HAWKE'S BAY
REGIONAL COUNCIL
TE KAUNIHERA Ā-ROHE O TE MATAU-A-MĀUI

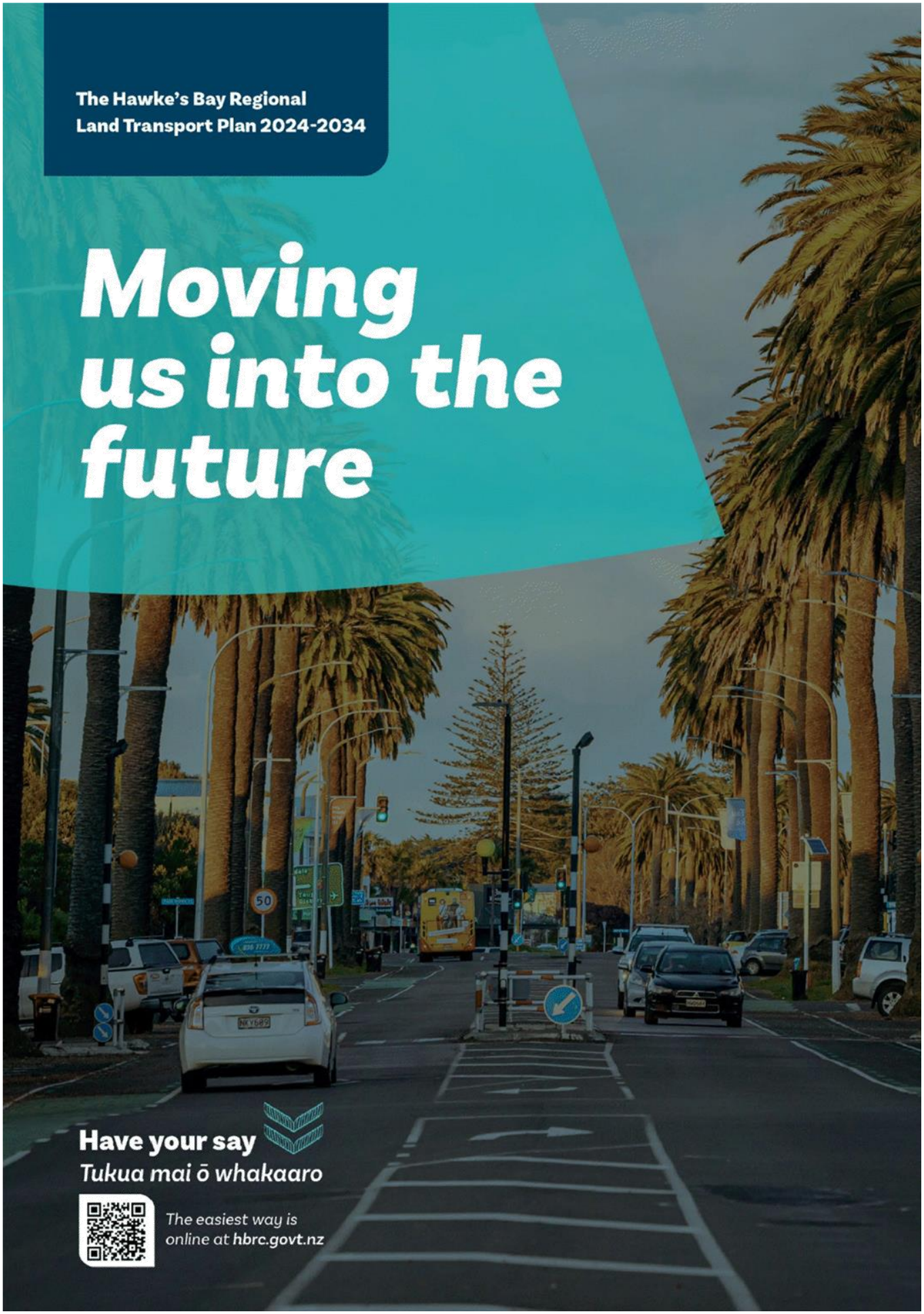
Meeting of the Regional Transport Committee

Date: Friday 15 March 2024

Time: 1.00pm

Venue: Council Chamber
Hawke's Bay Regional Council
159 Dalton Street
NAPIER

Attachments Excluded From Agenda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Land Transport Plan 2024-2034
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Transport Planning

Hawke's Bay Regional Land Transport Plan

2024-2034

March 2024

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Executive summary

This Regional Land Transport Plan (**RLTP**) explains why, where, and how future investment will be made to improve performance of the land transport system – its constituent parts, how those parts interact and how they impact people, place, and environment.

This plan has been developed in the year following Cyclone Gabrielle. This event and its impacts on the region's transportation system have not only created unprecedented challenges for the transport system in Hawke's Bay, but it has also helped shape and hone the region's overarching vision and objectives for that system. The Regional Transport Committee will continue to advocate strongly at a national level for the region's transport network to be supported and the necessary level of future investment to be made.

Hawke's Bay's transport system has a raft of challenges with fragile and vulnerable access, and long-standing resilience challenges.

To the north and west our transport system traverses land that is highly erodible, unstable, and crossed by rivers and streams, with 350km of coastline to the east. The landscape constrains transport opportunities into and throughout the region through challenging terrain with cliffs, bluffs, and road bridges through deep gorges.

Our transport system has been riddled with resilience challenges for decades. Cyclone Gabrielle highlighted the challenges and fragility of our regional transport system. Some communities were severed for extended periods of time, with no viable transport alternatives for people, livestock and product. The impacts on the transport system made it difficult for some businesses to operate, supply to reach where they needed to go, and for people to access key facilities, family and services.

State Highways, that form our critical lifeline links into, around, and out of our region are hilly, winding, and narrow in places. Coupled with the geographical and geological challenges, this creates a recipe for resilience challenges and ongoing and persistent disruption across the system.

State Highway 2 to the north provides access to Wairoa, and on to Gisborne and the East Cape, while to the south provides vital links through Central Hawke's Bay on to the key distribution centre of Palmerston North and on to Wellington. State Highway 5 provides vital access to the northwest for people and freight, connecting the region with Auckland and the world. Both corridors traverse challenging terrain and have long standing resilience issues. Having two key corridors with long term resilience challenges means that access for the region is fragile and could be impacted at any time, as starkly seen during Cyclone Gabrielle.

Our local and rural roading network is at the limit of its durability.

Hawke's Bay has 4,200kms of vital local roads connecting our communities and enabling our regional economy to thrive. The rural roading network, the backbone of our regional economy, was heavily impacted during Cyclone Gabrielle. Over 50 bridges were either destroyed or damaged, most in rural areas severing communities, hundreds of kilometres of road were damaged or destroyed, thousands of culverts were impacted, as well as thousands of over and under slips impacted our transport system. Communities were severed, business were unable to harvest produce or get stock off farms, severely impacting our regional economy. The required recovery and rebuild works is estimated to be in excess of $1 billion.

The demands on our transport system grows as our economy and employment does

Hawke's Bay supports significant primary industry business, with sectors such as farming, forestry, horticulture, and viticulture making significant contributions to regional and national GDP. Hawke's Bay is home to 60% of New Zealand's apple production, with the wider horticulture sector contributing approximately $1.2b to national GPD per year, while agriculture contributes over $500m. Manufacturing, healthcare, and construction / wholesale trade are seeing sustained growth, delivering a combined value of over $1b to the economy. Tourism continues its strong comeback following several challenging years, with approximately 130,000 cruise ship passengers over the 23 – 24 summer season and an estimated $400m+ in visitor spend in 2023.

Unemployment sits at around 5.6% with increasing employment opportunities in key industries, such as manufacturing. The recovery and rebuild process will provide significant opportunities for our region over the next decade.

It is essential we invest in our transport system now to ensure we enhance for future growth, enabling economic productivity and reducing travel times across the network.

Our population is growing and changing.

Our population is forecast to grow to over 200,000 by 2048. By late 2020s, the 65yr+ cohort will make up 20% of our population. This will mean an increase in smaller houses, as well as changes in off-peak travel times. Conversely, we have an increasing 40 – 64yr cohort that will likely require family homes, and fast, efficient travel times particularly at peak period.

As our transport system is at the limit of its durability, long-term, sustained investment is required.

The reality is that our local roading network, in particular the rural roading network, was disproportionately impacted by the Cyclone. Already suffering from a prolonged maintenance backlog and a raft of ongoing challenges, the Cyclone showed the vulnerability and fragility of the network. The maintenance backlog across the region is largely the result of an ongoing and now increasingly challenging funding environment, with large cost inflations and complexities. Given the scope and scale of damage done across the region, local authority budgets will be under significant pressures for years to come. This means there simply will not be the required level of local share funding available to fix, rebuild, and add resilience into the system that we, as a region, require.

To return the regional transport system to an acceptable level of service that provides resilience for our communities and business, our region and councils will require significantly enhanced Funding Assistance Rates from Central Government to enable essential works to continue. It is important to note that these works will not be large capital projects, instead they are business as usual activities – those maintenance, operations, and renewals activities that are often go unseen, until such as time as there a significant failure and the deficiencies become obvious.

In this context, the vision, strategic objectives, and transport priorities for this RLTP are committed to getting the basics right, with a focus on maintenance and resilience, and ensuring our transport system is efficient as the essential pathway to economic growth and productivity. At the same time, we must drive the transition to a low emissions transport system that is safe for everyone.

To that end, the 30-year Strategic Vision is:

> *An efficient transport system that is resilient, low emissions, safe, provides genuine and equitable choices, and places community wellbeing at the centre.*

Closely supporting these are the long-term strategic objectives that articulate the key elements of our future transport system:

1. Resilience, security, and asset management
2. Drive a low emissions transport system
3. A safe transport system for communities and people
4. Inclusive access
5. Integrated land use planning and development

We need to invest in our transport system with urgency and priority.

We have a lot of work to do across our region and it needs to be done with haste. Our communities want and need action. As a region we can't afford for the rebuild and resilience works to take decades.

Collectively, our councils across the region are investing significant sums in doing the basics right.

As a region we must continue to make good use of the transport system we have got, for example, reallocating space to active travel rather than building new or separated routes, or looking at existing challenges through a different lens and making innovative changes to drive efficiency and effectiveness. We must work closely together as a region to drive value for money across our transport system.

There is a huge opportunity in this Regional Land Transport Plan (RLTP) as we move forward into the rebuild phase. Hawke's Bay must:

- rebuild its transport system
- add and enhance resilience across the system
- focus on significantly enhanced business as usual (maintaining our system)
- strengthening community connection
- securing safe and resilient journeys on the lifeline state highways
- strengthening the connection between the two main urban areas to increase resilience, decongest, enhance efficiency, reduce travel times, and unlock economic growth.

To do this we need a true and close collaboration between central and local government, with the available funds to execute with excellence and tackle the job to be done with urgency and priority. These works need to be completed within the next decade.

Our transport programme therefore proposes major investment in maintenance, operations, and rebuild works.

To secure reliable journeys for our communities and industry, rebuild our transport system, and enhance long term resilience as a region the proposed investment will see:

- **$584m** on maintenance, operations, and renewals over the next 3 years across local roads and state highways, including emergency works already underway.
- **$45m** over 3 years to provide a step change in public transport services for our urban area, making journeys efficient and decongesting key corridors. This includes the Total Mobility services and introduction of a new efficient network.
- **$21m** over the next 3 years to invest in walking and cycling as genuine transport alternatives on our local roads, and **$49m** on state highways for shared paths.
- More than **$2b** over the next 10 years repairing, rebuilding, and enhancing resilience on the vital life-line state highway links to secure resilient journeys for our communities.

- **$750 - $850m** to strengthen the connections between the two main urban areas
- **$45m** to keep our people safe across our local road and state highways, including road safety promotion and safety works already in progress.

Overall, $5.5 billion dollars is proposed to be invested across our transport system. It is important to note that this will be split across a range of time horizons. Projects associated with state highways are long term in nature and will take around seven to ten years. Investments like maintenance, operations, renewals, and public transport are spread across three years. These investments will continue as they are a core part of our transport system and will be reviewed and updated every three years.

We are planning to make a significant inroad in the large task ahead, but further investment is required.

Our region requires investment that is long-term and sustained. We need the rebuild and resilience works to happen with urgency and priority, ideally over the next seven to ten years to enable our regional economy and communities to thrive and limit the excessive cost that may come if there is greater delay.

Councils, as the co-investors in transport system investments, are focused on continuing to do the basics well and executing their mahi with excellence. However, budgets are under extreme pressure with competing priorities from other core infrastructure and services. To ensure our transport system is as resilient, connected, and efficient as it needs to be, we require long term enhanced funding assistance rates from central government. True, close, and consistent collaboration between central and local government will yield significant benefits for Hawke's Bay, provide confidence for industry to invest, and have a long-term enhanced benefit for the region and New Zealand.

The funding environment, like our transport system, needs to be resilient to change.

Contents

1. Introduction

The land transport system is made up of many assets - including paths, walkways, cycle trails, bus shelters, railway lines, roads, intersections, vehicle parks, traffic signals, signs, crossings, bridges, drainage gullies, road markings and lighting. All these assets connect places where people live, to destinations they need to access; whilst also linking places of work, business and production to ports, airports, other regions of New Zealand and the rest of the world.

All parts of the Hawke's Bay land transport system need to provide a safe, efficient, resilient, and environmentally sustainable level of service to people and businesses. This requires both effective asset management (ensuring we look after what we have) and significant improvements to infrastructure and services to support economic growth. The system needs to evolve in response to pressures placed upon it, both from growing demand for travel and external environmental forces such as severe weather, natural disasters, and climate change. People and communities need to have confidence that the land transport system is available when they need it and provides genuine transport choices where effective and suitable across a range of modes including public transport, cycling, and walking.

This Regional Land Transport Plan (RLTP) explains why, where and how future investment will be made to improve performance of the land transport system – its constituent parts, how those parts interact and how they impact people, place, and environment.

The Plan encompasses and considers the strategic direction provided by the Government through the Ministry of Transport's Outcomes Framework and the Government's Policy Statement on Land Transport. In addition, other key strategic documents such as *Arataki*, Waka Kotahi NZ Transport Agency's 10-year land transport view on how to deliver Government's current priorities and long-term objectives, have also been considered in the development of this Regional Land Transport Plan

This plan has been developed in the year following Cyclone Gabrielle. This event and its impacts on the region's transportation system have not only created unprecedented challenges for the transport system in Hawke's Bay, it has helped shape and hone the region's overarching vision and objectives for that system. The Regional Transport Committee will continue to advocate strongly at a national level for the region's transport network to be supported and the necessary level of future investment to be made.

1.1. Purpose of this Plan

This plan is prepared by the Hawke's Bay Regional Transport Committee (**RTC**) under the Land Transport Management Act 2003.

This plan is the primary document guiding integrated land transport system planning and investment within the Hawke's Bay Region. It sets out the strategic direction for land transport in the region over the next 10 years and describes what the region seeks to achieve to contribute to an efficient, resilient, and safe land transport system. In addition to outlining the strategic direction for the region, the Plan also outlines the activities and key investments proposed to deliver the strategic direction. The plan also lays out the devastation caused by Cyclone Gabrielle and the impacts this has had on our transport system.

1.2. Cyclone Gabrielle

On 14 February 2023, Cyclone Gabrielle bore down on Hawke's Bay. Rivers swelled past breaking point, devastated the landscape, destroyed livelihoods, and heavily impacted our transport system. Over 25 bridges were destroyed, including the crucial linkages at Puketapu, Redclyffe, Waikare and Rissington cutting communities off and causing the rural roading network to be disproportionately damaged.

Hawke's Bay Regional Council rainfall figures show that Cyclone Gabrielle was one of the most significant rainfall events to impact the region on record, delivering staggering amounts of rain over a relatively short period of time. The amount of rainfall coming through the region's catchments was much higher than forecast and greater than the river management system was designed and constructed for.

Many marae, papakāinga, urupā, and wāhi tapu sites were significantly affected by Cyclone Gabrielle. Multiple farms, orchards, vineyards, rural businesses, and homes across the entire region have been damaged or destroyed. Rural and semi – rural areas have been the most affected. The power of the flood waters tore through homes, orchard, viticultural and horticultural properties, lifted roads, destroyed bridges, damaged culverts, and caused significant damages to other key lifeline infrastructure.

Cyclone Gabrielle highlighted that the regional transport system was at the limit of its durability and lacking in resilience. State Highway 2 north to Wairoa was closed due to damage for over three months and State Highway 5, our main north bound arterial link, was closed to traffic for over six weeks, creating significant access challenges and hampering the progress of the immediate response. Neither regional link had an effective secondary option. While the State Highway 2 south link, through Central Hawke's Bay remained open Napier City was entirely cut off for a period of several days.

