotahi's 10-year view of what is needed to deliver on the government's current priorities and long-term objectives for the land transport system. Arataki outlines the context for change, the step changes in existing responses that it believes are needed, and the levers the Transport Agency will use, in

partnership with others, to shape change. It includes national, pan-regional and regional summaries. Arataki Version Two has just been released, providing an update in relation to COVID impacts.

Key insights are identified for the Hawke's Bay region in Arataki and these have informed the development of this RLTP. The step changes that are areas of 'high' focus for the Waka Kotahi in relation to the Hawke's Bay region when considered in the wider national context are to:

- improve urban form (well-designed, compact, mixed-use and higher density urban development);
- transform urban mobility;
- tackle climate change and
- significantly reduce harms.

Waka Kotahi's focus of effort in Hawke's Bay is to help create a safer, more resilient land transport system, one that supports economic recovery and regional growth, maintains critical connections; encourages increased use of public transport, walking and cycling in Napier and Hastings; and provides appropriate levels of service across all transport networks.

Toitū Te Taiao – Waka Kotahi Sustainability Action Plan

Toitū Te Taiao, Waka Kotahi's new sustainability action plan, supports Arataki by setting out the actions Waka Kotahi will take to tackle climate change and create a sustainable land transport system to realise our vision is for a low carbon, safe and healthy land transport system.

4.3 Other National Plans

Other national plans which provide important context for this RLTP include:

Waka Kotahi's Keeping Cities Moving: National Model Shift Plan - this sets out national objectives and programmes to increase the share of travel by public transport, walking and cycling by shaping urban form, making shared and active modes more attractive, and influencing travel demand and transport choice.

The Ministry of Transport's draft New Zealand Rail Plan – this outlines the Government's long-term vision and priorities for New Zealand's national rail network, both freight and passenger networks. The Land Transport (Rail) Legislation Bill will amend the Land Transport Management Act to bring about the proposed policy framework for rail.

One Network Road Classification (ONRC) - the land transport system is currently classified using a single system regardless of who the Road Controlling Authority is. The One Network Road Classification (ONRC) classifies the road transport network based on vehicle-based traffic volumes, strategic corridors and place of significance such as ports, airports and hospitals. ONRC reflects current travel demand and how communities are interconnected.

The Regional partnership is evolving the ONRC classifications to an updated system to be known as the One Network Framework (ONF). It will introduce the importance of adjacent land use and place functions in defining how the network should look and feel at any location. ONF provides an opportunity for more integrated delivery of regional outcomes.

During the 2021/24 period Hawke's Bay Road Controlling Authorities will advance their current ONRC network classifications and transition them into the new One Network Framework in time for the 2024/27 RLTP planning processes.

The One Network Framework will be used to define the strategic transport system and enable a strategic reporting framework in the 2024 review of this RLTP.

The New Zealand Upgrade Programme ¹⁶

The regional component of this programme includes two projects in Hawke's Bay:

- **SH2 College Road to Silverstream Cost: \$13m**
The vertical and horizontal curve realignment and the addition of a passing lane along a 1.7 kilometre section of SH2 north of Waipukurau in Central Hawke's Bay. It will improve the efficiency and safety of this key freight route between Hawke's Bay, the Manawatū and Tairāwhiti and will improve the connection to Napier Port. This project will support regional economic growth by reducing travel times, improving access and efficiencies for moving people and goods along this key route.
- **SH2 Tahaenui Bridge Cost: \$1.2m**
The upgrade of Tahaenui Bridge on SH2 between Wairoa and Gisborne to allow two-lane travel. The funding will enable the bridge to be widened to two-way travel and will improve the roading network access and efficiency for those travelling between Gisborne and Hawke's Bay. This bridge is currently the only one-lane restriction on the important link between Gisborne and Napier Port.

4.4 Regional Plans

Regional Policy Statement

The Regional Policy Statement describes the regionally significant natural and physical resource issues and is a mandatory document for each region prepared under the Resource Management Act. It provides an overall management framework of objectives and policies that applies across the region including the operational maintenance and development of transport infrastructure and the integration of land use with transport infrastructure while:

- limiting network congestion
- reducing dependency on private motor vehicles
- reducing emission of contaminants to air and energy use and
- promoting the use of active transport modes.

The Hawke's Bay Regional Public Transport Plan (RPTP 2019-2029).

The RPTP sets out the objectives and policies that will guide the public transport network and development for the region for the next ten years and is due for a review in 2021. It states that the vision for public transport is:

"To deliver a public transport service which is safe, increasingly used, integrated with other modes and contributes to the economic, social and environmental wellbeing of the people of Hawke's Bay".

Matariki: Hawke's Bay Regional Economic Development Strategy and Plan 2019

The vision of the Matariki Regional Economic Development Strategy and Plan is that: "Every household and every whānau is actively engaged in, contributing to and benefiting from, a thriving Hawke's Bay economy."

The strategy states that this will be achieved by making Hawke's Bay NZ's most innovative region, the leading exporter of premium primary produce, and a hub for business growth. It includes promotion of several transport projects including improvements to SH2 and protection of access to the Port. It seeks a future focused approach to infrastructure investment so that it is resilient and robust as well as delivery of increased environmental sustainability through reduced pollution and greenhouse gas emissions.

Regional Cycle Plan 2015

¹⁶ <https://www.nzta.govt.nz/planning-and-investment/nz-upgrade/regional-package>

The Hawke's Bay Regional Cycle Plan is a 10-year plan that sets out the region's priorities for cycling and is undergoing a review in 2020/21. The vision of the plan is "to normalise cycling in Hawke's Bay to such an extent that the region is nationally and internationally recognised as providing the most bike-friendly experience in New Zealand."

The Regional Cycle Plan establishes a coordinated approach for the development and delivery of cycle network infrastructure and promotion across the region to ensure resources are pooled and actions prioritised to achieve the greatest gains for cycling in Hawke's Bay. The document sets out an infrastructure plan, as well as a marketing and promotions plan and actions aimed at influencing travel behaviour.

4.5 Other regional plans and strategies

Heretaunga Plains Urban Development Strategy 2017

The Heretaunga Plains Urban Development Strategy (HPUDS) is a collaboration between the Hastings District Council, Napier City Council and Hawke's Bay Regional Council to plan for urban growth on the Plains between 2015 and 2045. It is due for a review commencing in 2021. There are opportunities and benefits from broadening the scope of HPUDS to include Central Hawke's Bay in the short term and Wairoa in the longer term. It enables a more integrated approach to urban development and consequential transport infrastructure across a wider, interdependent and connected area.

The HPUDS vision is:

"In 2045, the Heretaunga Plains is a place where there are thriving communities, quality living environments with high levels of amenity, and where mana whenua values and aspirations are recognised and provided for, and where:

- There is a growing and resilient economy which promotes opportunities to live, work, play and invest.
- The productive value of its soil and water resources are recognised and provided for, and sustainable use is promoted.
- The urban centres of Napier and Hastings have distinct identities and provide complementary living, working and learning opportunities.
- Community and physical infrastructure is integrated, sustainable and affordable."

An integrated and accessible transport network will help to achieve this vision and provide connections from new developments to key destinations. The HPUDS lists the following key approaches for transport:

- Making best use of the existing transport network.
- Protecting key intra and inter regional routes (road and rail).
- Supporting economic development in the region by integrating transport with industry and business requirements. These need to be anticipated in a timely manner and planned for in an integrated way.
- Ensuring that development does not compromise key transport hubs or routes and that opportunities for future expansion are not foreclosed (for example at the Port of Napier).
- Implementing the Airport Fans and Airport Noise boundaries.
- Encouraging public transport, walking and cycling in urban areas.
- Promoting live, work and play to reduce travel demand.
- Ensuring that suburban areas should have well planned and connected transport networks, including provision for walking and cycling.