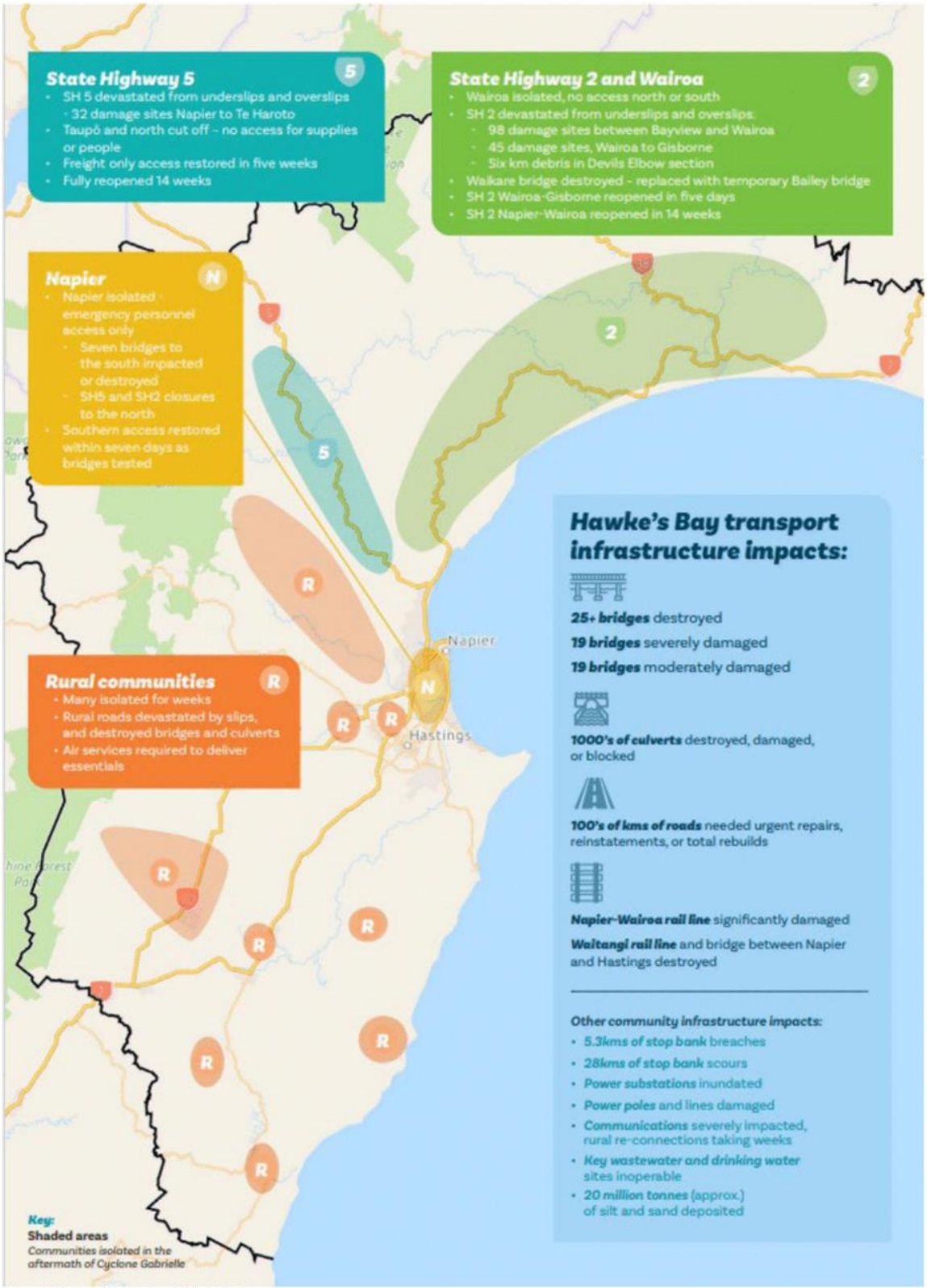


Figure 1: Cyclone Gabrielle transport system damage – immediate aftermath of the event

1.3. Legal Status

This RLTP has been prepared under Section 13 and 14 of the Land Transport Management Act (LTMA) 2003. Section 13 of the LTMA places an obligation on the RTC to prepare and approve an RLTP, on behalf of Hawke's Bay Regional Council, every six financial years, with a refresh after three. Section 14 of the LTMA outlines the core requirements to be included in the plan and plan making process.

Aside from the LTMA, the RLTP sits within a complex and dynamic policy environment, which is summarised in Figure 2

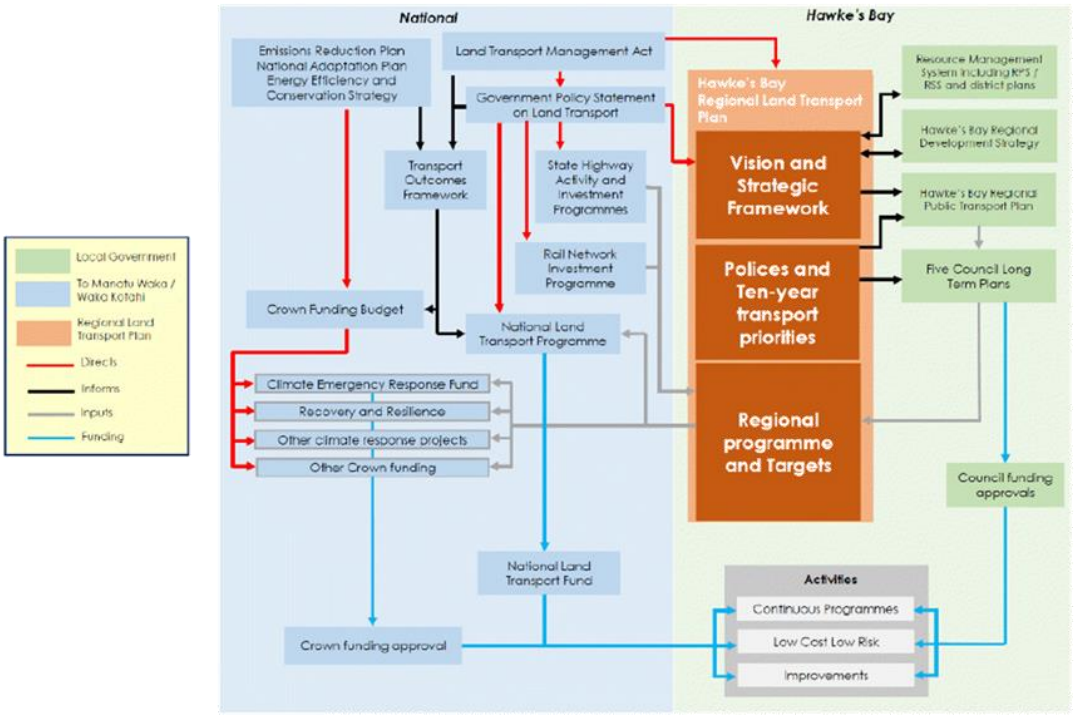


Figure 2: The National and Regional Policy Environment

2. Strategic Context

2.1. Our Region

Hawke's Bay lies on the East Coast of the North Island and has a diverse largely rural landscape comprising of mountain ranges to the north and west and some 350 kilometres of coastline to the east, with five major river systems in between, spanning an area of 14,164 square kilometres. The region has important land, air and marine transport connections to the rest of New Zealand including the Chatham Islands. It is bordered by Bay of Plenty, Waikato, Manawatū-Whanganui regions, and Gisborne District and encompasses four Territorial Authorities of Wairoa District, Hastings District, Central Hawke's Bay District, and Napier City. The 2 main cities are located close to each other – Napier on the coast, and Hastings inland. The smaller towns of Wairoa, Waipawa, and Waipukurau, along with other settlements, are located to the north and south of the region respectively.

Our landscape constricts movement north on State Highway 2 through challenging terrain that features cliffs, bluffs, and several roads and bridges through deep gorges, which are prone to land slips and flooding. The State Highway 2 corridor has a long history of closures, many for an extended period.

State Highway 5 between Napier and Taupō is particularly vulnerable to weather related events, climate change, potential earthquakes and is unsafe due to existing road design, geographical and geological challenges, and increasing road loadings and trip frequencies.

There is also potential for earthquakes to adversely impact on transport resilience and community connection across the region. In contrast, much of the terrain in urban centres and townships is relatively flat which is favourable for active modes of transport and the relatively easy movement of public transport services and commuters.

Napier

With a population of 67,500, Napier is known as the Art Deco Capital of the world and is a vibrant tourist destination. The Napier city district is the most urban of the four in Hawke's Bay, with development spread along the coast, on Bluff Hill and flatter inland areas.

Napier Port is the primary export seaport for the east coast of the central North Island. Hawke's Bay is the largest producer of apples, pears, and stone fruit in the country with significant export volumes of these products going through Napier Port. Large amounts of wine, wool, frozen meat, wood pulp, and timber pass through Napier annually for export. Smaller amounts of these products and materials are transported via road and railway to the large metropolitan areas of New Zealand itself, such as Auckland, Wellington and Hamilton. Napier has a thriving and ever-growing tourism market with regular cruise ship visits during the summer season along with large festivals, such as Art Deco.

Hastings

The Hastings district covers an area of 5,227 square kilometres. The population was 91,900 as of June 2023. 51,500 people in the Hastings city urban area, 15,200 in Havelock North, 2,090 in Clive, 11,000 in Flaxmere, and 23,110 in rural areas and settlements.

The Hastings district is home to the highly productive Heretaunga Plain and is one of the largest apple, pear and stone fruit producing and processing areas in New Zealand, with a vital connection to Napier Port. Hastings is home to several major food processing plants, which add significant value

to the local economy. The district is an important grape growing and wine production area, with much exported via Port of Napier. Hawkes Bay has recently been named one of the top 12 wine capitals of the world. Hastings has a thriving food and wine tourism industry, along with other tourist attractions, that are experiencing sustained year on year growth. The district is also home to the Food and Wine Classic (F.A.W.C) food and dining festival held twice a year.

Hastings District derives much of its wealth from the primary sector which also includes high performing hill country sheep, beef, deer, and dairy farms.

Wairoa

Located further north, the Wairoa District has a land area of 4,077 square kilometres, and the population was 9,290 as of June 2023. Just over half the population live in Wairoa township itself, which is located on State Highway 2 approximately midway between Napier and Gisborne.

Agriculture, forestry, and horticulture are the main industries, along with support businesses and services. An increased emphasis by Wairoa District Council on economic development (particularly aimed at encouragement of diversification of agribusiness, horticulture ecotourism, digital creative industry attraction, and attraction of new and returning residents) has led to an increasingly positive view of the district's potential.

Mahia peninsular, just north of Wairoa township is home to renowned Rocket Lab attracting highly skilled people to the district.

Central Hawke's Bay

Central Hawke's Bay district covers an area of 3,333 square kilometres, from Pukehou in the north to Takapau in the south, and from the western Ruahine Range in the west to the Pacific coast in the east. The population was 16,000 (in June 2023). The two main towns are Waipukurau (population 4,750) and Waipawa (2,400), which are just seven kilometres apart along State Highway 2. Smaller townships include Ōtāne, Takapau, Tikokino and Ongaonga.

The local economy is largely based around the primary production sector, with the largest contributor being agriculture, along with its related food processing facilities and supporting agribusiness. Although accounting for only 5% of the regional population, Central Hawke's Bay produces 20 percent of the region's exports. The Takapau freezing works and Ovation's processing facility provide vital employment for residents as well as the greater Hawke's Bay population, with many employees from Hastings and Napier making the daily commute for work.

The pip fruit sector and viticulture sector are increasing their presence in Central Hawkes Bay, providing jobs and further export products, with one development increasing its production to 1000 trucks per week during harvest as the development matures and increases production over the next 5 to 8 years.

2.2. Land Use Patterns

Our region is large and diverse. It includes large rural areas, which support primary production, including agriculture, forestry, and horticulture and meat processing activities. Rural areas range from fertile river plains to highly erodible hill country and coastal plains along the west and east coasts. The region has several urban areas, ranging in size.

To best utilise the highly fertile soil the Heretaunga Plains Urban Development Strategy (HPUDS) was created to protect valuable horticultural land, whilst also ensuring that community facilities, housing and infrastructure are integrated with development 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.

Building on the HPUDs work Hastings District Council, Napier City Council, Hawke's Bay Regional Council, along with iwi and hapū partners are currently developing the Hastings and Napier Future Development Strategy (FDS). The FDS will guide development across existing urban areas and surrounds of the two districts over the next 30 years.

The FDS will determine where and how we grow over the next 30 years, seeking to achieve 'well-functioning urban environments' in Napier and Hastings existing urban areas. The FDS will also identify the big issues around growth, including housing, transport, employment, cultural wellbeing, the environment, climate change, and resilience. Ultimately, it will allow us to plan and deliver the necessary infrastructure to support our growth goals and recovery from the impacts of Cyclone Gabrielle. The FDS also seeks to forecast employment growth across key industries over the next 30 years.

Eventually the FDS will replace the current HPUDS as our key regional strategic growth strategy. Land previously identified in HPUDs for urban development is considered urban under the National Policy Statement on Highly Productive Land. All priority areas under HPUDS will be brought forward under the FDS but will still be reassessed if appropriate to develop.

2.3. Our Economy

Hawke's Bay's rural hinterland supports high value pastoral farming, forestry, horticulture, and viticulture with these industries forming a significant portion of primary production and economic activity in the region. Manufacturing is a large complementary and adjacent industry, with a range of business relying on its value-add activities. These industries are among the largest employers, with healthcare and social assistance making strong contributions to the regional workforce landscape. The tourism sector also provides a significant contribution to the regional economy with food and wine, events, cruise ships, and the Hawke's Bay Cycle Trails all proving popular tourist draw cards.

There is almost 20,000 hectares of land on the Heretaunga Plains dedicated to horticulture, including almost 5,000 in apple production and 3,600 in viticulture.

2.3.1 Our key regional sectors

In 2021 manufacturing, agriculture (including horticulture, viticulture, and pastoral farming, forestry and fishing), and rental/real estate services were the top 3 contributors to the Hawke's Bay economy with a combined GDP of $2.74 billion. Healthcare and social services have experienced a sustained increase in GDP, growing from $566 million in 2019 to $693 million in 2021 along with construction and wholesale trade, growing from $518 million in 2019 to $647 million in 2021, based on MBIE regional dashboard data.[1]

The pip fruit sector has experienced significant and sustained historical growth in Hawke's Bay as large growers have pursued growth strategies seeing significant increases in orchard development across the region and into Gisborne. Hawke's Bay produces approximately two thirds of New Zealand's export apple crop. This growth has flow-on effects for the transport system meaning more truck movements across an increasing geographic area and more intensive seasonal peaks.

The cyclone has had a significant impact on our regional economy. Early estimates by Boston Consulting Group[2] suggest the costs of lost production, clean up, repairs, and re-establishment for

[1] https://webrear.mbie.govt.nz/summary/hawkes-bay?accessedvia=hawkes-bay
[2] https://www.bcg.com/publications/2023/new-zealand-hawkes-bay-horticultural-sector

the horticulture sector alone are potentially more than $1.4 billion. Expected lost production and value for the region for the 2023 financial year has been quantified at $500 million. This will have a long-term impact on the transport system, requiring safe and sustained access during the rebuild phase, and a resilient network once production is in full swing to enable the sector to flourish again.

The Primary sector's role in the local economy is expected to remain strong and will continue to grow over the next 30 years.

There are 165,000 hectares of plantation forests in the region – up from 128,100 hectares in 2012. Timber products are a major export commodity and Napier Port handled 2.85 million tonnes of logs in 2022, representing 65 percent of total export volume by weight through the port. Increases in forestry plantings are likely to have a particular effect in the Wairoa District, which has already seen 8,486 hectares of sheep and beef land converted to forestry.

The main processing centres for rural produce are concentrated in and around Tomoana/Whakatū, Omahu Road and Irongate areas in Hastings, and the Awatoto, Pandora and Onekawa areas in Napier. These areas attract a significant amount of enterprise and require many full-time employees. Importantly, the seasonal labour requirement in these areas is significant, impacting on traffic flows and transport system requirements, particularly at peak times.

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 a fine wine and food reputation. The water park attraction of Splash Planet continues to be the leading tourism feature in Hawkes Bay. The sector has had a few difficult years with Covid-19 and Cyclone Gabrielle impacting visitor numbers and spend. Growth projections are trending in a positive direction with 91 cruise ships (carrying circa 130,000 tourists) booked over the 2023-2024 summer seasons.

2.3.2 Employment

Hawke's Bay unemployment rate sits at around 5.6 percent, while the average household income has continued to grow over time, as the graph below sets out, it was sitting at $132,100 in 2023. The average household income nationally was (2023) $132,800.

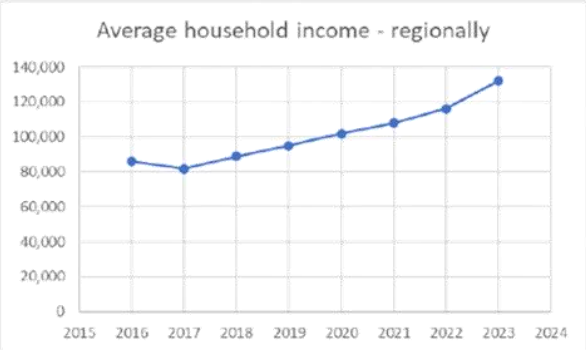


Figure 3: average household income in Hawke's Bay 2015 – 2023

GDP per capita, a measure of relative wealth as a proportion of regional gross domestic product, across the region has also experienced sustained increases over the past decade, increasing from $38,713 in 2012 to $58,769 in 2022. Together these paint the picture of a positive upward trend across the region.

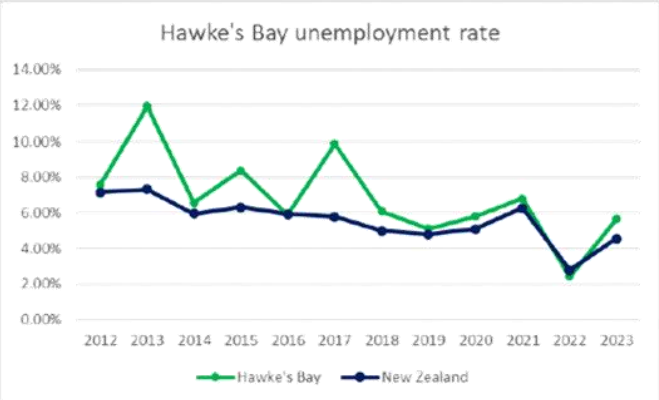


Figure 4: Hawke's Bay unemployment rate 2012 – 2023

The Covid-19 pandemic had an impact on the Hawke's Bay economy and employment, increasing the unemployment rate to 6.8 percent in 2021, particularly in the hospitality, food service, and tourism sectors with lockdowns and reduced visitor numbers. 2022 saw a drop in the unemployment rate, followed by a steady increase to 5.6 percent by June 2023. Māori as well as low-income households are particularly vulnerable to job losses and fluctuations in the economic performance of the region. Generally, this shows that a large proportion of our population are active users of the transport system to get to work, school, and other activities.

2.4. Our people

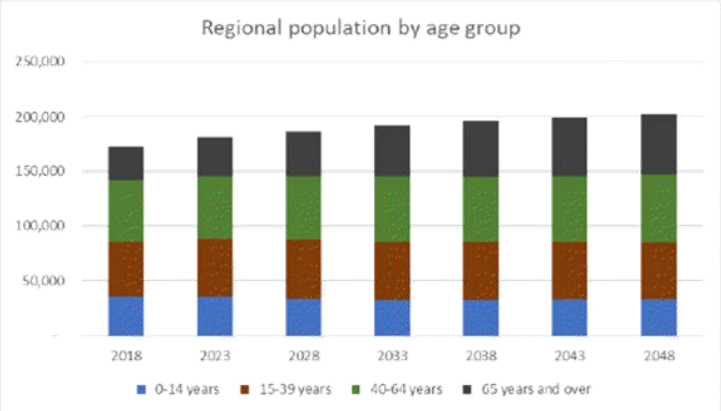


Figure 5: Regional population by age group

Hawke's Bay is home to an estimated 184,800 people (Ministry of Buiness, 2023) with 76 percent of those living in the main urban areas of Napier or Hastings. The population is expected to grow to over 200,000 people by 2048 according to Stats New Zealand data. Hawke's Bay continues to be an attractive destination to do business, raise families, and for an increasing proportion of the population – retire.

The population in Hawke's Bay is ageing, with 20 percent of our population projected to be aged 65 or over by 2028 (Stats NZ 2023 estimate). This will result in changing housing needs (smaller, more centrally located housing) and an increase in the number of retirement villages constructed[3]. It is anticipated that this will likely change travel patterns and requirements, in particular the increased need for accessible shared transport options.

Forecasts also show a steady increase in the 40 – 64 age group out to 2048. As with our ageing population, this increase will come with different needs and requirements. An ongoing regional stock of family sized homes will be required in the region, accompanied by good transport networks that continue to facilitate access to education, work, after school activities, retail, and social events. Balancing and servicing these two different housing and transport requirements will present an enduring challenge for the transport system.

Health and mobility status impacts people's ability to access the transport system. Almost a quarter (23 percent) of the Hawke's Bay population identify as having a disability, with a mobility (physical) disability most common (13 percent).[4] People with mobility disabilities may not be able to drive a car and tend to be more reliant on public transport and high-quality, unobstructed pedestrian infrastructure to get around. Older adults, an increasing portion of our population, are also less likely to have a driver's license and have a greater need for alternative transport modes.

2.4.1 Transport related health outcomes for our population

The transport system is a key enabler of whānau and wider community wellbeing. The design and utilisation of our transport system, including what modes of transport are available and used, has very real impacts on the health outcomes of a community. This includes influencing the levels of physical activity achieved at regional level and health outcomes such as chronic cardiovascular disease. Transport systems which are equitable and accessible to all are also enabling of social connection, which is critical to mental health and wellbeing.

Table 1 summarises some of the key health outcomes which are influenced by the transport system in Hawke's Bay. Many of the transport-influenced health outcomes in Hawke's Bay are not equitably distributed, with Māori, Pacific, and people living in areas of high deprivation suffering the worst health outcomes. This highlights the importance of ensuring equity of access is designed into transport systems.

Table 1: Key health outcomes, Hawke's Bay

Meeting physical activity guidelines – adults (age-standardised)[5]	54.5 percent of Hawke's Bay adults meet physical activity guidelines, compared to 52.9 percent nationally.
Active transport to and from school (5-14 years) (age-standardised)[6]	Children in Hawke's Bay have the second lowest rate of active transport in New Zealand to and from school at 32.8 percent compared to the national average of 43.1 percent.
Health impacts of transport-related air pollution[7]	The Hawke's Bay region has the fourth highest rate of premature death (30+ years) due to transport-related air

[3] There are four new retirement villages under construction in Hawke's Bay during 2020.
[4] Statistics New Zealand. (2013). New Zealand Disability Survey 2013.
[5] Ministry of Health (2023). New Zealand Health Survey data, 2017-2020.
[6] Ministry of Health (2023). New Zealand Health Survey data, 2017-2020.
[7] Kuschel G. et al. (2022). Health and air pollution in New Zealand 2016 (HAPINZ 3.0): Volume 1 – Findings and implications. Report prepared by G Kuschel, J Metcalfe, S Sridhar, P Davy, K Hastings, K Mason, T Denne, J Berentson-Shaw, S Bell, S Hales, J Atkinson and A Woodward for Ministry for the Environment, Ministry of Health, Te Manatū Waka Ministry of Transport and Waka Kotahi NZ Transport Agency. (March 2022). https://environment.govt.nz/publications/health-and-air-pollution-in new-zealand-2016-findingsand-implication

	pollution in New Zealand. In 2016, 157 premature deaths [8]were attributed to air pollution in Hawke's Bay.
Hospitalisations from traffic accidents[9]	In Hawke's Bay between October 2022 and September 2023, there were 881 hospitalisations related to injuries from motor vehicle accidents. 144 (16.3 percent) of those hospitalisations were cyclists.
Overweight or obese – adults (age standardised)[10]	64.5 percent of women and 71.4 percent of men living in Hawke's Bay are considered overweight or obese, compared to 60.4 percent of New Zealand women and 67.8 percent of New Zealand men. Māori (79.4 percent) and Pacific adults (79.8 percent) experience higher levels of obesity in Hawke's Bay compared to non-Māori/non Pacific adults.
Overweight or obese – children aged 2 -14 years (age standardised)[11]	26.6 percent of girls and 29.8 percent of boys living in Hawke's Bay are considered overweight or obese compared to 31.8 percent of New Zealand girls and 29.9 percent of New Zealand boys. Māori (42.6 percent) and Pacific children (42.2 percent) experience higher levels of obesity in Hawke's Bay compared to non-Māori/non Pacific children.

2.4.2 Population Growth

Migration is complex with a range of external forces shaping trends. Covid-19 significantly impacted international migration to Hawke's Bay, with some migrants leaving during 2022. In 2023 international migration had positively recovered to 1,400 migrants by year end. It can be logically anticipated that international migration will continue positive growth as our region enters the long term rebuild and recovery from Cyclone Gabrielle. We will need a lot of people and capability to complete the task at hand.

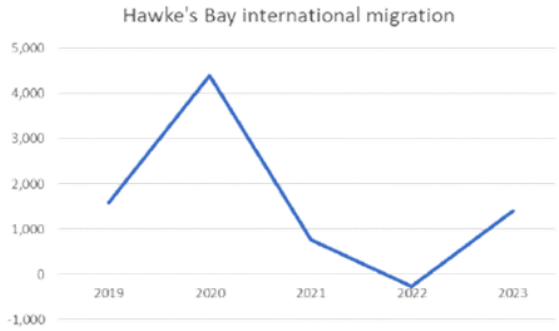


Figure 6: Hawke's Bay international migration, MBIE 2023

[8] Ministry of Health. (2023). New Zealand Health Survey data, 2017-2020.
[9] Te Whatu Ora. (2023). National Minimum Dataset (Hospital events).
[10] Ministry of Health. (2023). New Zealand Health Survey data, 2017-2020.
[11] Ministry of Health. (2023). New Zealand Health Survey data, 2017-2020.

The most recent (2019) Statistics New Zealand population forecast data show a long-term trend of sustained growth for most districts.

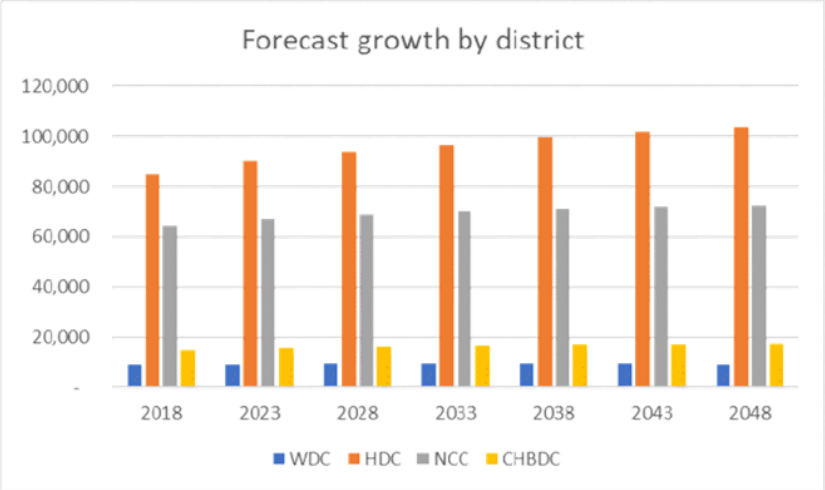


Figure 7: Population forecasts by district, Stats NZ 2019

The data highlights clear and sustained growth in both Hastings and Napier. This underpins the importance of the FDS, currently under development, and investing to support and enable future industry and unlock land for housing.

The current housing supply in Hawke's Bay is somewhat constrained with increasing prices and a competitive rental market. This has been further compounded by Cyclone Gabrielle. Based on population forecasts, it is vital that the regional housing supply increases over the coming decades, balanced between smaller, more centralised housing for 65+ and family sized homes for the growing 40 – 64 age group, with most of the development likely to be across Hastings and Napier. Central Hawke's Bay will likely see more incremental population growth over the coming decades and will need to maintain momentum with housing and transport connections to support and sustain forecast growth. Wairoa growth is expected to remain relatively static.

2.5. Climate change and Resilience

Vehicles that run on fossil fuel are the fastest growing source of harmful climate pollution, with 20 percent of New Zealand's domestic greenhouse gas emissions coming from transport and 90 percent of these emissions from road transport.

In 2018 national emissions from transport totalled 16.6 mt CO2-e or 21.1 percent of all gross emissions. Transport emissions are growing, increasing by 89.7 percent since 1990. This increase in emissions has been driven by population and economic growth. The increase in the number of New Zealanders and their improved prosperity has meant more travel and freight movements, and therefore more emissions from transport. The region must adapt its transport network so that it is more climate – resilient, but also drive a low emissions transport system. Hawke's Bay's specific transport emissions profile is discussed further in section 3.3.

As a result of a changing climate, it is increasingly likely that the region will either have too much water or not enough at any given time. The intensified extremes of wet and dry climatic events in Hawke's Bay will continue to exacerbate the region's vulnerability to community severance, road failures, and similar disruptions, further highlighting the need for significantly enhanced resilience

across our transport system. On top of the increasing intensity and frequency of adverse weather events, Hawke's Bay is also vulnerable to other natural hazards such as earthquakes and coastal erosion. Combined, these hazards increase the cost of infrastructure maintenance, renewal, and repair along with disruption to the economy.

Despite the escalating costs involved in infrastructure maintenance, renewal, and repair, it is imperative that sufficient focus and funding is placed on maintaining and operating the current system to protect communities from future risk. There is a need to also ensure we are investing in enhancing the transport system to support future growth.

3. Our Transport System

The transport system is a key enabler of activity, be it economic, social, or community activity. A well-functioning and resilient transport system allows people and product to get to reliably and efficiently where they want to go. In total there is around 4,700 kilometres of road in the Hawke's Bay region, with 55% of kilometres travelled on local roads which are managed by local councils and 45% on state highways which are managed by Central Government through New Zealand Transport Agency Waka Kotahi (NZTA).

Hawke's Bay has two main urban areas with a large rural hinterland housing a range of businesses and industries. Figure 8 below shows that over 80% of our roads are classified as rural with the remainder being part of the urban and state highway networks, and the journey number and length varying widely between urban and rural settings. Both environments have a range of differing needs and uses, but they both share the need to be constantly, consistently, effectively, and reliably connected. Cyclone Gabrielle highlighted that access is fragile and can be easily severed, particularly in our rural areas. A **resilient, connected, and reliable** transport system provides community connection and is the backbone of our regional economy, enabling movement, supporting growth, and driving efficiency.

Figure 8: Hawke's Bay network characteristics, Te Ringa Maimoa

From the perspective of regional economic growth, development and performance, the transport system provides a vital connection from the farm / forest/ orchard gate to other elements of the value chain and on to high value global and domestic markets. Combined, the local road and state highway networks enable people, products, production inputs, and services to move around freely getting to where they need to go. They also provide access and connection to our ever expanding and growing tourism industry. For people, a resilient and reliable transport system creates access to employment opportunities and jobs benefitting households, communities, and the regional economy.

We need sustained investment at favourable funding assistance rates in all facets of our transport system to ensure it is reliable, resilient, and connected. This chapter sets out the core elements of our transport system that our investment programme (set out in section 7) seeks to address in the coming years, and through the term of this RLTP in particular.

3.1 Network resilience

Transport system resilience across Hawke's Bay and the East Coast of the North Island had its greatest test during Cyclone Gabrielle. Figure 1 provides a simple snapshot of the network resilience challenges facing us. The long-term lack of suitable investment in maintenance activities also contributes to our transport system lacking resilience, along with the challenging geography and geology across our region.

Broadly, there are many definitions of resilience, and more emerging all the time. At a high-level resilience can be defined as the ability to absorb effects of a disruptive event, minimise adverse impacts, respond effectively post-event, maintain, or recover functionality, and adapt in a way that allows for learning and thriving, while mitigating adverse impacts of future events.

In May 2023 a regional definition of Resilience was developed for Hawke's Bay. This sought to examine the lessons learned through the Cyclone and the community need these impacts highlighted. In Hawke's Bay, a resilient transport system is one that:

Supports our community to be prepared for future risk and which is enhanced to support future growth, that;

- *Has reliable and efficient travel times across key network routes.*
- *Supports and enables a demand driven increase in throughput of goods and people.*
- *Is adaptable to changes in land use, natural hazards, regulations, standards, policy, and funding.*
- *Has effective network alternatives (routes & modes) to connect our people and communities.*
- *Has stable funding to maintain appropriate and agreed levels of service.*
- *Enables safe and equitable movement across all modes and uses.*
- *Ensures that there is a functioning transport route, or plan, for people and freight at all times.*

At a high level, this definition seeks to ensure the transport system supports community aspirations, is responsive to risk and change, and importantly, has ample network redundancy and takes a system wide approach.

Hawke's Bay has a very challenging geography and topography as explained in section 1. Sandwiched between inland mountain ranges and a rugged undulating coastline, the region's communities depend on a roading network that is subject to significant pressures from a variety of forces with few alternative routes or multi-modal travel options in the event of disruption. This pressure is magnified by two other forces. Firstly, the geological conditions beneath the roading network are often very challenging. The frequent absence of a solid rock base on which to build roads results in very expensive construction and maintenance requirements. The constant movement of tectonic plates is a more existential threat, which could result in huge levels of disruption in the event of a major earthquake.

Secondly, there has been rapid growth in freight volumes into and out of the region, especially logs which are primarily directed to Napier Port for export. Heavy vehicles carrying freight cause wear and tear on the roading network, particularly on rural infrastructure which is already suffering through historical under-investment in maintenance.

3.2 Connecting our communities – critical lifeline links

The State Highway network connects both communities and freight to the rest of the North Island as well as across the region connecting communities, goods, and services, and creating lifeline access to

education, work, and healthcare facilities. The State highway network provides access for our industries to move their goods, supporting and enabling economic growth and efficiency.