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- Integrating different modes of transport.
- Recognising the positive relationship between increased residential densities and greater use of public transport, walking and cycling.
- Looking towards innovative funding solutions for transport needs that consider all methods available.
- Achieving consistency with the NZ Urban Design Protocol.
- Continuing to develop the transport network as identified in the Regional Land Transport Programme.

Draft Regional Industrial Land Strategy 2019

The draft Regional Industrial Land Strategy (RILS) is a joint initiative of the Napier City and Hastings District Councils, which evaluates the future industrial land requirements across the Heretaunga Plains for the next ten years. RILS aligns with the Heretaunga Plains Urban Development Strategy (HPUDS), that seeks to achieve a compact design settlement pattern, supporting encourages strategic integration of land use and infrastructure and limits encroachment onto the versatile land of the Heretaunga Plains.

RILS provides recommendations on key actions for each Council to facilitate sustainable industrial development across Napier and Hastings. It also provides the two Councils with the opportunity to review industrial zonings and the regulatory provisions of their District Plans applying to existing Industrial zones

4.6 Local Council Plans

The following is based on draft LTPs 2021. It will be updated as these plans are completed.

Council Long Term Plans 2021-31

The key issues and areas of focus and investment in transport projects for each of the four TAs are:

Wairoa District Council

Key issues:

- Resilience – Road network vulnerable to closure from high rainfall and storm events and a lack of alternative routes result in disconnected communities and economic disruption.
- Changing Demand – Land use change increases heavy vehicle traffic on rural roads resulting in safety, pavement consumption and environmental issues.
- Accessibility – poor condition, aging bridge stock and unknown structural capacity resulting in limited access for heavy vehicles.
- Mahia Connectivity – coastal erosion and increased demand from tourism and rocket lab traffic results in increased levels of service requirements and safety issues.

Focus and investment:

- Improve resilience to climate change impacts by stabilising key routes.
- Roads that support safer travel through network safety planning and targeted improvements.
- Improve access to productive land by improving the condition of our rural roads and optimising bridge capacity.
- Affordable level of service through value for money solutions and smart procurement.

Napier City Council

- Investment in cycle infrastructure and facilities
- Intersection upgrades
- CBD development
- Implementation of the Ahuriri Estuary Masterplan

- Puketitiri Rd upgrade
- Implementation of Local Area Traffic Management (LATM) schemes.

Hastings District Council

To respond to the following challenges Hastings will increase investment in maintaining and renewing existing infrastructure, safety and walking/ cycling improvements, as well as upgrades to key corridors.

- Ageing assets that will need renewal.
- Growth in traffic loadings is putting pressure on the capability of the network.
- Increased industry productivity and changes in land use are resulting in unreliable travel time and safety on the network.
- Lack of resilience in the roading network can isolate communities and industry.
- Perceptions that walking and cycling is unsafe and inconvenient leads to high car dependency.
- Road safety risks across the network results in death and serious injury.

Central Hawke's Bay District Council

Investment in investigation into the district's ageing bridge infrastructure, minor safety improvements and ongoing road network maintenance.

These key issues and areas of focus and investment in transport projects are reflected in this RLTP which also provides a regional context and ensures integrated planning and transport network management across the region.

Napier Transport Strategy

Napier City Council has developed a draft Transport Strategy that sets out the Council's vision for transport, outlining what the City values most, with the aim of delivering the types or towns, centres and public spaces that the community wants. The Strategy establishes Council's priorities for investment and demonstrates to external funding agencies that the Council has a strategic, integrated and future-focused programme of transport investment.

The vision of NCC's Transport Strategy is *"Napier has a safe, inclusive and low carbon transport system designed for the future"*.

Hastings Transport Strategy

The overall vision for transport in Hastings is to connect people and places. This is by providing a range of transport options which move people and goods safely and efficiently, for an affordable whole of life cost. To achieve this Hastings has developed a number of business cases to address the issues identified, including walking and cycling, safety, bridges, the transport network and asset management and corridor management plans.

Central Hawke's Bay Land Transport Strategic Framework

Central Hawke's Bay's Land Transport Strategic Framework sets a vision and approach to delivering transport outcomes in Central Hawke's Bay. The Framework prescribes a vision to:

"deliver safe, reliable and lasting road assets that connect our people and our place and allow our district to prosper."

The Framework further lays out four key pillars for success being:

1. Safety above all else
2. Connected and resilient infrastructure and communities
3. Protecting our natural and built environments
4. Economic resilience and financial sustainability

4.7 The Future Regional Transport Network

This section explains work undertaken as part of a Regional Programme Business Case to better understand the changes we need to collectively make to the transport system in the future and describes the future vision for integrated land use and transport planning as articulated in the strategic framework section further below.

4.8 Development of a Regional Programme Business Case

Hawke's Bay councils and Waka Kotahi commissioned a region-wide programme business case. This has informed the development of the RLTP and helped identify investment priorities and interventions for the Hawke's Bay region transport network.

While the impacts of COVID-19 mean significant future uncertainties in relation to Hawke's Bay growth and population, the region had been identified by the government as a growth region in 2017. Since then, it has benefited from increased investment in infrastructure. As a result, many of the projects identified in the 2018 Regional Land Transport Plan have been either delivered, committed to or are in progress.

While significant improvements have been made to the region's transport network in recent years, there has also been substantial demographic, economic, population and land use change in the region, resulting in impacts on the transport network. The programme business case incorporated a Heretaunga Plains Transport Model update to reflect changes in land use, road network conditions and traffic volumes against 2018 data. Future model forecasting based on data from the latest Heretaunga Plains Urban Development Strategy (HPUDS) identifies the key issues and drivers for change and identifies the focus for land transport investment over the next 10 years. The business case also included the development of a Network Operating Framework (NOF) which identifies areas of competing demands with the aim of optimising limited road space. This is done by allocating priority road use across the network by mode, place and time-of-day. The outputs of the NOF are used to guide decisions on modal priority along corridors and at intersections and assist in developing solutions.

The programme business case highlighted the following key issues that should be addressed with some urgency and priority:

- There are some **major road safety issues** in the region, with a record of poor road safety behaviour in Wairoa and increasing deaths and serious injuries on SH5 and other roads. Deaths and injuries arise from:
 - network deficiencies
 - poor user behaviour
 - old vehicle fleet
 - increase in vehicle kilometres travelled and increases in numbers of cars and motorcycles.
- **Freight access** is the lifeblood of the region and maintaining resilient, reliable and efficient access is critical for the Hawke's Bay economy. Supply chain reliability is reduced because of:
 - lack of resilience within the network, and a vulnerable and ageing infrastructure, including for high productivity motor vehicles.
 - competing user demands.
 - limited access and capacity to Napier Port.
 - impacts on transport infrastructure from coastal inundation, erosion and slips.
- The region is **particularly car dependent**, and this results in particularly poor health outcomes in Hawke's Bay; it also prevents goals to reduce GHG emissions from being met.
- People and communities have **limited travel choices**:
 - Existing transport networks and land use development has resulted in communities with poor transport choices and inequitable access to transport including in Central Hawke's Bay and Wairoa.

- The provision of public transport services is limited, even in the larger urban areas. More recently there has been declining patronage, which has in part been attributed to lower petrol prices and increasing vehicle ownership.
- While there has been substantial investment in cycle infrastructure in the region, especially for recreation cycling over the last decade, this has not translated into a significant mode shift.

To address these issues, the programme business case recommends an approach that balances the need to improve safety and mode choice while also maintaining reliable freight access on key corridors. It identifies potential new projects to supplement existing projects (those that have already been endorsed or committed), that together form a comprehensive regional work programme. Section 9.1 of the RLTP includes a list of the committed activities for 2021-2031 and section 9.2 includes a prioritised list of the significant regional activities. Sections 9.3 and 9.4 are summaries of the activities by activity class in the ten year programme and the continuous on-going and maintenance programmes and low cost improvement activities.

5. Strategic framework

The Land Transport Management Act 2003 seeks an effective, efficient, and safe land transport system.

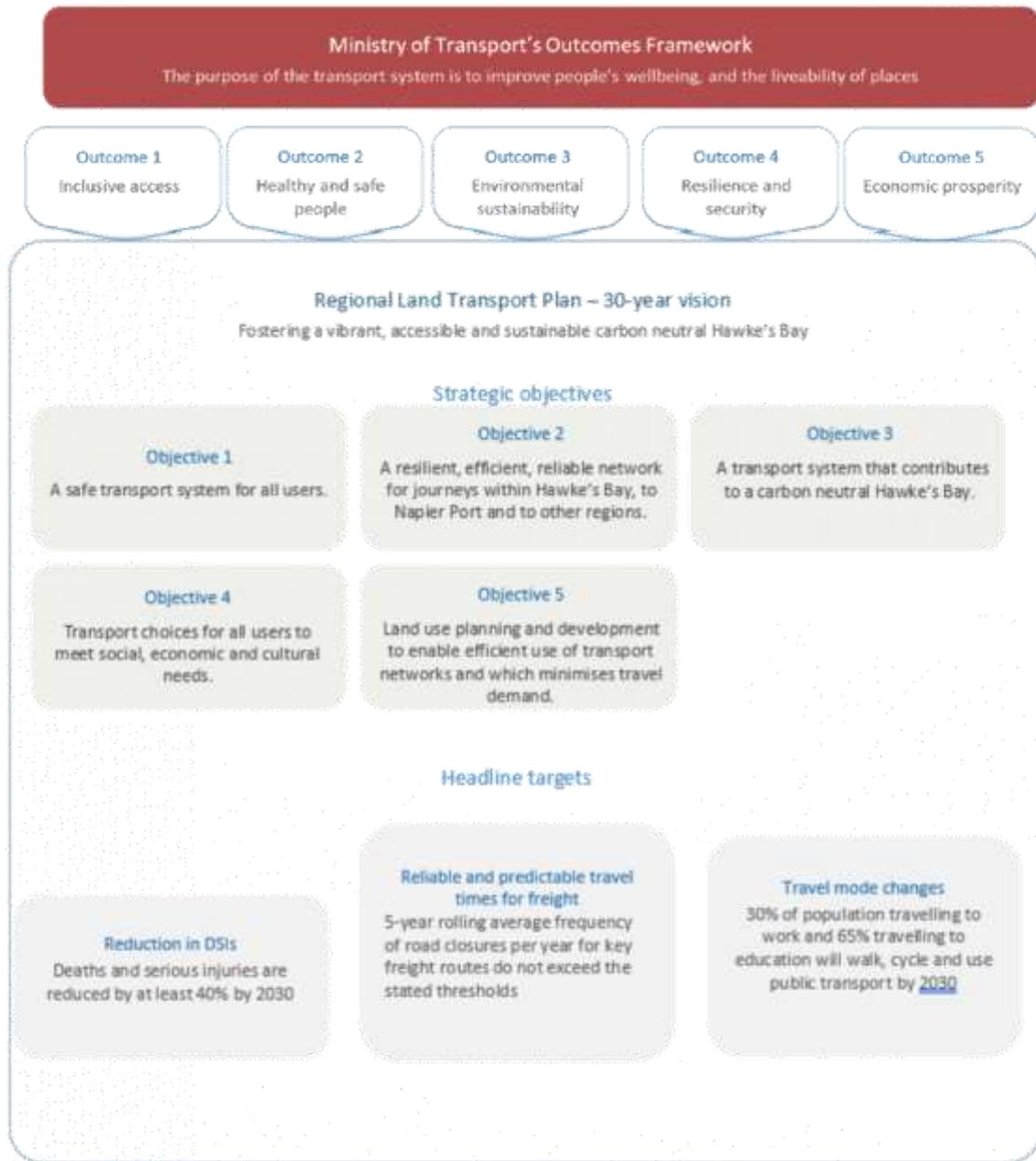
5.1 The regional vision

The vision for the regional transport system is to foster a vibrant, accessible and sustainable carbon neutral Hawke's Bay. This means tackling the challenges through achieving the outcomes outlined below. We aim to:

- Reduce emissions and improve health outcomes by increasing the number of trips people make by foot, bike or public transport.
- Tackle safety and achieve the Road to Zero vision.
- Improve freight connections by improving the reliability and resilience of journeys to Napier Port and inter-regionally.

The strategic framework below sets out our objectives and targets to deliver on this vision, and the following section on policies explains how deliver on this vision, with the programme section of the RLTP setting out the activities and associated investment that will be implemented to deliver on our ten-year priorities for the regional transport system.





6. Policies



Achieving the strategic objectives identified in this Regional Plan Transport Plan will require more than just investment in transport activities. The policies below will also be taken into account by the Regional Transport Committee and the member organisations when making decisions that impact on transport networks to help achieve the objectives.

In giving effect to the objectives and policies below, member organisations shall consider emissions reduction and adaptation to changes in climate as critical elements.

The following section outlines the objective and policies that will guide RLTP partners, in delivering the 30-year vision for our transport system. In effect, the objectives describe **what** we want to achieve, and the policies set out **how** we will achieve it.

Objective 1: A safe transport system for all users

Policies
P1.1: Develop a consistent approach to speed management across the region through the preparation of a regional speed management plan
P1.2: Develop, implement and report on annual road safety action plans jointly with councils, NZTA, NZ Police, other road safety funding partners and stakeholders.
P1.3: Ensure that safety deficiencies on the network are prioritised and remedied according to risk.
P1.4: Adopt or advocate evidence-based road safety programmes and initiatives targeted to high-risk users and major crash causes including driver licensing and driver training programmes, enforcement and investment in road safety infrastructure in collaboration with funding partners and stakeholders.

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<p>P1.5 Develop a multi-modal network that prioritises the safety of vulnerable users and provides adequate separation where necessary and follows best practice design guidelines.</p>	

Objective 2: A resilient, efficient and reliable network for journeys within Hawke’s Bay, to Napier Port and to other regions

Policies
P2.1: Maintain and improve network resilience and reliability by upgrading ageing infrastructure and providing High Productivity Motor Vehicle capability on strategic routes.
P2.2: Protect the function of key freight routes, including rail, to Napier Port by minimising and managing conflicts between travel modes.
P2.3: Support the maintenance of transport network lifelines for Hawke’s Bay so that strategic transport links will be maintained in event of an emergency.
P2.4: Invest in multi-modal transport including infrastructure for safe interconnected walking and cycling networks that prioritise direct connections with key destinations.
P2.5: Advocate for a greater national level investment in the rail network to provide greater resilience and efficiency including for freight transport between Gisborne and Napier and to help achieve Plan objectives for sustainable transport.
P2.6: Advocate to government for funding, including consideration of amendments to local government funding legislation, for the maintenance of the existing transport network, including rural roads.
P2.7 Investigate solutions for efficient, safe and resilient road transport on SH2 to Wairoa with local councils and other stakeholders.