Hawke's Bay is connected by SH2 north which provides a lifeline connection to Wairoa, Te Urewera, Gisborne and Opotiki. 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. SH5, an equally vital route, connects Hawke's Bay to the central North Island and on to Auckland, Waikato, and the Bay of Plenty, comprising the main centres of economic activity in the North Island.

Within the region we have an expressway from Bayview to Pakipaki, which is the region's transport spine and connects our communities effectively and efficiently. The Hawke's Bay expressway portion of State Highway 2 held up relatively well during the Cyclone, proving a resilient route.

Another key inter – regional link to the west, and importantly on to State Highway 1 is the Napier-Taihape Road. This link 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 several years. The Kuripapango Bridge upgrade is now complete making the route fully HPMV capable.

3.2.1 Rebuilding and strengthening our critical lifeline links to connect our communities and secure resilient journeys.

NZTA have worked at pace to develop two large Strategic Resilience Response programme of work, one focusing on Hawke's Bay (south of Bayview), and the other focusing on Wairoa and Tairāwhiti (North of Bayview across the East Cape). Given the extensive damage suffered under Cyclone Gabrielle, these programmes of work will be sizable in nature and be large multi-year undertakings.

Additionally, a large programme business case (PBC) has been developed for State Highway 5 to address some existing safety issues and provide enhancement and improvements for the future.

Broadly, proposed works across the state highway network will have a strong maintenance, operations, and renewal focus. This could take the form of slip management, better drainage, new and / or culvert replacements, and pavement rehabilitation. There will also be some large scale multi year projects that seek to address ongoing resilience challenges. One such example is the Waikare Bridge replacement project on state highway 2. Essentially, all of the large-scale initiatives enhance resilience and build back better.

These projects may change and evolve over time and will be subject to available funding. The figure below provides a high-level overview of the proposed works that will be carried out across the State Highway network.

Our Transport Vision for the Region - 2024-2034

Our State Highways, owned and managed by NZTA Waka Kotahi, are a vital part of our regional transport system.

They provide essential community connections for the efficient and effective movement of people and freight. While a lot of immediate response and recovery work is underway on these vital links, the medium to long-term programmes of work do not yet have secure funding for freight and to support economic growth.

The infographic sets out the scope and scale of both the planned and proposed works across the regional state highway network. The works cover maintenance, operations, and renewals to help enhance what we have and provide significant improvements in resilience to secure reliable journeys for our region. The proposed programme aims to bring increased resilience, protection, and security to our communities through investing for the future. Other proposed State Highway investments are covered off in different sections of this RLTP.

Overall, some of the key benefits that will be delivered to our region through these investments are safer and more resilient highways, reliable access for communities, industry, and tourism, economic development and efficiency, and increased confidence to attract, develop, and grow industry and employment.

SH5 proposed Resilience Programme

This is a proposed medium to long-term programme of work that has been developed following Cyclone Gabrielle to address resilience challenges and enhancements across the corridor and subject to funding.

Projects in this programme of work include:

- Significant underslip management of number of sites between Te Pohue & Glenngarry
- Overslip Management
- Scour management at a number of sites

These works will ultimately be carried out as part of the Hawke's Bay Resilience Rebuild.

State Highways 'Business as Usual"

Maintenance, operations, and renewals activities will continue to be carried out across the SH network including Hawke's Bay's State Highways of 2, 5, 50, 51, and 38. These are often unseen works as they are not always 'shiny' or 'new'. They are, however, critical to increased resilience, reliability, and secure journeys into, out of, and around our region. Below are examples of some of the maintenance, operations, and renewal projects that will take place. Over $100m will be invested in these activities over the next 3 years.

SH5 Safety and efficiency improvements

This is a proposed medium to long-term programme of work to 'engineer up' sections to make the roading corridor safer and more efficient, enabling a 90km/h speed limit at Te Haroto to Te Pohue and 100km/h at Te Pohue to Glenngarry. This work includes corridor-wide passing opportunities and realignments south of Te Haroto.

Estimated cost: $650 - $850M

Proposed State Highway capital projects to secure journeys and enhance resilience.

The following large-scale projects are proposed to help to deliver a safer, more resilient, and efficient network across our region. They seek to not only rebuild, but to enhance the resilience of some critical weak points on the SH network.

1. Hawke's Bay Resilience rebuild

A significant programme of work across the state highway network to rebuild and enhance resilience.

The specific details and project inclusion of this programme are still being developed and are subject to funding. Enhanced maintenance will be carried out across the network, helping to increase resilience and reliability

Initial cost estimates are between $1.4B - $2.6B depending on the final programme of work and funding availability across the network.

2. Waikare Gorge Bridge & Realignment

Instillation of new Waikare Bridge and 4km road realignment.

Estimated cost: $200m - $270m

Maintenance, renewals, and rehabilitation are a significant feature of all of these programmes. Typically, these activities are not detailed as they form business as usual operations. provides an indication of some of the potentially most common forms of maintenance that will be carried out across the network.

Hawke's Bay Resilience Rebuild

This programme is a broad and extensive programme of works to rebuild our vital state highway lifeline links. The programme will add resilience to the corridors and includes works to SH2 and state highway 5.

The programme will seek to find long term solutions for the ongoing resilience challenges our state highways have experienced, as well as those issues highlighted by Cyclone Gabrielle. This will mean some significant works on the state highway 2 north to Wairoa link to rebuild structures and enhance resilience in some of the most challenging sections. It will also include similar works on the State Highway 5 corridor.

State Highway 5 – Napier to Taupō Safety and Efficiency

The State Highway 5 programme business case addresses ongoing safety issues and historic under investment across the corridor. This resulted in a speed limit reduction to 80km over much of the route. This extensive programme of work has been endorsed by the NZTA board and announced in February 2024.

State Highway 5 has a range of geographical and geological challenges that make the journey particularly challenging, and the route has long been a source of concern for our communities and commercial operators about the lack of any significant investment in the corridor since the 1980s.

Some of the proposed corridor wide improvements include:

- Better amenities including mobile phone bays and pull overs
- Operations and maintenance including emergency planning, monitoring, targeted surface improvements, safe closing points, and turn around areas
- Communications and information including cellphone coverage, variable messaging signs, and active safety signs
- Increased police enforcement and educational safety campaigns

Together, these three substantial investment programmes will restore infrastructure, improve connectivity, and critically, increase resilience to future severe weather events across the lifeline routes into, around, and out of Hawke's Bay.

Strengthening the connection between our two main urban areas

The Hawke's Bay expressway form the transport spine for our region, connecting Hastings and Napier through the region, as well as to the south and north. Over recent years the demand on the expressway has been increasing, with an annual average daily traffic volume of 28,303 vehicle movements recorded at the Meeanee road overbridge in 2022. This represents an average increase of approximately 2,500 vehicles per day since 2019.

The expressway corridor held up relatively well during Cyclone Gabrielle, proving resilient. Following the Cyclone the corridor became significantly congested as two of the main alternative bridges, Brookfield's, and Redclyffe were destroyed. This resulted in significantly increased travel times for commuters and freight and made access challenging for emergency services.

Four laning the expressway would strengthen the connection between our two main urban areas, providing necessary capacity enhancements for the future, and increasing the resilience of the corridor. It would also enable greater movement of people, freight, and emergency services, enabling regional economic development.

The four-lane expressway could present an opportunity to enable efficient freight, public transport, and T2 movements through prioritised lane allocations. This would increase the efficiency of people and freight along the key corridor, boosting economic productivity, reducing travel times, and decongesting a key part of the regional transport system.

3.2.2 Connecting our region by air

Hawke's Bay Airport plays a pivotal role in our region's access, prosperity, and resilience, serving as both a lifeline link and a significant transportation asset connecting our communities with the rest of New Zealand and the world. The airport's key role became even more evident in the aftermath of Cyclone Gabrielle when it became a hub of connectivity for the community and a gateway for critical response and recovery supplies, remaining fully operational while the surrounding areas grappled with power outages, lack of communications and inaccessible roads.

Demonstrating excellent growth, the airport welcomed 640,000 passengers in FY 2023, a significant increase from the 394,000 recorded in FY 2022. The Airlines currently servicing routes through Hawke's Bay Airport are Air New Zealand, and more recently Sunair, who initiated a vital regional service post-cyclone creating much needed connection up the East Coast. With sights set firmly on the future, the goal of one million passenger movements by 2030 is in place, enabling economic and tourism opportunity for Hawke's Bay.

To future growth, the Airport's strategy lies in improving resilience and fostering innovation. This includes developing airport facilities and infrastructure, while also exploring channels for generating non-aeronautical revenue, particularly through the development of the Ahuriri Aeropark. A clear focus is on enhancing air service developments, forging new pathways for passenger connectivity, and delivering lucrative air freight opportunities for both time sensitive fresh produce and other goods, further enhancing Hawke's Bay's premium primary production credentials.

3.2.3 Connecting our region by sea

Napier Port plays a significant role in the Hawke's Bay export and tourism economies. Recent strategic investments, such as the new Te Whiti wharf, continue to cement the strategic importance of the Port. Investments such as this serve to increase the scope of operations, boost capacity, and ultimately increase resilience. Napier Port enables our region to be serviced and supported by a range of vessel types – commercial, tourist, and humanitarian.

3.3 Our transport system and Vehicle Emissions

The first regional community Carbon Footprint was produced in September 2022, revealing that transport accounted for 20% of our regional gross emissions. Transport is the second largest source of greenhouse gas emissions in Hawke's Bay. Of the total transport emissions, on-road transport accounts for 80% of emissions, with 11% coming from off-road and 9% from marine. Of the on-road transport emissions, over half (51%) come from car travel. A further 22% come from light commercial vehicles and 27% are from heavy vehicles.

At 1.93 tonnes of carbon dioxide from car transport per capita per year, HB residents have a relatively high emissions profile compared to the national average of 1.45 tonnes per capita per year.

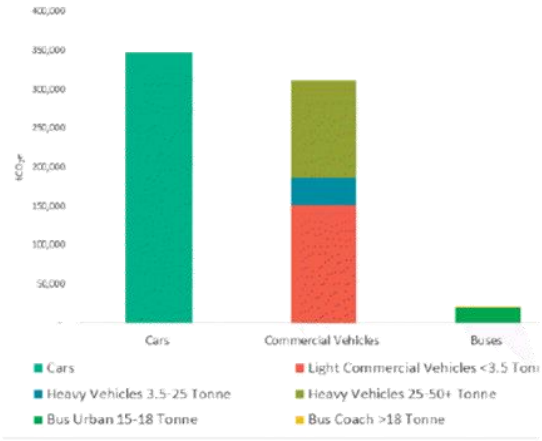


Figure 9:

Increasing transport emissions result from an increase in vehicle kilometres travelled (based on WoF and CoF odometer readings) in the region. As the figure below clearly outlines our regional vehicle kilometres travelled have steadily increased since 2001, reaching approximately 1.7 billion in 2021. Increased vehicle kilometres travelled also generally mean an increased loading on our roading network creating a compounding challenge for maintenance and renewals planning and investment activities along with road safety.

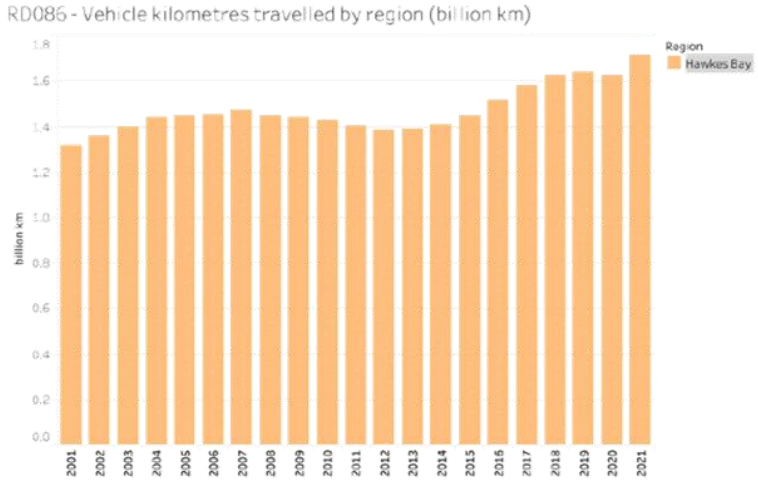


Figure 10: Vehicle kilometres travelled, Hawke's Bay (billion km)

Source: Road transport | Ministry of Transport downloaded 27 September 2023

Developing and providing genuine transport choice may assist in reversing this trend in our urban areas. The step change in public transport services planned from mid-2025 is a good example of that approach (as discussed in section 3.6).

Regionally, work has begun to develop an emissions reduction plan including actions across waste, transport, agriculture and forestry sectors. Actions in the Regional Emissions Reduction Plan include:

- developing public transport infrastructure that enables multimodal integration.
- Creating greater choice by expanding the cycleway network and improving separation from vehicles on existing cycle lanes

- developing and implementing a connected, integrated, and safe regional Active Transport Strategy
- investigating infrastructure for alternative fuels and enabling close integration of transport and spatial planning

3.3.1 Emissions reduction opportunities in transport

Investing in integrated walking, cycling, and public transport networks to provide genuine and effective transport choices across the urban areas, and ensuring land use development is integrated with transport modes will be essential to achieve regional and national emissions targets. However, investing in heavy freight decarbonisation could also yield significant gains.

In the more rural areas of our region there is limited transport choice across transport routes and modes. Public transport does not generally operate outside the main urban areas, and safe, connected active travel networks are limited. A different approach is required in these areas to enable genuine and material emission reductions. Primary production in our rural areas requires significant levels of truck and support service movement. Hydrogen fuel (fuel cell or dual fuel) along with other alternative fuel options provide a potential emissions reduction opportunity.

3.3.2 Driving a low emissions heavy freight sector

Freight is a foundational element of our regional economy.

We produce high value primary products and fresh produce. Production requires a lot of inputs, time, and movements across the whole supply chain. These movements need to be done at scale, and the most practical, efficient, and widely used transportation method for freight is by truck.

While rail provides a potential mode shift option for freight, transport of product from point of harvest to point of processing remains challenging given the current rail infrastructure. Rail cars and associated infrastructure would need to be enhanced to support a wide range of industry needs, locations, and quality requirements. The modal shift opportunity for freight on to rail will therefore be focused on containerised freight and bulk products.

The heavy freight industry is a key enabler and supporting service for our regional economy, driving economic productivity and investment confidence. Practically, the best solution to support and enable this growth likely sits with new and emerging fuels, such as Hydrogen. In the short term this could take the form of Hydrogen dual fuel trucks which HW Richardson Group in Invercargill are already rolling out, with a Hydrogen production and refuelling facility at the Invercargill Airport. Other examples include the Halcyon Power Green Hydrogen production and distribution plant at Mokai, Taupō and the Hiringa Energy hydrogen refuelling station in Wiri, Auckland, with more and more hydrogen production and distribution projects on the horizon.

The decarbonisation benefits of hydrogen fuel for heavy vehicles in Hawke's Bay could be extensive. There is a large and continually growing (BAU) industry growth as well as the anticipated 10-year Cyclone Gabrielle (Recovery Program) heavy vehicle fleet operating across our region. The potential of hydrogen fuel in Hawke's Bay presents a material opportunity to reduce carbon emissions while maintaining operational efficiencies and supporting future growth aspirations. A regional working group has been established to investigate and quantify the scope and scale of a establishing a Hydrogen fuel production, distribution and user ecosystem in our region.

3.4 Our transport system and health

Transport systems that have high rates of vehicle ownership, like Hawke's Bay[12], are more likely to be harming the health and wellbeing of the population. This harm is unequally distributed, with those living in the most deprived communities experiencing most harm. Examples of transport system harm include:

- **Physical inactivity because of high vehicle ownership and use.** Achieving recommended physical activity levels for the population increases life expectancy, lowers the risk of some cancers, strokes and heart disease, reduces the health impacts of diabetes and reduces the severity of depression and anxiety.[13]
- **Poor air quality** due to vehicle emissions. It is estimated that the total health cost of transport-related air pollution in Hawke's Bay is approximately $466 million.[14]
- **Negative effects due to excessive noise from vehicles.** Noise pollution from traffic causes stress reactions and sleep disturbance and impacts on mental wellbeing.
- **Limited accessibility because of limited public transport options.** Limited transport access and lack of choice can lead to distress for low-income families and people living with a disability.[15] Further, without safe and accessible public transport options, many disabled New Zealanders will experience reduced independence, higher rates of unemployment, limited social and recreational opportunities and increased social isolation.[16]
- **Deaths and serious injuries** because of road traffic accidents. Each road crash death costs New Zealand society a significant amount.

Given these significant health impacts, the draft actions proposed in the Regional Emissions Reduction Plan, which show a strong commitment to genuine mode shift in the urban areas from private vehicles to public and active forms of transport will have substantial health and safety co-benefits in addition to their impact on emissions.

3.5 Our Roading network

Local roading network

The local roading network is owned by each of the four district and city Councils across the region. Together, these Councils own and operate 4,200kms of road, connecting our communities with the state highway network which provides 500kms of lifeline links in to, out of, and around our region.