Objective 3: A transport system that contributes to a carbon neutral Hawke’s Bay

Policies
P3.1: Transition to public transport options that are realistic, attractive and energy efficient alternatives to the private car for key journeys especially for travel to work and school for all of Hawke’s Bay.
P3.2: Develop and expand safe, inter-connected walking and cycling networks including with other with stakeholders that prioritise direct connections to key destinations such as places of work and education.
P3.3: Work collaboratively with partners, NZTA and transport network users to implement demand management programmes to respond to regional and national transport problems.
P3.4: Promote and support the uptake of low emission vehicles.
P3.5: Promote and support technologies and management solutions that reduce the need to travel.
P3.6: Advocate for and support the use of rail for freight where possible, including supporting the re-establishment of the rail link between Gisborne and Napier.

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P3.7: Support investigations into coastal shipping to and from Napier Port.	
P3.8: Council procurement processes will take into account and encourage greenhouse gas emission-saving measures.	
P3.9 Recommend to the local authorities that they leverage public parking (through supply, location, price and/or time limits) to disincentivise driving and encourage greater uptake of alternative modes.	

Objective 4: Realistic transport choices for all users to meet social, economic and cultural needs.

Policies
P4.1: Review public transport service delivery and develop new services and solutions for attractive and efficient public transport, including working in partnership with stakeholders to promote the expansion of public and shared transport incentive programmes and supporting investigation into use of rail for commuter passengers to meet people's social, economic and cultural needs in all of Hawke's Bay.
P4.2: Develop and expand safe, attractive inter-connected walking and cycling networks in that prioritise direct connections to key destinations and lower socioeconomic areas.
P4.3: Operate and improve roading networks to the level of service required for their agreed function(s), including to provide equitable access for marae and rural communities.
P4.4: Support and provide for the opportunities provided by new technologies micro-mobility options, electric vehicles and new information technology.
P4.5: Operate transport routes in accordance with their agreed function and levels of service.

Objective 5: Land use planning and development to enable efficient transport networks and minimise travel demand.

Policies
P5.1: Ensure that the location and design of new brownfield and greenfield development enhances multi-modal access connectivity and support good urban form within new developments and between new and existing sites to: <ul style="list-style-type: none"> • minimise the number of private motor vehicle trips required, • support low carbon and low emission transport options, • increase the uptake of walking, cycling and public transport.
P5.2: Ensure that land use controls protect key freight corridors and that impacts of heavy vehicle movements through urban areas are mitigated or avoided.
P5.3: Support the development and implementation of urban design protocols and relevant place and movement frameworks (such as the HDC Urban Design Framework and CBD strategy, One Network Framework) to enhance place value of key urban areas and activity centres and identify performance gaps to prioritise future investments.
P5.4: Promote the development of a regional spatial plan, incorporating the regional freight study findings.

7. Ten year transport priorities

This section sets out the most urgent and significant problems that require management action over the next 10 years to make progress towards the vision.

Road Safety

There are some major road safety issues in the region arising from network deficiencies and poor driver decision making.

A resilient, reliable and efficient transport network.

The supply chain reliability is reduced because of a lack of resilience within the network, and a vulnerable and aging infrastructure, including for high productivity motor vehicles and competing user demands.

Sustainable transport choice

People and communities have limited travel choices. The region is particularly car dependent and this is resulting in particularly poor health outcomes in Hawke's Bay as well as preventing goals to reduce GHG emissions from being met. Improvements can be made to existing transport networks and land use planning to improve modal shift.

The main benefits of addressing these problems are:

- Safer transport network
- The transport network is fit-for-purpose for different user needs
- Improved network reliability and adaptability to deal with unknown stresses, severe events and climate change
- More transport choices
- Better access to sustainable transport mode options and reduced vehicle use.

7.1 Transport Priority 1: Road Safety

<p>Primary Problem</p> <p>Network deficiencies, an older vehicle fleet and poor road user behaviour contributes to crashes resulting in increased road deaths and serious injuries</p>	<p>Primary Benefits</p> <ul style="list-style-type: none"> • Reduced deaths and serious injuries • Enhanced community wellbeing and reduced suffering • Reduced social, medical, legal, property and other costs • Reduced risky behaviour by drivers 		
<p>The case for investment</p> <p>Despite an overall improvement in road safety in the region since the early 1990s, some of this gain has reversed since 2014 and the trend to increasing serious injuries and deaths on our roads continues upwards. The social and economic consequences of this for the region are significant.</p> <p>While many of the region's high-risk crash sites have been addressed, there is further improvement needed in some areas, with some sections of network unforgiving of error and speed limits inappropriate for the road conditions. Poor driver behaviour and choice continues to be a major factor in many crashes. An ageing vehicle fleet lacks many of the safety features necessary to protect occupants when mistakes are made.</p>	<p>Fit with strategic context</p> <p>Consistent with the national outcomes for healthy and safe communities, inclusiveness and economic prosperity.</p> <p>Consistent with national policy priorities for safer communities</p> <p>Enables regional objectives to be met for a safe transport system for all users and improved transport choices to meet social, environmental and cultural needs.</p>		
<p>Summary of Evidence</p> <ul style="list-style-type: none"> • Nearly half of the region's rural state highway network is rated as two-star highways, meaning they have substantial deficiencies. • The vehicle fleet in the Hawke's Bay region is older than the NZ average and is ageing. Older vehicles lack the safety features of more modern vehicles, and in the event of a crash are more likely to result in a death or serious injury. • Wairoa is significantly over-represented in the Communities at Risk Register as it is a high strategic priority for nine of the 15 road safety factors. For six of these factors, Wairoa is ranked first in New Zealand. • Poor driver behaviour is over-represented in death and serious injury crashes in the region when compared to the national average. • Over the last five years there has been a 45% increase in crashes, and a 19% increase in Deaths and Serious Injuries. • Over the last 12 months there has been 12 crashes on SH5, resulting in 6 fatalities and 13 serious injuries. 			
<p>Key Investment Partners</p> <p>Waka Kotahi Local Councils HBDHB New Zealand Police Matariki 2.4D stakeholders</p>	<p>Measure</p> <p>Deaths and serious injuries</p>	<p>Long -Term Results</p> <p>At least 40% reduction in deaths and serious injuries by 2031 (Baseline is 122 DSIs in 2018)</p>	<p>Data sources</p> <p>Centralised NTLTP database</p>
	<p>Risky behaviours</p>	<p>Decreasing trends in risky behaviours</p>	<p>Centralised NZTA database</p>

Priority investment areas (signals for the regional programme of activities)

1.	Infrastructure improvements for road, cycling and pedestrian transport
2.	Improved safety of roadside barriers
3.	Targeted safety interventions for at intersections and corridors and low kiwiRap rated roads
4.	Development of a regional speed management plan
5.	Preparation and implementation of annual Road Safety Action Plans in collaboration with key stakeholders and funding partners that include education and other programmes on speed, driver licensing, young drivers, restraints and fatigue that are targeted to high-risk activities and communities
6.	Implement Safer Routes to School programme
7.	Targeted safety improvements for vulnerable users