The main urban centres of Hastings and Napier have well-formed networks with Hastings largely being set out in a grid, while Napier has a greater number of winding roads and cul de sacs. There are many connections within the main urban areas to move people and product around with clearly defined industrial and residential zones. Different transport options are present in both Napier and

[12] OECD. (2013). Environment at a Glance (Figure 2.11. Motor vehicle ownership, 2011 or latest available). Geneva: Organisation for Economic Co-operation and Development.
[13] Community & Public Health, Canterbury District Health Board. (2016). Active and public transport infrastructure: A public health perspective. Accessible at Active and public transport infrastructure: a public health perspective (cph.co.nz)
[14] Kuschel. et al,. (2022). Health and air pollution in New Zealand 2016 (HAPINZ 3.0): Volume 1 – Finding and implications. Report prepared by G Kuschel, J Metcalfe, S Sridhar, P Davy, K Hastings, K Mason, T Denne, J Berentson-Shaw, S Bell, S Hales, J Atkinson and A Woodward for Ministry for the Environment, Ministry of Health, Te Manatū Waka Ministry of Transport and Waka Kotahi NZ Transport Agency, March 2022.
[15] Wild, K., Woodward, A., Herbert, S., Tiatia-Seath, J., Collings, S., Shaw, C., & Ameratunga, S. (2021). The relationship between transport and mental health in Aotearoa New Zealand (Waka Kotahi NZ Transport Agency research report 675).
[16] Blind low vision NZ. (n.d.). Access to Public Transport. https://blindlowvision.org.nz/about-us/position-statements/access-to-public-transport/

Hastings and maintained as part of regular business as usual activities. Typically, there are four bridges crossing the rivers between the two main urban centres. However, damage from Cyclone Gabrielle halved the number of viable crossings for at least 6 months, creating significant congestion on the expressway. With a temporary bailey bridge erected across the Tūtaekurī river into Taradale, there are now three reliable bridge crossings. Long term solutions are being developed.

Based on annual average daily traffic counts (2022)[17], and removing heavy vehicles, approximately 40,000 vehicles travel between the two main urban centres daily for work, education, sport and social events, using either the expressway or SH51 through Clive. There is also an increasing number of people who commute to Hastings and Napier from Central Hawke's Bay for work and school, with 63% of the Central Hawke's Bay working age population deriving an income from outside the district. While a portion of this commuting between main areas is done on state highways, the local roads also make up a significant portion of the journey. Many people utilise the local road network daily and it is a vital connection and access point to employment, schools, key locations, and activity areas.

The urban network also supports a range of transport modes, such as active travel and public transport. The network has the potential to support and enable multiple modes to use the same corridor at any one time, creating transport choice for users, driving system efficiency, reducing congestion, and supporting economic productivity. Enabling different transport options to use the same corridors, where this can be safely achieved, can make better use of the transport network that we have.

The step change in public transport services planned from 2025 will provide an efficient and effective alternative for travellers, also reducing congestion and travel times on key corridors to support the free movement of freight and enable economic growth. This will be particularly evident through the proposed commuter express bus trial between Central Hawke's Bay and Hastings, helping people to get to where they need to go a decongesting a vital lifeline link.

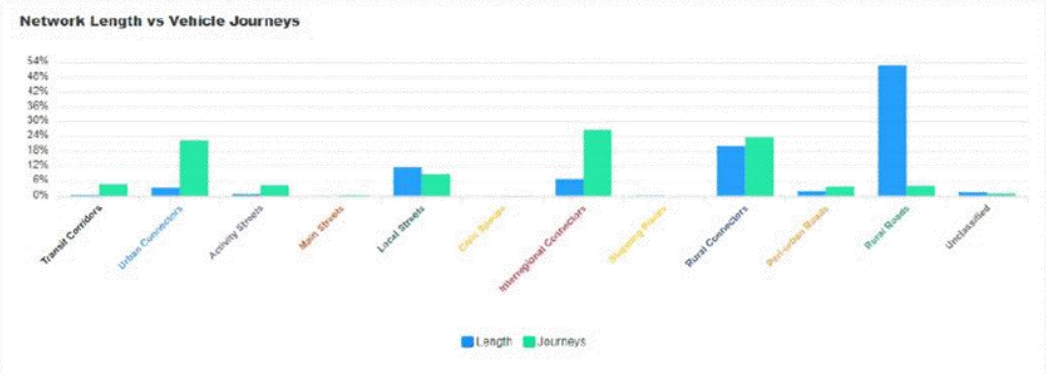


Figure **11***: Network length versus vehicle journeys*

Rural roading network

The rural roading network is the beating heart of the Hawke's Bay, connecting communities, businesses, and highly productive land with the rest of the region. The rural network is expansive, making up 82 percent of the local roading network. Over 3,300 kilometres of rural roading connects

[17] State highway traffic monitoring – annual average daily traffic (nzta.govt.nz)

some of our region's most productive, remote, and beautiful locations with the main urban centres, state highways and other regions.

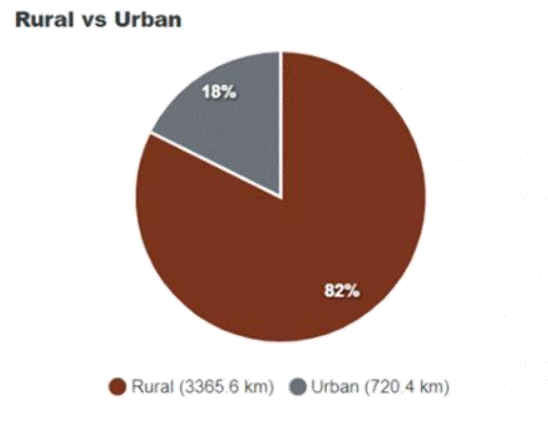


Figure 12: rural vs urban roading split

Our rural roading network is a critical element of our regional transport network. A resilient rural roading network is vital to our region.

Transport alternatives such as active transport, micro mobility, and public transport might not be suitable, or even available for people in rural areas making a resilient and reliable roading network even more important.

The rural roading network is by far the largest, longest, and most vulnerable portion of our regional transport system. This portion of the network is highly vulnerable to land slips and natural hazards, along with damage to bridges, roads, culverts, and other assets. As previously noted, Hawkes Bay had over 50 bridges damaged or destroyed during Cyclone Gabrielle. These events sever communities and have wide reaching economic and social impacts on producers, farmers, and businesses. To support our communities and businesses, the rural roading network needs to be protected against future risk (what- ever shape that may take) and enhanced to support and enable future growth.

Planning for the future – historic transport system investment paying off

The previous roading improvements are a welcome investment in our regional transport system. They have enabled our businesses and communities to travel with confidence. Annual average traffic counts have increased over time, signalling a sustained increase in demand for road-based transportation. Without ongoing investment there is a risk of further congestion, slowing down freight and making it more difficult for people to get to where they need to go in a timely manner and ultimately resulting in reduced economic growth in the region.

The latest traffic counts on some key commuter and freight routes are summarized in Table 1 using 2022 data.

Table 2: Annual Traffic Counts

Section	2019 Annual Average Daily Traffic	Annual Average Daily Traffic 2022

State Highway 2 (HB Expressway), Pandora	11,957	11,860
State Highway 2 (HB Expressway) Meeanee Overbridge	26,463	28,303
State Highway 2 (HB Expressway) south of Pākōwhai Links Intersection	18,679	19,912
State Highway 2 (HB Expressway) Omahu Road	12,654	15,190
State Highway 50, Port of Napier between port entrance & Battery Rd	6,576	6,468
State Highway 51 Waitangi Washout Bridge	15,850	14,264
State Highway 51 north of Mangateretere	10,190	9,421
Pākōwhai Rd between Brookfields Rd and Pākōwhai-Links Roundabout	10,659	10,353
Brookfields Rd , near intersection with Pākōwhai Rd	4,813	3,574
Pākōwhai Rd between Te Ara Kahikitea and Evenden Rd	12,920	15,140

Some of the key routes show relative stability in volumes, some with slight increase or slight decreases, while others exhibit noticeable changes. These changes are particularly prevalent around the main entrance points to the expressway for freight and passenger traffic.

There is ongoing community interest in increasing the Hawke's Bay Expressway to four lanes. Doing so could unlock further potential across Hawke's Bay for housing, growth, business development, increased resilience, and eased peak time congestion. This would have clear benefits in terms of moving people and freight between the two main urban centres, on to the Port, and further north. Importantly, an expressway with four lanes and increased capacity will greatly increase access to Hawke's Bay hospital in Hastings, particularly for those from Napier.

3.5.1 Rural roading importance for our regional economy

As a region we need to ensure that we can maintain, protect, and enhance the linkage from the 'farm gate' or point of production, on to the point of processing, and in turn to the final point of sale. It is critical that our regional transport system is resilient and support the end-to-end supply chain.

The horticulture sector across Hawke's Bay contributes circa $1.2 billion per year (of the $7 billion p/a national sector) to our national GDP performance. Places of production are invariably in rural areas and on rural rods. Throughout the annual growing season and into harvest there is a large need for access to site for machinery, inputs, and staff to grow the crop. During peak harvest periods, many truck movements are made per day to move produce from the point of production to the point of processing, and on to market. This sector alone has a significant transport system requirement and needs a transport system that is resilient and can assure safe and secured journeys year-round.

Forestry in the Central Hawke's Bay District has increased dramatically with not only logging (logs grown within CHB) along Wimbledon and Pōrangahau Roads but logs from Tararua District and further south being transported through the District to the Napier Port. This has put increased pressure on the network with the Wimbledon and Pōrangahau route projected to be used long term as the producers of the logs plan to harvest for the next 25 years. Freight throughout the rest of the district to the west of SH2 has continued to increase, putting added pressure on the network. Almost all of our region's forestry is grown in the hill country around the edges of our region meaning our rural roads are integral to getting logs to market. Forestry and its related industries (pulp, etc) is

worth an estimated $500m per year to our industry and represents 80% of export volumes through Napier Port.

Over recent years there has been noticeable geographic spread, both north and south, of key primary industries. For example, there have been several large orchard and vineyard developments around Tikokino and Ongaonga in Central Hawke's Bay, as well as new orchard developments south of Wairoa. Coupled together with the movement of goods produced in other regions, but processed in Hawke's Bay, the increasing loading on the transport system, particularly from heavy freight, is significant and set to incrementally increase over time.

A **resilient** and **reliable** roading network, particularly in our productive rural areas, is key to supporting economic productivity, minimising disruption, and providing investment confidence to producers so they know their product will be able to get to where it needs to go. A case study on the horticulture industry and how a resilient and reliable roading network is a critical enabler can be found in appendix 4.

3.6 Maintaining and operating our transport system

Maintaining, renewing and operating the current transport system is not only a key enabler of everyday life and livelihood for communities and business as well as our industries, it is one of the lowest emission options we have compared to large, intensive capital works. The reality is that our transport system requires significant investment in maintenance and operations, even more so following Cyclone Gabrielle. The damage caused to our road network, coupled with the historic maintenance backlog in maintenance, has severed communities, caused extensive and ongoing damage, and presents consistent risk to communities. Given the scale of maintenance now facing our regions' Councils across the local and rural roading network, enhanced long term Funding Assistance Rates (as discussed in section 7) will be essential to enable that maintenance work for many years to come.

Any transport asset – such as a road, footpath, bridge or streetlight - needs to be maintained over many decades, so that it remains operational for the transport user.

Undertaking planned maintenance and programmed renewals at the optimal time enables the service life of the asset to be extended for as long as possible and means that more expensive and disruptive remedial work can be deferred until it is really needed.

Maintenance activity includes cyclical work associated with keeping transport routes and assets such as culverts free from debris and obstructions, including those from roadside vegetation, litter, vehicle parts, silt and rockfalls. Whilst millions are now being spent on clearing up after Cyclone Gabrielle, this routine maintenance activity keeps transport routes usable and safe across the whole network. The blocking of culverts with organic debris is a particular challenge as it can lead to flooding of roads and adjacent properties. Not only is this flooding a safety hazard, surface water seeps into the road and causes damage which reduces its operational life; thereby requiring renewal earlier than necessary. Addressing one problem can also prevent others.

Maintenance, operation, and renewal (MOR) activity often flies under the radar because it does not create an asset that people can see as being "different" from what they had before. However, what people sometimes do see on a day-to-day basis is the consequence of MOR under-investment – an obvious "defect" such as a pothole, rut, crack, or rough surface – or general issues such as routes being blocked or obscured, and therefore less usable or safe.

Below the road surface or inside the structure of a bridge, the internal condition of the asset is vital for its continued functionality. Even if an asset may look fine on the surface, its structural integrity may not be.

For some years, under-investment in MOR as the result of a challenging investment [process?] and ever-increasing input costs means that the region has been stuck in a downward spiral of patching up transport assets which now need to be completely renewed to deliver a level of service (LOS) that communities and businesses require.

LOS are broad statements that describe, from the customer and operator perspective, performance levels of the region's infrastructure assets, based on key outcomes such as safety, serviceability, and sustainability. LOS consider the performance of the whole network rather than that of individual assets.

In Hawke's Bay LOS for transport system assets are based around five key critical success factors, which are inter-linked:

- **Resilience:** performance of each transport asset contributes to meeting stakeholder expectations for transport network availability and serviceability, especially people who are disabled, without access to a car, and in isolated communities;
- **Safety**: providing a safe transport network is a statutory requirement for Road Controlling Authorities. It is essential, therefore, that the approach to asset management makes a positive contribution to reducing deaths and serious injuries;
- **Sustainability:** environmental contribution of highway infrastructure and associated maintenance activity. This includes activities that limit direct adverse impacts on water quality and fish passage; and reducing carbon emissions and noise pollution, through reuse of materials, recycling, and low noise surfacing;
- **Accessibility**: contribution towards improving journey time reliability, as well as providing transport choices to isolated communities and people who are especially vulnerable to transport disruption; and
- **Financial performance:** efficient service delivery, repairing at the right time, good choice of robust materials, thereby delivering value for money for the ratepayer and road user.

Every time an asset is patched up rather than properly maintained, it becomes more vulnerable to both general wear and tear, and future severe weather events which, with a changing climate, will become more frequent, creating a 'false economy' for long term regional maintenance investment. More resilient infrastructure requires much larger up-front MOR investment but will be offset by reducing costs of reactive and emergency maintenance as events occur. Over recent years MOR activities have suffered acute cost inflation pressures and resource scarcity.

The extent and breadth of MOR activity often takes many people by surprise, and includes:

ACTIVITY	EXAMPLES (NOT EXHAUSTIVE)
Sealed pavement maintenance	• Road dig-outs, patching and pothole repairs • Pre-reseal repairs • Unsealed shoulder maintenance on sealed roads
Routine drainage maintenance	• Cleaning of kerbed water channels, sumps and cesspits in urban areas • Routine maintenance, repair and reinstatement of surface water channels and routine maintenance and repair of sub-soil drains

	• Stream clearing and debris removal to maintain water courses through culverts
Structures maintenance	• Road bridges • Retaining structures • Guardrails • Tunnels • Footpaths on road structures • Signage
Sealed road resurfacing	• Conventional maintenance chip reseals • Second coat seals, except on sub-division roads • Asphaltic surfacing.
Drainage renewals	• Renewal of smaller culverts. • Repair and replacement of kerbs and channels, if deterioration is likely to adversely affect the performance of the pavement.
Bridge and structures renewal	• Retaining structures, including sea walls, that support a road • Larger culverts
Cycle path renewal	• Cycle path and shared paths and facilities including associated drainage, structures and bridges • Cycle path lighting assets • Cycle path traffic management and monitoring equipment and facilities.

Council and NZTA Activity Management Plans (AMPs) support continuous investment programmes which invest millions of dollars every year in MOR to slow the rate of asset deterioration and start the long journey towards improving overall condition. Whilst much of the focus may go on the billions of dollars now required for cyclone recovery and resilience work, day-to-day investment in existing assets which enable people to go about their daily lives will continue across the whole region. Additional funding of this work will benefit all road users and ensure that issues which communities often complain about can be addressed in a reasonable period.

Maintaining a resilient network in the face of more frequent extreme weather events and potential earthquakes will be an ongoing challenge for the region.

3.7 How we move around – now and into the future.

Public Transport

Bus passenger services operate within and between the urban centres of Napier and Hastings. 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. While the census data supporting this is at least five years old, patronage data also reveals that public transport is not a preferred choice, showing a clear decline or downward trend in patronage over time.

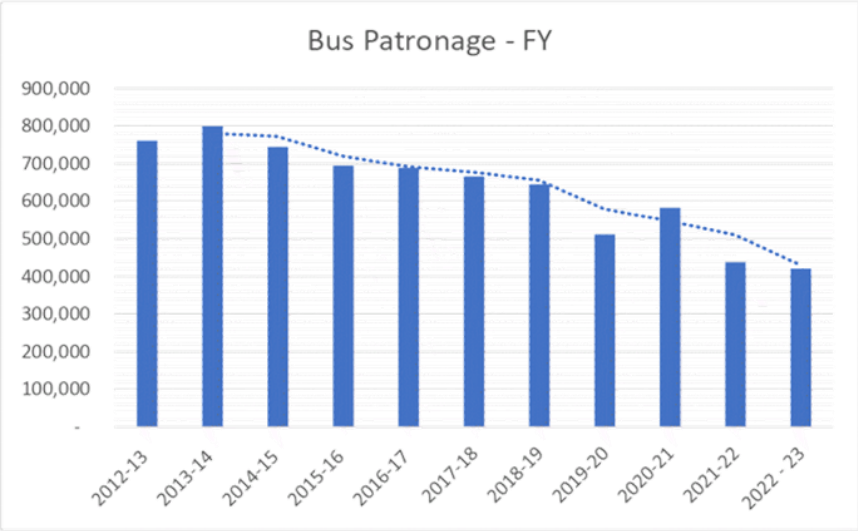


Figure 13: bus patronage 2012/13 – 2022/23

For example, in the 2022/23 financial year there were 421,561 passengers carried across the GoBay and MyWay services. These passengers were carried a total average of 3.8 million kilometres. By contrast, in the 2013/14 financial year there were 800,000 bus passengers who travelled a total average of 8.1 million kilometres. This decline in patronage has been compounded by the effects of driver shortages, increased congestion after Cyclone Gabrielle as a result of bridge loss and road closures on some key routes, and cancellation of services (particularly in 2023), to the point people began to lose confidence in the service.

Long distance and inter-regional buses operate as commercial "exempt" services through the region to the Manawatu and Wairarapa, Taupō, and Gisborne. These services therefore do not form part of the subsidised public transport offering in Hawke's Bay.

Hastings MyWay trial

In June 2022, Hawke's Bay Regional Council commenced the trial of an on demand public transport service called 'My Way'. The foundation of the trial is ease of use, accessibility, and customer experience, along with being a demand-led service offering. The MyWay service is 'app'-based and utilises GPS technology to match customers travelling in the same direction and work out a flexible route to pick enable pick up and drop off close to the rider's destination. The service has experienced an increase in patronage in comparison to the service it replaced and has largely been welcomed by the community. A comprehensive review of the service has been undertaken with a view to establishing the potential of an on-demand service as part of any future public transport network.

Total Mobility Service

Total Mobility is a taxi-based service that provides a subsidy off the total fare for eligible passengers, up to a maximum fare of $50. The Total Mobility service is for those individuals who have a permanent impairment that means they cannot use the public transport network or their own personal mode of transport. The Total Mobility service has remained relatively steady over time, as shown in figure 3.7 below.

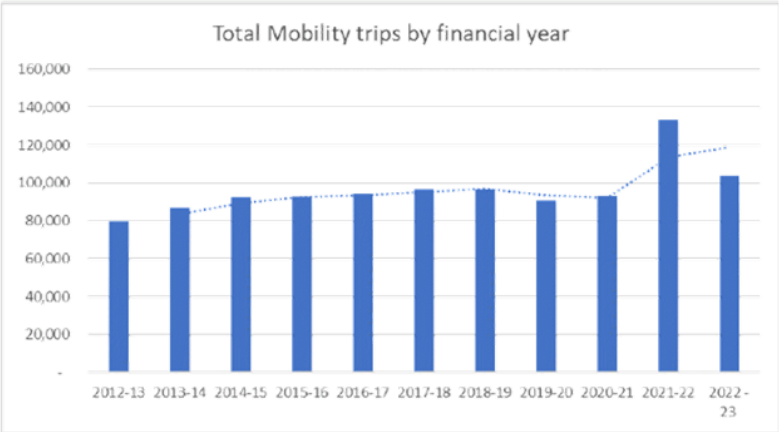


Figure 14: Total Mobility trips from 2015/16 – 2022/23

As Figure 14 highlights, the Total Mobility service has maintained an average of 90,000–95,000 passenger trips per year since 2015. Usage increased in 2021 driven by the introduction of half priced fares, making the service more affordable for users.

As the population continues to increasingly age it is likely the number of Total Mobility users and trips will increase over time as individuals start to lose their mobility and have limited choice.

3.7.1. Public Transport –towards the future, creating efficient transport choice

In September 2022 the Regional Transport Committee adopted the new Regional Public Transport Plan (RPTP), forming a key element of this RLTP's investment programme.

The RPTP sets out a step change across Hawke's Bay from mid-2025 seeking to deliver a public transport service that is safe and accessible while improving the economic, social, and environmental wellbeing of our communities. The new bus services are designed around the needs of current and future passengers, enabling greater integration across the network.

The new bus service will move to a high frequency, more direct patronage model with routes that run the same way in both directions, reducing travel times, and increasing reliability.

Importantly, our public transport changes are designed to connect our communities efficiently and effectively, and provide an attractive, reliable alternative option for commuters and people going about their daily activities. By doing this, we can free up capacity on the network, reducing congestion to enable the freer movement of freight and business-related traffic. Ultimately, this will be a key enabler of a resilient urban transport network through the creation and enablement of transport options for users, offering an affordable and efficient option for our communities to get to work, school, and play.

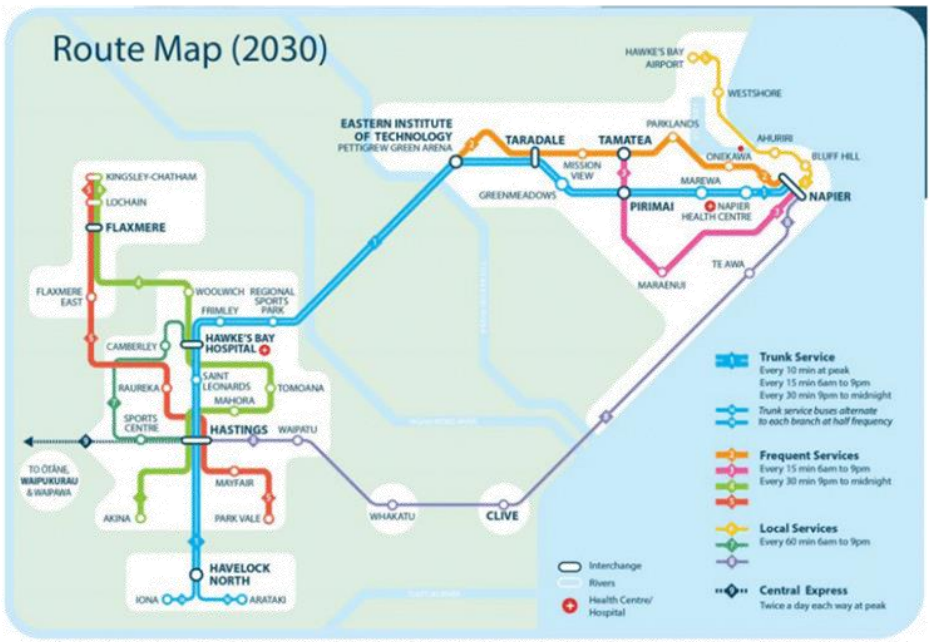


Figure 15: 2030 bus service route map

Some key elements of the public transport step change set out in the RPTP include:

- Creating more efficient transfers between routes, helping people get across the network with one quick change of service.
- Increasing the frequency of bus services to provide people with a much greater choice of times and destinations, with less reliance on a timetable or concern over a long wait if they miss a given service.
- Ensuring that bus services consistently run to time, giving passengers confidence to use the network.
- Expanding the times of day over which bus services operate into the early morning and evening periods.
- Starting a new peak time commuter trial from Central Hawke's Bay into Hastings, easing congestion on state highway 2 south.
- Enabling real time travel information across the network.

3.7.2 Active Transport – creating efficient transport choice through 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. Over recent years the Hawke's Bay Marathon has followed sections of the Hawke's Bay Trail network. The Trail network also has a wine tourism focus, connecting many wineries in Hawke's Bay. Portions of the Hawke's Bay Trails were heavily impacted during Cyclone Gabrielle with some trails destroyed, many damaged, and some key under-passes

washed away. Repairs and reinstatements continue with expansion and resilience investment being evaluated.

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 Council's 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.

The iWay programme is focused on developing safe cycleways in urban areas for commuting and getting around cities. iWay commenced in Hastings 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 36.5 kilometres of off-road pathways and cycle lanes now almost completed.

The iWay network is complemented and overlapped by the Hawke's Bay Trail network. Combined, these networks provide an extensive network for active transport. However, there are a range of areas across the network that remain severed and require investment to connect them in a safe and cohesive way along with some of our urban cycleways having limited safety infrastructure. To fully activate Active Transport as a genuine commuting choice, particularly between the two urban centres of Napier and Hastings, further sustained investment in safe segregated infrastructure and network connection is required. Closely supporting infrastructure investment, sustained, innovative, and educational long term behaviour change initiatives are required to encourage increased uptake of Active Transport and to educate drivers to take care around Active Transport users.

With the increase in e-bikes it is expected commuting on both networks will become an attractive option for many. Again, sustained levels of investment, education, and behaviour change will be required to ensure e-bike users interact safely with other users across the network. As things stand, 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.

3.8 Freight and Supply Chain

The freight transport network in Hawke's Bay is a critical element of our regional economy. It is essential to have a reliable and efficient transport system that enables and supports the end-to-end value chain of our primary sector driven regional economy supporting an NZ INC approach. As we emerge from the impacts of Cyclone Gabrielle, we need to ensure all elements of the freight distribution system are made resilient and better able to sustain future growth.

It is estimated that 70% of freight travelling though 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 typically carried on this route.

This section will discuss how the transport system supports and enables freight across our region to enhance economic activity, provide investment confidence, and ensure our region moves effectively and efficiently.

Road

As discussed in section 3.5, the local road network is the vitally important beating heart of our regional economy. The local and rural roading network provide the necessary access and routes to get product from the 'farm gate' or point of production, through to the point of processing, and in turn the final market or export hub. This network also provides for and facilitates the movement of goods and inputs around the region. Cyclone Gabrielle heavily impacted the rural roading network, destroying and damaging bridges, washing away roads, and causing many slips. This directly impacted the ability for producers to harvest their crops, move their animals, or simply run their business.

Rail

While the Palmerston North to Gisborne rail line runs the length of the region, the section between Napier and Gisborne was mothballed in 2012 due to a large washout. The line between Napier and Wairoa was reinstated following investment from the Provincial Growth Fund. The rail network sustained extensive damage during Cyclone Gabrielle. Kiwirail labels the entire route as the Palmerston North to Gisborne rail line, totalling 391 kilometres of track. The table below sets out the three key areas and the damage sustained because of the Cyclone:

Table 3: Rail line damage from Cyclone Gabrielle

Track area	Damage sustained	Length of total damage (approx.)
Hastings South	Large number of damage site spread across 144kms of the 161kms of track. Only one major damage site.	
Hastings to Napier	Small number of damage sites over 20kms of track. One extreme damage site – rail bridge at Awatoto washed out. In total 60m of rail bridge washed away. Major formation damage adjacent to the rail bridge.	10kms of significant damage
Napier to Wairoa	Extreme damage to a large number of damage sites. Eskdale section – extreme formation and rail damage, major silt contamination, bridge damage. Esk river valley – sections of rail impassable with extreme damage from embankment washouts and other damage. Tūtira to Kahika – a small number of major damage sites, embankments and formation washed away. Kahika to Wairoa – one major damage site and a large number of moderate damage sites.	116kms of significant damage

The rail line through to Napier re-opened in September 2023. It is expected it will take significantly longer for the full re-instatement of the line north to Wairoa with final decisions on this portion of the track yet to be made.

A BERL Tūranga ki Wairoa Rail (2019)18 study into the reinstatement of rail line between Gisborne and Wairoa, was released in December 2019 and 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. Following Cyclone Gabrielle, it is likely that the feasibility of this section of the line will be

[18] https://berl.co.nz/sites/default/files/2019-12/14.7%20Freight%20assessment.pdf

reviewed once again as there have been new areas of major damage. Currently this has not been formalised.

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 many urban level crossings.

The rail system has potential to contribute to a move to a low emissions transport system as well as improving resilience and safety on the interregional routes. Fully realising the low emissions potential of rail would require a significant increase of freight mode shift to rail. This would enable an overall reduction in emissions and aggregate demand, driving economies of scale.

Port

The Port of Napier is the fourth largest in New Zealand by overseas export volumes, accounting for 10% of New Zealand's export tonnages and therefore a nationally significant asset.

Prior to the Napier Port Initial Public Offering in 2021 it supported more than $3.4 billion of Hawke's Bay's Gross Regional Product. While the Port has not completed an updated value study post IPO due to the disruptions from Covid and the Cyclone, it remains a significant strategic asset for Hawke's Bay, being a gateway for both cruise ship tourism, and high value global markets for our premium goods.

There have been significant increases in the freight flow through the Port, with overall tonnages growing from 3.4 million tonnes in 2010 to over 5 million tonnes in 2022. Napier Port predicts that growth in key freight types through the Port will increase truck movements by 187 percent (being 171,000 truck movements) along the Ahuriri access corridor, between 2018 and 2027. Given the scale of forecast increase, there is a medium to long term (5–10yrs) driver to examine options and opportunities to ensure the Ahuriri corridor and access to the port remains fit for form and function now and into the future.

In the 2022 Financial Year, prior to Cyclone Gabrielle Napier Port was[19]:

- second largest log port
- fourth largest port for bulk volumes (tonnes)
- had 16.6 percent of TEU container volumes (export) transported to port via rail, 4.5% of bulk (export) volumes transported to port on rail, and 2.5% of TEU (import) container volumes transported from port on rail.

Napier Port is an important strategic asset for Hawke's Bay.

3.8.1 Regional Freight Distribution Strategy

In late 2022 the Matariki Governance Group commissioned the development of a Regional Freight Distribution Study (RFDS), taking a 30-year strategic view of our freight network. Matariki is a governance group of leaders within Hawkes Bay, including local government, Iwi, Ministry for Social Development, and Post Settlement Governance Entities.

The RFDS outlines that the region's trade, domestic and international imports and exports rely on the reliable performance of three strategic freight corridors, including State Highways 2 and 5 to the north, south and west with bulk containerised shipping from Napier Port creating the eastern

[19] https://www.napierport.co.nz/corporate/annual-reports/[20] http://www.kiwirap.org.nz/scoring_bands.html

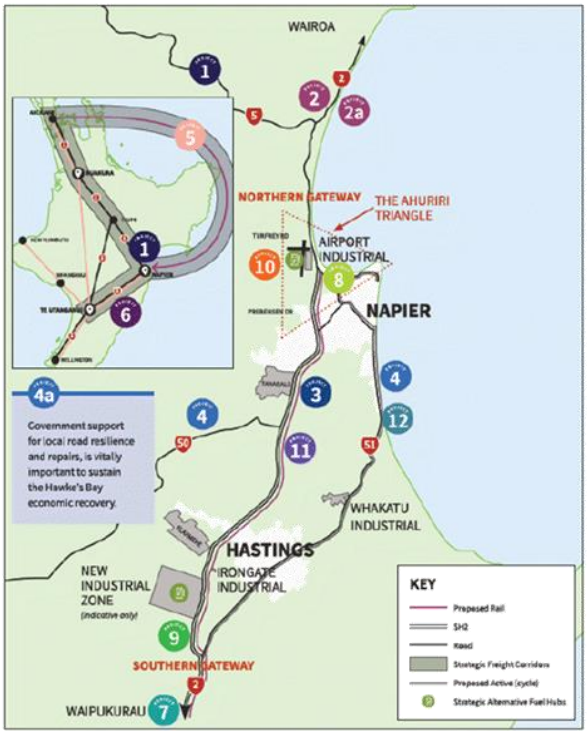
strategic freight corridor. This connects Hawke's Bay to the South Island and high value global markets.

The RFDS identified four key themes to set our network up for success over the coming decades. The regional strategic priorities are focused on creating an efficient and safe network, higher productivity, economic growth, and lower carbon outputs per tonne. These four themes are:

1. **Freight corridors** – invest in three strategic transport corridors to better connect Hawke's Bay to the country and world.
2. **Balance supply chains** – facilitate and lead the balancing of supply chains (import vs export) to - a)reduce emissions through mode shift; b) reduced road tonne / kms; c) create resilience; and d) grow the region's economy.
3. **Integrated networks** – create a resilient and integrated transport corridor connection across the region's districts.
4. **Productivity and growth** – Enable urban and regional growth by decongesting, optimising, and repurposing existing regional infrastructure.

Several cornerstone projects have been identified that will help strengthen, enhance, and streamline our regional freight system. Ultimately, the RFDS will form the foundational freight strategy lens and opportunity for Hawke's Bay. It is vital the strategy closely integrates with other regional strategies such as the Future Development Strategy and this RLTP. If fully implemented, the RFDS will both unlock and realise the significant potential of the freight network in Hawke's Bay. Further, it will drive efficiency, effectiveness of assets, and economic growth. The cornerstone projects are set in Figure 16 below.

A number of the initial projects, particularly those on State Highways 2 and 5 are being addressed through the proposed capital works programme of this 20204–2027 RLTP. The majority of other projects will feature in future RLTPs.