Other priority implementation areas

1.	Programme of activity associated with reducing older vehicle fleet
2.	Road safety enforcement

7.2 Transport Priority 2: Freight Supply Chain

<p>Primary Problem</p> <p>Regional freight movement is constrained by vulnerable and ageing infrastructure, competing user demands and Port access limitations, negatively impacting on supply chain reliability and economic productivity.</p>	<p>Primary Benefits</p> <ul style="list-style-type: none"> Improved network resilience (less network disruption) Improved supply chain and travel time reliability (less day-to-day variation) Increased productivity and reduced economic losses
<p>The case for investment</p> <p>The Hawke's Bay economy relies heavily on roads to connect products to market. However, the region's roading infrastructure is ageing and vulnerable to disruption by extreme weather events and sea level rise. There are competing user demands on many sections, particularly in the vicinity of Napier Port. This will increase with predicted growth in activity at the Port, but the capacity of access routes is limited. Investment into rail will support objectives for resilience and efficiency. There is an opportunity to develop alternative roading solutions for parts of SH2 to Wairoa.</p>	<p>Fit with strategic context</p> <p>Consistent with priority national outcomes for economic prosperity and resilience and security Delivers on national priorities for improved freight connections and climate change mitigation. Enables regional objectives to be met for efficient, reliable and resilient transport networks. Enables local plans and strategies that seek to provide for productive value of its natural resources.</p>
<p>Summary of Evidence</p>	

- The region's infrastructure is vulnerable to coastal erosion, with the percentage of local roads and state highways exposed expected to at least double by 2065 and increase 10-fold by 2120.
- SH2 and SH5 are the only HPMV routes in the region. In the event of a road closure on these corridors, HPMV trucks have no alternative route.
- Heavier vehicles on the network are placing increasing demands on infrastructure. Many bridges are weight restricted, limiting access on key freight routes for 50MAX trucks.
- There is only one key freight route to the Port and increasing freight demands are creating severance in Ahuriri.
- There are limitations with rail freight access to the Port including numerous level crossings, a low clearance bridge and single track limiting the efficiency of rail access. Storage capacity at the Port is also limited, which will be further constrained with forecast growth in exports.
- Recent reports support further consideration of re-instating the rail link between Gisborne and Napier to improve inter-regional connectivity especially for freight.
- A review of data relating to the reliability of the supply chain found that there were no significant issues in terms of route availability or efficiency along key freight corridors. There has been an increase in the number of container trucks missing their booking times, but this may be unrelated to traffic delays.

Key Investment Partners	Measure	Long -Term Results	Data source
Local Councils Waka Kotahi Napier Port KiwiRail	Duration and frequency of road closures on key freight routes	Maintain or improve current levels of service (as determined by relevant TLA)	Centralised NZTA data base

Priority investment areas (signals for the regional programme of activities)

1. Regional (state highway and local road) bridge strengthening for HPMV
2. Target sections of road corridor at risk of flooding and inundation and sea level rise
3. Targeted safety interventions for at intersections and corridors
4. Capacity improvements at pinch points
5. Port access improvements for freight, including through use of rail.
6. Improved network communication (for real time travel)
7. Development of multimodal networks which includes infrastructure for safe walking and cycling and provides priority for public transport

Other priority implementation areas

1. Progressively implement the Network Operating Framework to ensure that routes operate in accordance with their agreed function.
2. Examine opportunities for re-establishing the rail link to Gisborne and to consider alternative roading solutions for SH2 to Wairoa with local councils and other stakeholders

7.3 Transport priority 3: Transport Choice

<p>Primary Problem</p> <p>Existing transport networks and land use development have resulted in communities with limited transport choice leading to undesirable health, environmental and socio-economic outcomes.</p>	<p>Primary Benefits</p> <ul style="list-style-type: none"> • Improved transport choice • Enhanced community wellbeing and connectivity • Reduced deaths and serious injuries 		
<p>The case for investment</p> <ul style="list-style-type: none"> • The prevalence of large freight vehicles on the roading network significantly reduces perceived safety for other mode users. • Typical residential subdivisions are filled with low density housing and winding cul-de-sacs which do not provide good connectivity for walking and cycling or public transport. • Public transport provides good coverage, but long journey times and low frequency do not compete effectively with the convenience of the private car. • The over-dependence on car travel contributes to low rates of physical activity. 	<p>Fit with strategic context</p> <p>Consistent with national outcomes for inclusive access, healthy and safe communities, environmental sustainability and economic prosperity.</p> <p>Delivers on national policy priorities for better transport choices, improving freight connections and climate change.</p> <p>Contributes to meeting regional objectives for healthier and safer communities, improved transport choices, contributions to a carbon neutral Hawke's Bay and supports land use planning and development that minimises travel demand.</p>		
<p>Summary of Evidence</p> <ul style="list-style-type: none"> • The region experiences relatively minor congestion, making it easy to travel around by car • While nearly 70% of households in Napier and Hastings live within 400m of a bus route, only 20% have good access to a frequent route • Residents in Central Hawke's Bay and Wairoa have no access to public transport • Cycling infrastructure in the region largely targets recreational journeys, with very few high-quality commuter routes • More recent subdivision developments feature low density housing and do not promote good connectivity for walking, cycling and public transport. • Private vehicles make up 90% of the mode split for travel to work, and 45%-60% for travel to education, indicating a community that is very car dependent. • Car dependency in the region has contributed to a sedentary lifestyle that is reflected in poor health outcomes. Hawke's Bay has the lowest reported physical activity rate in New Zealand and one of the highest rates of adults and children that are overweight or obese. • Just over 6% of households (3,396) do not have access to a vehicle. A large portion of these households are in rural areas that have no access to public transport, making it challenging to participate in the community. • The Wairoa District is considered one of the most deprived areas in New Zealand, with a lower-than-average median income, significantly higher than average unemployment, lower-than-average vehicle ownership and no access to public transport. 			
<p>Key Investment Partners</p> <p>Local Councils Waka Kotahi Hawke's Bay District Health Board</p>	<p>Measure</p> <p>Use of private vehicles to work and education.</p> <p>Use of Public transport</p>	<p>Long -Term Results</p> <p>Increase in use of active and public transport modes.</p>	<p>Data source</p> <p>Centralised data Bus patronage Cycleway counters</p>

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	Use of cycleways and walkways.	

Priority investment areas (signals for the regional programme of activities)

1	Travel behaviour change initiatives to promote and encourage transport change to active modes
2.	Walking and cycling infrastructure improvements to deliver safe and connected networks, including remedying gaps in the network.
3.	Pedestrian accessibility improvements
4.	Develop multi-modal and end of trip facilities
5.	Improve public transport attractiveness, frequency and infrastructure, including with new on-demand public transport services, and by working with stakeholders to develop attractive active or public travel options
6.	Increase availability of PT in outlying areas and rural townships

Other priority implementation areas

<p>Land use planning integrated with transport planning to minimise the demand for travel including:</p> <ul style="list-style-type: none"> • Update and expand HPUDS • Update transport model to align with changes to HPUDS • Review or develop urban design frameworks and strategies • Protection (including bylaws) for new transport modes and on-demand mobility

7.4 Transport Priority 4: Sustainable Travel Choices

<p>Primary Problem</p> <p>Road transport is one of the only sectors recording an increase in greenhouse gas emissions. Investing in walking, cycling and public transport networks to provide feasible transport choices. Together with increasing the share of freight on rail, and ensuring land use development is integrated with sustainable transport modes will be essential to achieve greenhouse gas emission targets.</p>	<p>Primary Benefits</p> <p>Reduction in greenhouse gas emissions from transportation Improvement in air quality Sustainable transport mode share</p>
<p>The case for investment</p> <ul style="list-style-type: none"> • The design of existing transport networks has favoured the use of road freight transport, due to historical lack of government support for rail. • The prevalence of large freight vehicles on the roading network significantly reduces perceived safety for other mode users. • Typical residential subdivisions are filled with low density housing and winding cul-de-sacs which do not provide good connectivity for walking and cycling or public transport. 	<p>Fit with strategic context</p> <p>Consistent with national outcomes for healthy and safe communities, environmental sustainability, resilience and security and economic prosperity. Delivers on national policy priorities for better transport choices, improving freight connections and climate change. Contributes to meeting regional objectives for improved transport choices, contributions to a carbon</p>

- Public transport provides good coverage, but long journey times and low frequency do not compete effectively with the convenience of the private car.
 - The over-dependence on car travel contributes to low rates of physical activity and significant vehicle emissions.
- neutral Hawke's Bay and supports land use planning and development that minimises travel demand.