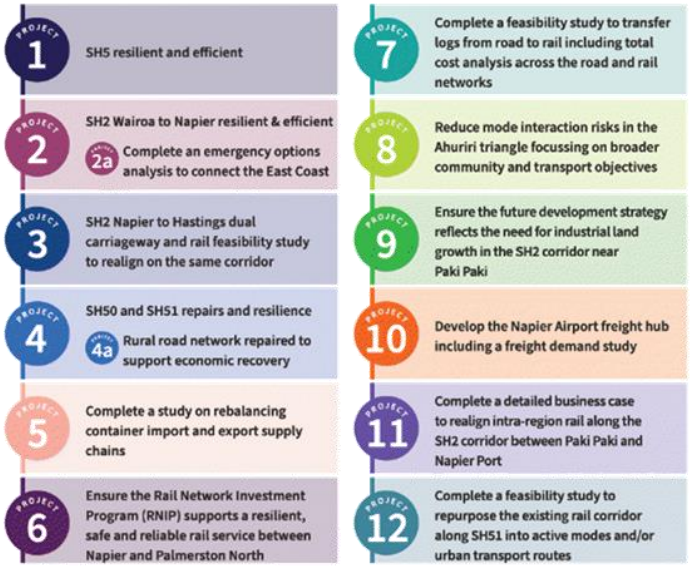


Figure 16: RFDS strategic projects

3.9 Keeping our people safe

Safety across the system

New Zealand's state highways are assigned star ratings indicating the safety of the road environment and associated risk of the road. Around 43% of Hawke's Bay's state highways have a low 2-star rating and 57% have a medium 3-star rating (kiwiRAP, NZ Road Assessment Programme[20]).

A two-star road represents many major deficiencies such as poor alignment, poor roadside conditions and median protection, and poorly designed intersections at regular intervals, while a three-star road represents major deficiencies in some road features. These may include poor median protection against head on crashes, many minor deficiencies and / or poorly designed intersections. State highway safety and infrastructure improvements are the responsibility of New Zealand Transport Agency Waka Kotahi as the Road Controlling Authority (RCA).

Councils across the region who are the RCAs seek to address any safety and efficiency issues through their business-as-usual process.

Looking at road safety through an all of system lens, there is a range of different infrastructure and systems-based interventions and enhancements available to ensure we have, maintain, and continue to build a safe transport system. Some examples of investments and interventions that help keep our communities safe across our transport system may include:

- Continually improved and enhanced business specific road safety messaging through Health and Safety systems.
- Building public demand for safer vehicles.
- Shoulder widening and side barriers, widening the centre line.
- Pavement rehabilitation and investments in pavement enhancements to improve skid resistance.

[20] http://www.kiwirap.org.nz/scoring_bands.html

- Investments in traffic calming measures in urban areas.
- Robust maintenance and operations programmes across our transport system.

Speed continues to be a consistent feature of deaths and serious injuries on our road. Speed management that is fit for the form and function of our regional roads, alongside infrastructure investments and driver education will help reduce road deaths and serious injuries, and associated trauma.

Road safety and driver behaviour across our region

Hawke's Bay has a relatively poor road safety record in comparison to other regions. With the increase in vehicles on our roads and the increased kilometres travelled around the region, road deaths and serious injuries have generally increased on average over the last five years, which is consistent with a concerning national trend.

Figure 17: Deaths and Serious Injuries in Hawke's Bay Police District 2018 - 2022

Between 2018 and 2022 in the Hawke's Bay Police Area, there were 69 fatalities and 461 serious injuries on the road network, i.e. a total of 530 total deaths and serious injuries (DSIs). DSIs increased significantly in 2020, opposite to the national trend, while nationally, DSIs increased again in 2021 with the trend continuing. In the Hawke's Bay Police Area there were fewer DSIs in 2021 than in 2022.

The Ministry of Transport (MoT) have developed a methodology to calculate the social costs of road trauma, including deaths / fatalities and serious injuries. The social cost of DSIs includes the costs to individuals, as well as the costs on the health system and costs due to delays in the network. It reflects the permanent and profound devastation that road trauma has on loved ones, families, workplaces, and communities.

The monetised cost of a death / fatality is $4.916 million and $923,000 for a serious injury.

The social cost of the DSIs across the Hawke's Bay Police Area for the 2018–2022 period equates to $744.7 million. If these costs were avoided through a drastic reduction in DSIs the saving could be invested in other parts of society.

There is a range of risk factors captured in the Communities at Risk Register (CARR) prevalent within our districts. Wairoa is disproportionately represented across a range of risk factors. Ongoing interventions, enforcement, and driver education and awareness raising initiatives will be required to enable material behaviour change.

While the CARR provides insights into the location and type of areas that crashes and incidents happen, the graph below provides additional insight into some of the causal factors of crashes and incidents. The data is split between the Hawke's Bay Police Area and the Eastern District, which includes Gisborne and the East Cape. The data is from 2018–2022 and provides good trend insights.

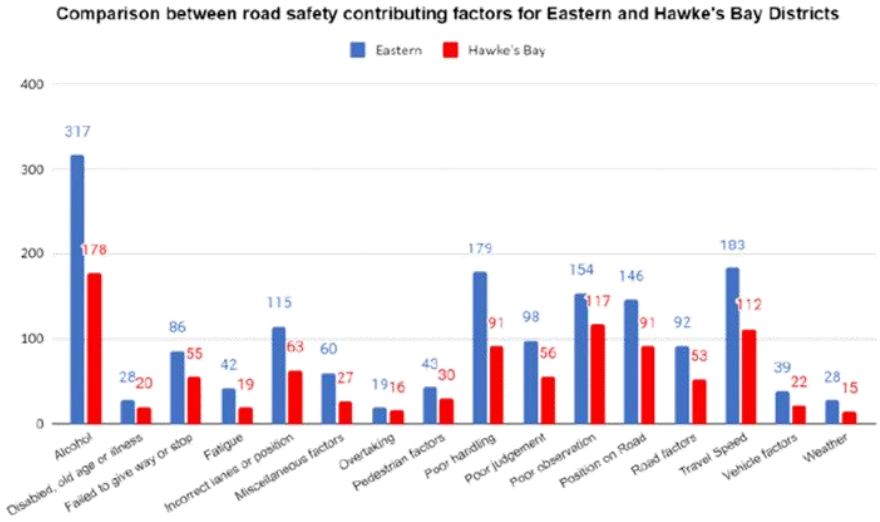


Figure 18: DSI contributing factors

Alcohol, poor observation, and travel speed are the highest causal factors. Generally, there is more than one causal factor attributed to a crash.

To understand the road safety environment in Hawke's Bay, it is necessary to understand some of the long-standing issues.

Speed

Excessive vehicle speed remains a pervasive and punishing risk factor on our roads, having contributed to 27.2 percent of DSIs across the 2018 – 2022 period. As *Figure 18* below highlights, a large proportion of serious injury crashes occurred in areas with a speed limit of 50km/h. While the general perception is that speeding in urban areas has less impact, the data highlights that low level speeding is an enduring challenge.

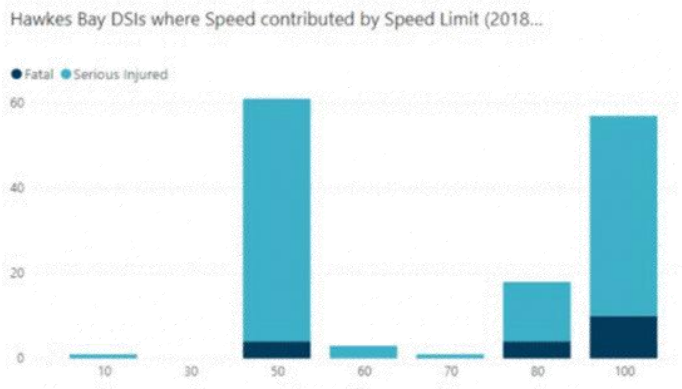


Figure 19: DSIs where speed was a factor

Of greater concern is the fact that majority of crashes where speed was a contributing factor is heavily skewed towards our younger populations, with those aged 15–24 years overrepresented. There were significantly more males represented.

This underpins and starkly highlights the need to continually manage, monitor and enforce vehicle speeds generally and to consistently educate drivers on the impacts of speed and their responsibility as road users.

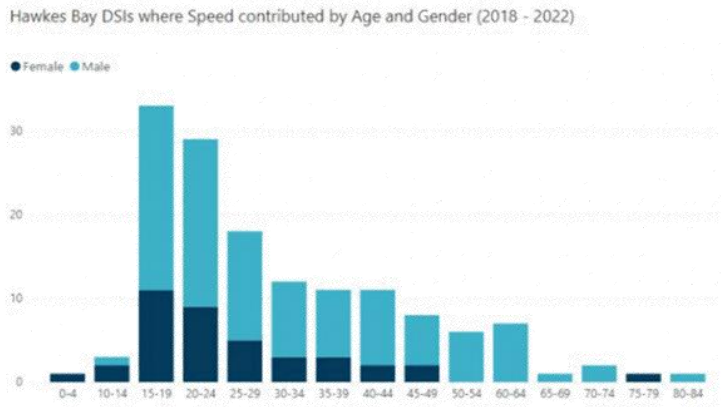


Figure 20: DSIs where speed contributed by age and gender

Alcohol

While gains have been made to date through a range of interventions such as changes to the breath alcohol limit, increased enforcement, and sustained education, the risk factor remains. Alcohol still contributes to 9.1% of DSIs in Hawke's Bay, lower than the 12.4% national average. Figure 3.14 below shows that younger age groups, those 20 – 29, are at highest risk with males across all age groups overrepresented.

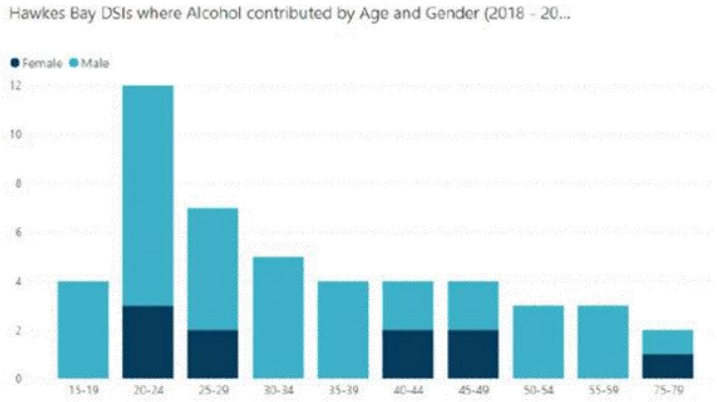


Figure 21: DSIs where alcohol contributed by age and gender

Distraction

Distraction as a risk factor can be difficult to recognise and / or identify in some instances as it can be classified as any form of distraction from the task at hand. At a general level, distraction is usually driven by mobile phone use while driving. Figure 21 below shows that females are heavily represented in DSIs where distraction was a contributing factor across almost every age group. Conversely, males are the only group in the 25–34 and 40–44 age groups where distraction is a contributing factor.

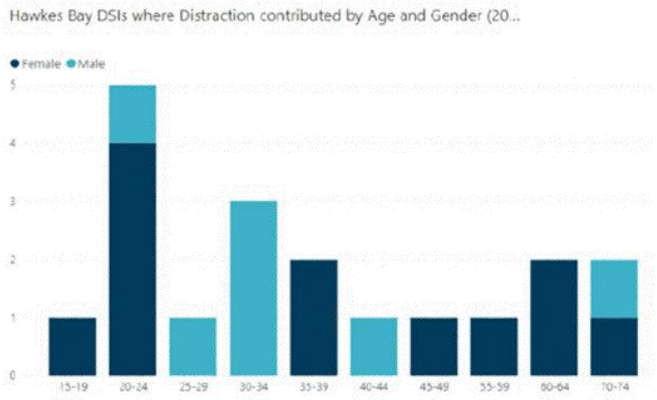


Figure 22: DSIs where distraction contributed by age and gender

Restraints

Restraints continue to be well represented in crash statistics over time. Between 2018 and 2022 in the Hawke's Bay Police Area there were 17 light passenger vehicle occupants killed and 39 seriously injured who were known to not be wearing a seat belt. Unfortunately, those killed or seriously injured while not wearing seatbelts tended to be younger (15–34yrs) and were more likely males.

The data in figure 3.16 underpins the need for cradle to the grave messaging, education, advocacy, and enforcement.

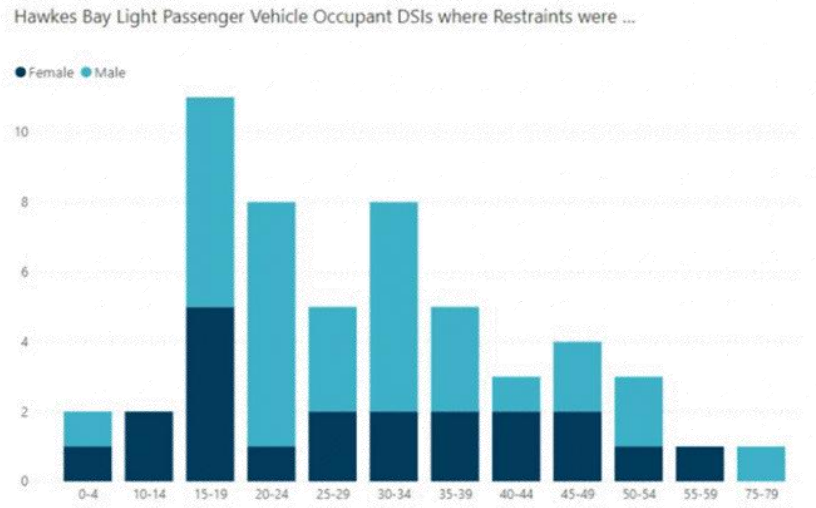


Figure 23: DSIs where restraints were a factor

The data tables in this section clearly illustrate the scope, scale, and impact that long standing and risk factors have in our communities. It highlights the importance of strong, well developed, and

consistent long-term interventions, education, and road safety actions plans that integrate all elements of a safe system to enable material gain against our region's risk factors. Essentially, this data underpins the importance of RoadSafe Hawke's Bay and the role it plays in long term behaviour change to ensure each of us looks out for each other.

Roadsafe Hawke's Bay is a business unit of the Hawke's Bay Regional Council and works with key stakeholders and first responders to educate road users on best practice, and change behaviours over time. Annual activities are targeted to risks. The Regional Transport Committee is ultimately responsible for RoadSafe Hawke's Bay.

Building on this data and insight, RoadSafe Hawke's Bay undertook a strategy refresh with a new and innovative approach.

3.10 Our Transport system – looking forward.

3.10.1 Hawke's Bay Future Form and Function Review

A well-functioning transport system that protects against risk and is enhanced to support growth needs a long-term investment strategy. This RLTP proposes a comprehensive future form and function review. Ultimately, this will set out the transport system strategy and investment programme for the next 40 years. The review will encompass the entire transport system and all modes of transport. This will be an overarching review of the future form and function of the Hawke's Bay Region's State Highways and local roads to evaluate the investment and interventions needed to achieve local, regional, and national aspirations for Hawke's Bay.

The work will bring together each council's growth and development plans – i.e. Future Development Strategies, Structure Plans, One Network Framework (ONF) classifications, Walking & Cycling Masterplans etc, along with community, Iwi, Hapu, and Mana Whenua aspirations – to create a regionally consistent and endorsed view of where and when council and central government investment should occur across our regional transport system, and to what specific purpose for each asset covered by the review. The outputs will drive investment decisions around the transport system, growing the region's economic productivity and resilience while ensuring safety and efficiency access across all modes throughout the region. A comprehensive review of existing and ongoing land-use and transport planning work by each council across the Hawke's Bay Region will lead into a series of workshops with stakeholders and elected members along with mana whenua to define the function of the key transport corridors in the region.

Ultimately, the Future Form and Function Review will deliver a concise, endorsed, and evidence-based plan for the region's transport programme that will bring together the plans and strategies of each Road Controlling Authority, and provide certainty and confidence of 'purpose based' transport investment for the community.

3.10.2 Driving value for money across the transport system in Hawke's Bay

There is a lot to be done across Hawke's Bay's transport system, including significant investments into our state highway links to ensure ongoing connection, and into our local roading network to secure reliable farm/forest / orchard gate journeys for our primary producers and connect our communities. It is likely that when work commences on the State Highway corridors of 2 and 5 via the Transport Recovery East Coast Alliance (TREC), a significant amount of resource, input, and expertise will be required to carry out those large scale long-term works.

Our local and rural roads across the region require significant investment to bring them back to a fit-for-purpose level of service to enable and enhance economic growth, improve safety, secure reliable

journeys, and connect our communities. We must reverse the trend of reduced LOS due to underinvestment in maintenance and renewals. The best, and most effective way to carry out the works required on the local and rural roading networks will be through close and consistent regionally aligned collaboration with councils and NZTA.

3.10.3 Future opportunities

As with any system, transport is continually evolving in response to pressures of future user demand, more regular severe weather events, and opportunities brought about by new technologies. The result is the emergence of transport system form (what transport routes look like to users) and function (what they do for users) that is different from what has gone before.