Summary of Evidence

- Road transport is one of the only sectors recording an increase in greenhouse gas emissions. In Hawke's Bay between 2013 and 2018 the number of households in the region with no access to a motor vehicle decreased by 24.5%. The light vehicle fleet registered in Hawke's Bay in 2018 was an increase of 42.5% over that in 2001. This increase cannot all be attributed to population growth, as vehicle ownership per capita across Hawke's Bay grew by 8% between 2015 and 2018, and is now 29% higher than it was in 2001,
- Private vehicles make up 90% of the mode split for travel to work, and 45%-60% for travel to education, indicating a community that is very car dependent.

Key Investment Partners	Measure	Long -Term Results	Data source
Local Councils Waka Kotahi KiwiRail and Napier Port	Access to cycleway and bus routes Public transport patronage Tonnes of CO2 equivalent vehicle emissions Number of EVs registered in HB Annual freight volumes moved by rail	High percentage of urban households near bus routes and cycleways. High use of public and active transport modes Reduced tonnes of CO2 equivalent emissions from vehicles in HB Increased EV registrations in HB Tonnes of freight moved to, from and within the HB region	Spatial data from local councils, Waka Kotahi, Statistics NZ, Ministry of Transport and bus route information

Priority investment areas (signals for the regional programme of activities)

- Transition to decarbonise the public transport and council vehicle fleets.
- Constructing new and improving existing transport infrastructure that enhances access and multi-modal connectivity.

Other priority implementation areas

- Land use planning integrated with transport planning to minimise the demand for travel.
- Support and encourage increased use of low emission vehicles.
- Advocate for and support use of rail and coastal shipping for freight.

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8. Fit with strategic context

The table below outlines how each investment priority aligns with the outcomes in the Ministry of Transport Outcomes Framework, the priorities identified in the Government Policy Statement on Land Transport, and the strategic objectives of this Regional Land Transport Plan. Collectively, the priorities align with all the outcomes, priorities and objectives in these documents.

	MOT Outcomes					GPS priorities			RLTP Objectives				
	access	people	sustainability	security	equity	choices	connections	change	system for all	choices for all environmental needs	system that is carbon neutral	change and minimises land	and efficient ways within Hawke's Bay

9. Regional programme of activities

9.1 Full List of Committed Activities for 2021 – 31

Activity	Phase	Description	Duration	Cost	Status update
Council					
Wairoa District Council	Implementation	PGF Wairoa High Productivity Motor Vehicle Upgrades	21-22	635,000	PGF Approved
Central Hawke's Bay	Pre implementation	PGF Porangahau & Wimbledon Roads upgrade route 52	21-24	8,000,000	PGF Approved
Waka Kotahi	Implementation	R10 SH02 College Rd Silverstream IMPR	21/22	4,233,333	Approved
Waka Kotahi	Pre-implementation* - PGF	SH2 Inter-Reg connections: Passing Opportunities	21/22	860,000	Approved

9.2 Prioritised Programme of Significant Activities

This section sets out the list of transport activities in priority order (as required by s16(3)(d) of the LTMA). The funding source for all activities is a combination of NLTF/local share.

Approved Organisation	Activity	Activity Description	Activity Class	Timing	Total Cost	RLTP Objectives	
Waka Kotahi - NZ Transport Agency	SH5 Napier to Taupō Corridor Improvements	Programme Business Case addressing safety, efficiency and resilience and subsequent Detailed Business Case phase, delivered alongside shorter-term Low Cost/Low Risk safety improvements.	Investment Management, SH Improvements	2021/22 - 2022/23	1,400,000	A safe transport system for all users	Resilient and reliable network
Hastings District Council	Maraekakaho Road / York Road Roundabout	Existing T-intersection is performing poorly in both safety and efficiency. Identified as a high-risk intersection in HDC Safety Strategy 2017, recommendation for intersection transformation and endorsed in Road to Zero programme	Road to Zero	2021/22	\$2,500,000	A safe transport system for all users	Transport choice
Waka Kotahi - NZ Transport Agency	Napier Port Access – SH2 Hawke’s Bay Expressway	Developing and implementation of a business case/network plan to optimise the HB Expressway and provide multimodal access across and along with a focus between Pakowhai to Meanee and enabling a more	State Highway Improvements	2022/23 - 2025/26	\$24,000,000	Resilient and reliable network	Transport choice

Wairoa District Council	Mahia connectivity	Nuhaka-Opoutama Road - Blowhole Realignment /retreat + coastal protection. Address safety deficiencies on the corridor and address resilience. This corridor forms a critical route to Mahia Peninsula and sections of the corridor are currently threatened by coastal erosion. This project is for the blowhole dropout retreat and could be considered part of the next project but is separated in this summary of improvements	Local road improvements	2023/24	\$2,200,000	Resilient and reliable network	A safe transport system for all users
Wairoa District Council	Mahia connectivity	Nuhaka-Opoutama Road - Blowhole Realignment /retreat + coastal protection. Address safety deficiencies on the corridor and address resilience. This corridor forms a critical route to Mahia Peninsula and sections of the corridor are currently threatened by coastal erosion. This project is for the 610m coastal protection and could be considered part of the previous project but is separated in this summary of improvements	Local road improvements	2024/25	\$6,200,000	Resilient and reliable network	A safe transport system for all users
Waka Kotahi – NZ Transport Agency	SH38 Wairoa to Murupara	Develop and implement the business case to address the safety, resilience and levels of service issues on the corridor in the context of the communities and To	State Highway improvements		\$10,000,000	A safe transport system for all	Resilient and reliable network

Activity Class	Activity	Cost 21/22	Cost 22/23	Cost 23/24	Total cost 21/24	RLTP Objectives
Public Transport Services	Public transport operations (bus services)	4,725,300	4,819,665	4,915,927	14,460,892	Transport choices for all users to meet social, economic and cultural needs A transport system that contributes to a carbon neutral Hawke's Bay
Central Hawke's Bay District Council						
Road to Zero	Road to Zero Low Cost Low Risk safety interventions	50,000	85,000	415,000	550,000	A safe transport system for all users
Local Road Improvements	Local Road Local Cost Low Risk.	1,050,000	1,050,000	1,050,000	3,150,000	A resilient, efficient and reliable network for journeys in Hawke's Bay to Napier Port and to other regions
Local Road Maintenance	Maintenance and operations	5,378,983	5,340,075	5,326,182	16,045,240	All
Local Road Maintenance Renewals	Local Road Renewals	6,897,927	5,898,376	5,794,926	17,729,429	All

Activity Class	Activity	Cost 21/22	Cost 22/23	Cost 23/24	Total cost 21/24	RLTP Objectives
Local Road Maintenance Renewals	Local road renewals	16,249,392	16,773,205	17,157,234	50,179,831	A resilient, efficient and reliable network for journeys in Hawke's Bay to Napier Port and to other regions
Napier City Council						
Road to Zero	Road to Zero Low Cost Low Risk safety interventions	50,000	85,000	415,000	550,000	A safe transport system for all users
Local Road Improvements	Local Road Local Cost Low Risk	1,026,000	917,000	610,000	2,553,000	A resilient, efficient and reliable network for journeys in Hawke's Bay to Napier Port and to other regions
Local Road Maintenance	Maintenance and operations	4,986,000	4,981,598	4,839,100	14,806,698	All
Local Road Maintenance Renewals	Local road renewals	2,742,967	2,907,618	3,237,756	8,888,341	A resilient, efficient and reliable network for journeys in Hawke's Bay to Napier Port and to other regions
Walking and Cycling	Walking and cycling Low	30,000	30,000	30,000	90,000	A safe transport system for all users

Activity Class	Activity	Cost 21/22	Cost 22/23	Cost 23/24	Total cost 21/24	RLTP Objectives
Local road maintenance renewals	Special Purpose Road (SPR) renewals	215,000	185,000	185,000	585,000	A resilient, efficient and reliable network for journeys in Hawke's Bay to Napier Port and to other regions
Waka Kotahi						
Road to Zero	Road to Zero Low Cost Low Risk safety		210,000		210,000	A safe transport system for all users
Walking and Cycling	Walking and cycling Low Cost Low Risk	450,000	1,750,000	1,000,000	3,200,000	Transport choices for all users to meet social, economic and cultural needs A transport system that contributes to a carbon neutral Hawke's Bay
Investment management	Business Case/corridor management development	250,000	250,000	250,000	750,000	All
Port & Regional Improvements	Port & Regional Improvements Low Risk	1,045,000	1,045,000	1,210,000	9,880,000	A resilient, efficient and reliable network for journeys in Hawke's Bay to Napier Port and to other regions

	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Waka Kotahi - NZ Transport Agency	15,708,092	13,624,667	13,624,667	18,380,000	18,380,000	18,380,000	5,613,333	5,613,333	5,613,333	-
Public Transport Services										
Hawke's Bay Regional Council	5,031,260	5,058,215	5,648,331	5,965,324	5,778,630	5,894,203	6,012,086	6,132,329	6,254,975	6,380,075
Public Transport Infrastructure										
Central Hawke's Bay District Council										
Hastings District Council	70,200	72,300	74,450	76,683	78,984	81,353	83,795	86,300	88,900	91,600
Napier City Council	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000
Wairoa District Council										
Hawke's Bay Regional Council	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000

	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Waka Kotahi - NZ Transport Agency	6,994,674	3,600,673	3,653,920	2,769,899	2,825,297	2,881,802	2,939,439	2,998,227	3,058,192	3,119,356
State Highway Maintenance										
Waka Kotahi - NZ Transport Agency	32,960,317	33,372,722	33,792,137	35,381,025	35,892,879	36,414,971	36,947,505	37,490,689	38,044,737	38,609,865
Local Road Maintenance										
Central Hawke's Bay District Council	11,273,317	10,973,111	10,912,029	11,044,954	10,932,479	10,748,429	10,850,679	10,850,679	10,748,429	10,850,679
Hastings District Council	28,981,318	29,725,809	30,485,233	31,490,100	32,437,715	33,417,570	34,420,000	35,452,700	36,516,280	37,611,800
Napier City Council	7,958,967	8,119,219	8,306,856	8,276,318	8,344,104	7,262,873	7,086,656	7,367,198	7,367,198	7,367,198
Wairoa District Council	11,994,637	11,994,637	11,994,637	11,994,637	11,994,637	11,994,637	11,994,637	11,994,637	11,994,637	11,994,637
Department of Conservation	82,269	82,269	82,269	110,789	112,627	117,708	111,922	120,118	111,153	113,006

	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
NLTF Revenue	25,386,147	24,280,045	23,365,099	24,449,050	25,228,158	25,951,341	26,708,444	27,553,843	28,343,232	29,172,160
Other Revenue										
Total revenue	47,011,384	45,811,405	44,085,092	46,130,284	47,600,299	48,964,794	50,393,290	51,988,384	53,477,796	55,041,812
Napier City Council										
Approved Organisation Revenue										
NLTF Revenue	5,443,727	6,438,351	6,485,597	6,023,772	6,091,493	5,802,715	4,952,945	5,180,171	4,713,521	4,943,021
Other Revenue	487,200	487,200	487,200	487,200	487,200	487,200	487,200	487,200	487,200	487,200
Total revenue	5,930,927	6,925,551	6,972,797	6,510,972	6,578,693	6,289,915	5,440,145	5,667,371	5,200,721	5,430,221
Department of Conservation										
Approved Organisation Revenue										
NLTF Revenue	41,957	41,957	92,957	73,842	75,126	78,071	75,482	80,029	75,833	77,161
Other Revenue										
Total revenue	41,957	41,957	92,957	73,842	75,126	78,071	75,482	80,029	75,833	77,161

	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Total Unsubsidised expenditure										
Revenue for Unsubsidised Activities										
Local Authority Revenue	277,641	1,286,134	252,278	318,466	315,123	278,439	312,166	253,528	353,728	309,528
Other Revenue										
Total revenue	277,641	1,286,134	252,278	318,466	315,123	278,439	312,166	253,528	353,728	309,528

Hastings District Council

Expenditure

Unsubsidised

Operational

Expenditure

Unsubsidised Capital

Operational Expenditure	4,290,070	4,318,095	4,373,765	4,415,747	4,447,983	4,473,730	4,450,973	4,502,968	4,660,615	4,747,661
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	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Unsubsidised Operational Expenditure	8,333	8,333	8,333	8,333	8,333	8,333	8,333	8,333	8,333	8,333
Unsubsidised Capital Expenditure										
Total Unsubsidised expenditure	8,333									
<i>Revenue for Unsubsidised Activities</i>										
Local Authority Revenue										
Other Revenue										
Total Revenue										

9.5 Activities of Inter-Regional Significance

ACTIVITY	REASON FOR INTER-REGIONAL SIGNIFICANCE
Te Ahu a Turanga: Manawatū Tararua Highway	Construction of Te Ahu a Turanga: Manawatū-Tararua highway project will resolve long-standing resilience challenges associated with the Manawatū Gorge and provide a safe, resilient and efficient route between Woodville and Ashurst. The new highway is due for completion by the end of 2024.
HB Expressway Safety Treatments (Committed Activity)	The HB Expressway forms part of the key strategic link between Napier Port and the Horizons Region. The Palmerston North - Manawatu sub area is increasingly functioning as a freight hub, and tonnages of freight between the Manawatu and the Hawke's Bay region are increasing. It is important that the HB Expressway functions safely and efficiently
SH5 Napier to Taupo Programme Business Case	This is an important tourism and freight route for both the Hawke's Bay and Waikato

9.6 Regionally significant expenditure from other funding sources

Activity	AO	Description	Start year	End year	Total cost	Funding source
Waikare Gorge	WK	Pre-implementation	2021	2022	\$1,500,000	Crown
Waikare Gorge	WK	Implementation		2024	\$46,000,000	NLTF
SH2 Passing opportunities	WK	Implementation	2021	2023	\$18,000,000	Crown

9.7 Activities to be varied suspended or abandoned

ITEM 25 REPORT & RECOMMENDATIONS FROM THE 14 MAY 2021 REGIONAL TRANSPORT COMMITTEE MEETING
 There are no known activities to be varied, suspended or abandoned.

10. Assessment of the relationship of NZ Police activities to the Regional Land Transport Plan

There are programmes that fall outside of the scope of the RLTP yet play a key role in the regional road safety effort; the most significant of which is the road-policing programme.

Police enforcement is central to the delivery of a regional safe system response to road safety. Police collaborate with stakeholders across the region in accordance with the road safety policy directives of Safer Journeys, the National Road Policing Plan and District Road Safety Action Plans. The funding for road policing comes directly from national sources, though regional policing activity is planned and implemented alongside the road safety programmes contained within the RLTP. Police use an evidence-based approach to influence road user behaviour through risk-targeted, general and specific deterrence enforcement strategies.

Police are involved in regional road safety strategy and planning; road safety promotion and the delivery of roadside education and work collaboratively with Road Safe Hawke's Bay to address the top priority road safety issues in Hawke's Bay – these have been identified as young drivers, drink drivers, speed, loss of control on rural roads and motorcycle crashes. These issues have been identified in the Waka Kotahi data reports and NZ Police statistic reports.

Enforcement operations are coordinated with other regional road safety initiatives such as education to ensure that all activities are appropriately timed and achieve maximum impact.

Road Safe Hawke's Bay is run under the umbrella of Hawke's Bay Regional Council and reports to the Regional Transport Committee.

11. Monitoring indicator framework



This section describes how monitoring will be undertaken to assess implementation of the Regional Land Transport Plan over the ten year timeframe of this plan (2021-2031).

11.1 Outcome: Inclusive access

Measure	Indicator	Specifications	Data Sources
1: Access to cycleways	<ul style="list-style-type: none"> Distance to cycleway 	<ul style="list-style-type: none"> 25% of urban households are within 400m of a cycleway facility 	<ul style="list-style-type: none"> Cycleway maps for urban areas
2: Access to public transport	<ul style="list-style-type: none"> Distance to regular bus route Public transport patronage 	<ul style="list-style-type: none"> 100% of Napier and Hastings urban households in the ODPT service areas are within 400m of a regular bus route Number of people boarding public transport services during peak and off-peak times 	<ul style="list-style-type: none"> Public transport route information by spatial areas Bus patronage

11.2 Outcome: Healthy and safe people

Measure	Indicator	Specifications	Data Sources
1: Deaths and serious injuries	<ul style="list-style-type: none"> Percentage reduction in deaths and serious injuries by 2020 	<ul style="list-style-type: none"> 40% reduction in deaths and serious injuries (down from 122 to 73 DSIs) by 2030 from 2020 	<ul style="list-style-type: none"> Waka Kotahi crash statistics
2: Risky driver behaviour	<ul style="list-style-type: none"> Trends in risk behaviour as the cause of crashes 	<ul style="list-style-type: none"> A decreasing trend in the number of crashes caused by risky driver behaviour 	<ul style="list-style-type: none"> Waka Kotahi crash statistics

11.3 Outcome: Environmental sustainability

Measure	Indicator	Specifications	Data Sources
1: people using public or active transport for work and education	<ul style="list-style-type: none"> Percentage of people using transport methods other than private car for work and education 	<ul style="list-style-type: none"> Travel to work by private vehicle reduces by 20% (to 70%) Travel to school by private car reduces by 23% (to 35%) 	<ul style="list-style-type: none"> Statistics NZ Bus patronage cycleway meters
2: transport-generated emissions	<ul style="list-style-type: none"> Tonnes of CO2 equivalent emitted 	<ul style="list-style-type: none"> CO2 vehicle emissions tonnes per year based on regional fuel sales. 	<ul style="list-style-type: none"> Statistics NZ Waka Kotahi
3: electric vehicle (EV) uptake	<ul style="list-style-type: none"> Number of EVs per 1000 population is growing for the HB region 	<ul style="list-style-type: none"> Number of registrations in the HB region that are EV or hybrid per 1000 population 	<ul style="list-style-type: none"> Ministry of Transport vehicle registrations
4: annual freight volumes moved by rail	<ul style="list-style-type: none"> Freight volumes moved by rail 	<ul style="list-style-type: none"> Tonnes of freight moved to, from and within the HB region 	<ul style="list-style-type: none"> Freight Information Gathering System (Ministry of Transport)

11.4 Outcome: Resilience and security

Measure	Indicator	Specifications	Data Sources
1: Road closures	<ul style="list-style-type: none"> Duration and frequency of road closures on the following key freight routes: SH2, SH50, SH51, SH5, SH38 (Wairoa to Onepoto), Porongahau / Wimbledon Road, Taihape Road, Puketitiri Road, Pakowhai Road, Anderson Road, Whakatu Road, Omahu Road, Te Ara Kahikatea, Karamu, Road, Havelock Road 	<ul style="list-style-type: none"> No change to the duration and frequency of road closures over a 5 year period do not exceed acceptable frequency or duration. 	<ul style="list-style-type: none"> Traffic Road Event Information System (TREIS) data

Appendix A Significance Policy

1. PURPOSE OF THE POLICY

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

- the activities that are included in the regional land transport plan under section 16 of the Act; and
- variations made to regional land transport plans under section 18D of the Act.

2. APPLICATION OF THE POLICY

The policy will be used in the following ways:

- To determine which activities are significant for the purposes of prioritisation in the plan. (Section 16(3)(d) of the Act requires the RTC to determine the order of priority of significant activities that it includes in the plan).
- To determine inter-regional significance. (Section 16(2)(d) requires the RTC to identify any activities that have interregional significance).
- To identify regionally significant expenditure from other sources. (Section 16(2)(c) requires the plan to include all regionally significant expenditure on land transport activities to be funded from other sources.
- To determine whether a variation to the plan is significant and therefore must be consulted on.

(Section 18D requires that significant variations to the plan undergo a public consultation process)

3. DETERMINATION OF A SIGNIFICANT ACTIVITY FOR PRIORITISATION

For the purpose of section 16(3)(d) of the Act, a significant activity is any activity put forward by an approved organisation (including the Waka Kotahi) that includes:

All new improvement activities in the region where funding from the National Land Transport Fund is required within the first three years of the Regional Land Transport Plan other than:

- Maintenance, operations and renewal programmes
- Public transport programmes (existing services)
- Low cost/low risk programmes
- Road safety promotion programmes
- Investment management activities, including transport planning and modelling
- Business cases that are not part of a package

4. DETERMINATION OF INTER-REGIONAL SIGNIFICANCE

For an activity to have inter-regional significance under section 16(2)(d) it is any significant activity (see above):

- that has implications for connectivity with other regions; and /or
- for which cooperation with other regions is required; or
- any nationally significant activity identified in the Government Policy Statement on Land Transport

5. DETERMINATION OF REGIONALLY SIGNIFICANT EXPENDITURE FROM OTHER SOURCES

For the purposes of Section 16(2)(c), regionally significant expenditure from sources other than the national land transport fund is any expenditure on individual transport activities, whether the activities are included in the Regional Land Transport Plan or not from:

- Approved organisations (where there is no National Land Transport Fund share)
- Crown appropriations
- Other funds administered by the Crown

6. DETERMINATION OF SIGNIFICANCE OF A VARIATION

The Regional Land Transport Plan can be varied at any time, once operative. In accordance with section 18D of the Act, consultation will be required on a variation if the variation is significant. Certain activities do not require a variation to the Regional Land Transport Plan (Section 18D of the Act) and these are activities proposed by an approved organisation relating to:

- local road maintenance
- local road renewals
- local road minor capital works; and
- existing public transport services

The RTC has adopted the following definition to determine when a variation to the Regional Land Transport Plan is significant and must therefore undergo consultation:

All variations to the Regional Land Transport Plan other than the following are considered to be significant for the purposes of consultation:

- Activities that are in the urgent interest of public safety; or
- New preventative maintenance and emergency reinstatement activities; or
- The new activity has been previously consulted on and meets funding approval provisions in accordance with sections 18 and 20 of the Act; or
- A scope change that does not significantly alter the original objectives of the project – to be determined by the RTC; or
- Variations to timing, cash flow or total cost for improvement projects
- Replacement of activities within an approved programme (eg maintenance programme) or group with activities of the same type and general priority; or
- A change to the duration and/or order of priority of the activity that does not substantially change the balance of the programme.