Innovations in the transport system can either take the form of fundamental "paradigm shift" developments, such as the invention of the internal combustion engine which eventually resulted in the replacement of horses with motor vehicles for transport. But more commonly, these innovations use new thinking to make significant improvements to an existing technology – for example replacing internal combustion engines with electric motors in cars, buses and possibly even trucks.

A transport innovation can use new technology to expand or make an existing mode more efficient and competitive. It can also be a 'disruptive' force when a new technology marks the obsolescence and the demise of an existing mode and its business model, often through a paradigm shift.

As well as dealing with current challenges, the RLTP strategy will look to the future so that Hawke's Bay can place itself firmly in the centre of appropriate and beneficial transport innovations which address issues such as system resilience and climate change. The following table summarises some of the innovations which appear to be most promising, but is by no means exhaustive:

Table 4: Potential future transport system innovation

CATEGORY OF INNOVATION	POTENTIAL FUTURE APPLICATIONS
Information and communication technologies (ICT) to improve the speed, efficiency, safety, and reliability of mobility, enabling complete or partial automation (driving assistance) of the vehicles and terminals (ports, airports, rail stations, and distribution centres)	Digital connectivity between infrastructure and vehicles could enable more efficient usage of transport networks through demand forecasting, retiming, and rerouting of passenger and freight movements.
	Public transport could become semi or permanently automated, so that there is a reduced reliance on human operation and less disruption when staff are not available.
	On-demand mobility services create a hybrid operational model between taxis and private vehicles. Fleets of cars could be managed and leased in real-time, resulting in fewer vehicles required to convey a similar level of mobility. In turn, less parking space is needed, improving congestion in high-density areas. Empirical evidence underlines that such schemes can increase the productivity of vehicles between 30 and 50% when on-demand services are compared with conventional taxi services.
	The long-distance trucking industry uses well-defined highways and logistics schedules that could be automated. In such a setting, trucks could coordinate their respective mobility by assembling convoys (or platoons) where each vehicle follows the other closely, improving fuel consumption. Self-driving trucks could also service repetitive short-distance hauls, such as between ports, rail yards, and distribution centres.

CATEGORY OF INNOVATION	POTENTIAL FUTURE APPLICATIONS
Alternative modes, materials and fuels which can be developed to meet both environmental and operating cost challenges.	Advanced materials could be used to construct and maintain transportation infrastructure, particularly with modular construction that can assemble structures such as bridges faster. Advances in nanotechnology could also allow better and long-lasting materials to be used for roads, such as asphalt, concrete, and even steel, thereby increasing the lifespan and the durability of infrastructure and reduces maintenance costs.
	Very Light Rail (VLR) is a UK-based public transport technology which uses lightweight automotive technology to deliver benefits of trams but at a much lower cost than traditional tram solution). The vehicle is smaller than traditional trams and battery powered, thereby avoiding the need for overhead power cables. With a passenger capacity of 50, the vehicles will provide a hop-on, hop-off service. To minimise driver costs, it is envisaged that the vehicles would ultimately be autonomous.
	Because they are so common few people even notice the existence of regular fuel stations and know that, unless they are in a remote area, they will soon be able to fill up. But the same is not yet true for electric vehicle charging points, which are relatively few in number. If the government target for transport system electrification is to be met, transport routes will have to become "charging highways" for both motor vehicles and bikes. The ability for the power grid to provide the necessary energy will be one of many key considerations.
	Decarbonisation of heavy freight and industry continues to be a complex and inter-connected challenge globally. Hawke's Bay is positioned well to explore the application of Hydrogen fuels for heavy trucks and machinery. Not only will this provide material emissions reduction and minimal operational disruption, but it also adds significant resilience to our regional transport system. Hydrogen can be produced on site at a reasonable scale, requiring power and water. Producing our own clean fuels within the region brings resilience and, over time, reduces the reliance on fuels from external.

These and other developments will be closely monitored both within the region and across New Zealand – working closely with Waka Kotahi who have been proactive in the transport innovation space in recent years.

4. Policy Context

Several 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 development 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 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 preindustrial 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

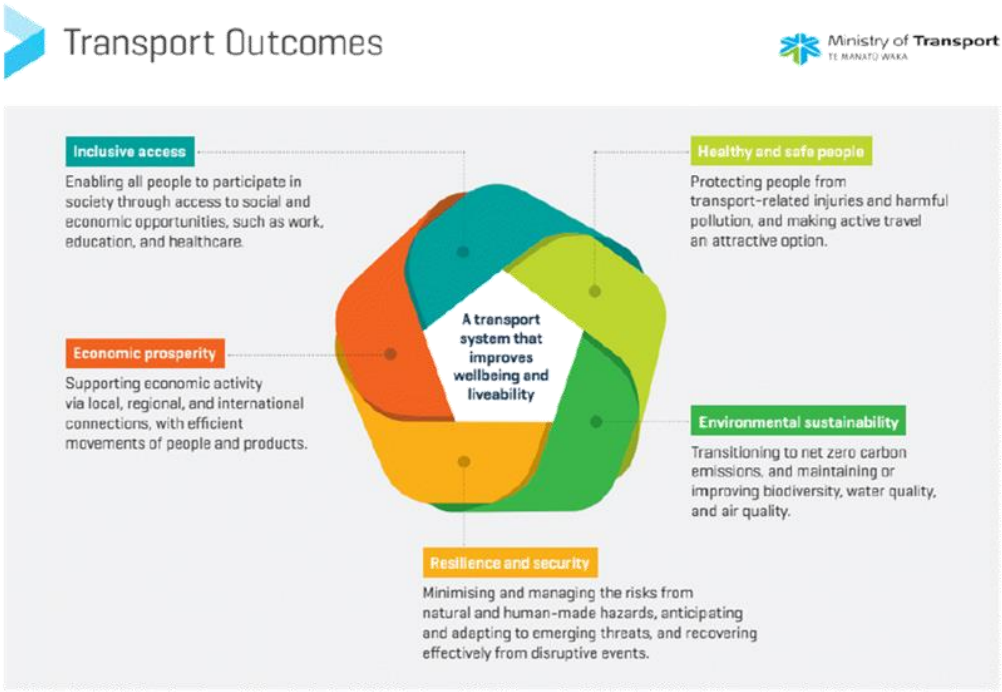
Draft Government Policy Statement on Land Transport 2024 The LMTA requires the Minister of Transport to issue the Government Policy Statement on Land Transport (GPS) every three years. The GPS sets out the government's priorities for expenditure from the National Land Transport Fund over a 10-year period, and how funding should be allocated across different activity classes. RLTPs must be consistent with the GPS, and Waka Kotahi must give effect to it with regards to land transport planning and funding. The draft GPS on Land Transport 2024 was released for consultation on 4 March 2024

The draft 2024 GPS strategic priorities are:

- Economic Growth and Productivity
- Increased Maintenance and Resilience
- Safety
- Value for Money

Road to Zero – NZ Road Safety Strategy 2020 – 2030 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.

The Transport Outcomes 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. 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 RLTP has included these outcomes as the foundation of its strategic framework, to align with this enduring long term direction. The five outcomes are outlined in the diagram below.



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. 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 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.

One Network Framework The land transport system was previously classified using The One Network Road Classification (ONRC) classification. The ONRC has now been replaced by the One Network Framework. The ONF 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. This is achieved through the incorporation of end-to-end business processes to support transport planning through to the delivery of agreed outcomes. The One Network Framework will be used to define the strategic transport system and enable a strategic reporting framework in the next review of this Plan.

National Policy Statement on Urban Development took effect on 20 August 2020. It aims to guide local government decisions about enabling growth in the right locations. This includes investing in transport networks to drive more efficient and liveable urban forms, and ensuring active travel that provides health benefits is a more attractive and accessible choice. The NPS UD enables more compact, multi-unit dwellings to be built close to public transport, services and amenities, as well as greenfield development opportunities. This policy direction provides important context for land use and transport integration policies within RLTPs, particularly for regions with major urban areas and growth pressures. The NPS UD has strengthened the existing requirement for regions to have future development strategies to guide long-term planning. These are now required for all tier one and tier two local authorities. Napier City Council, Hastings District Council and Hawke's Bay Regional Council are identified as tier two authorities in relation to Napier Hastings urban area and are therefore required to develop a future development strategy together. This requirement will have impacts on parking, freight movement around the city and the local road network. This will require councils to work closely together to give effect to the requirements of the NPS UD. This requirement is reflected as an action in the policies of this Plan.

National Energy Efficiency and Conservation Strategy (NZEECS) 2017–22 The NZEECS sets the overarching direction for Government and specific actions for the promotion of energy efficiency and renewable sources of energy. The current NZEECS includes 'Efficient and low emissions transport' as one of three priority areas. The contribution of public transport (fleet and use) and efficient freight movement are recognised in the strategy, and this has been taken into account in developing the policies and priorities in the Plan as required by LTMA.

National Mode Shift Plan the Transport Agency's National Mode Shift Plan 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.

New Zealand Rail Plan (Rail Plan) The Rail Plan outlines the Government's long-term vision and priorities for New Zealand's national rail network, both freight and passenger networks. The vision for the rail network in New Zealand is to provide modern transit systems in our largest cities, and to enable increasing volumes of freight to be moved off the roads and onto rail. The investment priorities identified in the Plan are investing in the national network to support growing freight demand; investing in metropolitan rail in Auckland and Wellington; and enhancing inter-regional services.

Aotearoa New Zealand's Critical Infrastructure: A National Vulnerability Assessment 2023 This 3-part report updates general information on the vulnerability of New Zealand's critical lifelines infrastructure to hazards. Among other matters, it is intended to drive a change in prioritisation of resilience investment in infrastructure to best meet community demands.

National Adaptation Plan The national adaptation plan, developed by the Ministry for the Environment, supports all New Zealanders to adapt, live, and thrive in a more damaging climate. It looks at the impacts of climate change with us now and into the future and sets out how Aotearoa New Zealand can adapt. From a transport perspective, this plan seeks to ensure critical infrastructure, such as transport, remains resilient in the face of climate change. Resilient

infrastructure supports adaptation in communities and businesses and protects the wellbeing of future generations.

National Emissions Reduction Plan the Plan, developed by the Ministry for the Environment, sets out New Zealand's first emissions reduction plan setting the direction for climate action for the next 15 years. It lays out targets and actions to meet the targets that have been set. These targets will be across every part of government and every sector of the economy, including transport. Transport is one of the largest sources of greenhouse gas emission and is responsible for 17 percent of our nation's gross emissions. Key actions of the Plan include reducing reliance on cars, encouraging mode shift to Active Transport, rapidly adopting low emissions vehicles, and beginning work to decarbonize heavy transport.

Decarbonising Transport Action Plan 2022 – 2025 The action plan, based off the Emissions Reduction Plan, sets the targets of reducing transport emissions by 41% by 2035, reaching net zero by 2050. The plan articulates the three main levers that will be used to achieve this, namely: making it easier to get around without a car; helping people and businesses make the switch to zero emission vehicles; and encouraging low-emissions freight options. The emissions reduction plan sets targets and actions in each of these focus areas to successfully reduce transport emissions.

4.3 Regional Plans

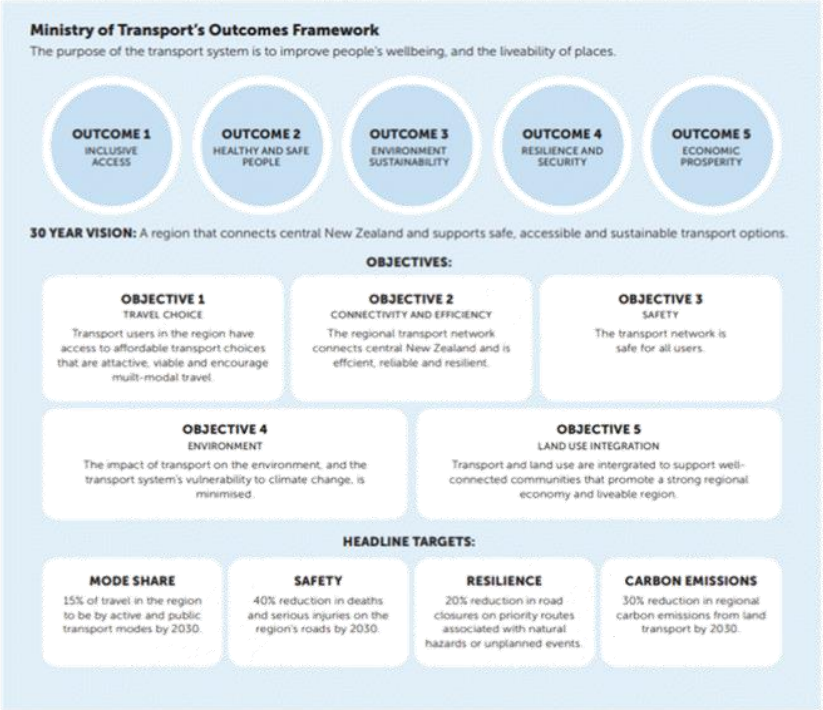
Regional Resource Management Plan (**RRMP**) covers both the Regional Policy Statement (RPS) and Regional Plan for the Hawkes Bay and is prepared under the RMA. The RPS section describes the regionally significant natural and physical resource issues and provide an overall management framework of objectives and policies that apply across the region. RPS provisions relating to managing the built environment address urban form, integration of transport with development and gives effect to the Heretaunga Plains Urban Development Strategy 2016 (HPUDS) by providing specific guidance for development on the Heretaunga Plains, including for Hastings and Napier. Decision-making guidance for urban development requires regard to matters including the "*good, safe connectivity by a variety of transport modes Walkable distances to community, social and commercial facilities. Effective and efficient use of existing and new infrastructure. Location and operational constraints of existing and planned infrastructure*".

The Hawke's Bay Regional Public Transport Plan (RPTP 2022-2032) sets out the objectives and policies that will guide the public transport network and development for the region for the next ten years. A new RPTP was adopted in September 2022 and will provide a step change in the provision of public transport services across Hawke's Bay. The RPTP is due for implementation in mid-2025.

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

5. Strategic framework

The Land Transport Management Act 2003 requires an effective, efficient and safe land transport system. In the context of the issues, challenges and opportunities facing our transport system as outlined in section 3, this section sets out the region's strategic framework for delivering on the Regional Land Transport Plan's purpose, including outcomes sought, a vision, objectives, targets and policies. Outcomes have been derived from the Ministry of Transport's outcomes framework and guide the setting of the region's own vision and objectives for transport. The diagram below shows how each section ties together to form the strategic framework and action change for the region:



5.1 Regional vision

In the context of the issues, challenges, and opportunities facing our region and its transport system, the RTC have reviewed and developed a 30-year strategic vision for Hawke's Bay.

The vision: an efficient transport system that is resilient, low emissions, safe, provides genuine and equitable choices, and places community wellbeing at the centre.

To achieve this vision, we must:

- Have an efficient, resilient, safe, and equitable transport system.
- Reduce emissions and vehicle kilometres travelled while improving health outcomes.
- Ensure that all parts of the transport system integrate and connect the communities they serve.
- Ensure critical routes, or suitable alternatives are operating for communities, people, and freight at all times.

5.2 Regional Objectives & Policies

Underpinning the 30-year strategic vision are five key strategic objectives. These help to articulate what we aim to do to deliver on our regional vision. Achieving the strategic objectives identified in this Regional Land Transport Plan will require more than just investment in transport activities. The policies below provide greater details and direction as to how each of the strategic objectives will be promoted. They will be considered and applied by the RTC and the member organisations (including Councils, Waka Kotahi and KiwiRail) when making decisions that impact on the transport system to help achieve the RLTP [30-year] vision and objectives around resilience, emissions reduction, safety, equitable transport choice and integrated spatial / transport planning.

Objective 1: Resilience and Security

Invest in an efficient transport system that is resilient to changing climate and other risks, with urgency and priority.

POLICIES FOR OBJECTIVE 1

P1.1 Maintain and reinstate existing assets to a level of service that will better secure overall resilience, and maximise the life of assets, across the transport system.

P1.2 Ensure that new and replacement assets:

- Enable efficient and reliable travel times.
- Can accommodate future growth in demand.
- Deliver a multi modal transport system enabling genuine transport choice.
- Strategically integrate with natural hazard management systems in the region.
- Integrate and connect the communities they serve.

P1.3 Determine community voice as to preferred route and mode, function and form, when identifying and selecting options for new and replacement assets.

P1.4 Address the deficit in the capacity of the rural road network to withstand climate change and other natural hazards, and keep rural communities effectively connected.

P1.5 Advocate for reform in the national transport funding system to ensure it is fit for purpose in enabling investment at the pace and scale needed for transport system resilience.

P1.6 Maintain and enhance regional and inter – regional critical transport system lifelines.

P1.7 Protect the form and function of key regional freight routes, including rail, to Napier Port and key industry areas by minimising and managing conflicts between travel modes.

P1.8 Advocate for a greater national level investment in the rail network to provide greater resilience and efficiency including for freight and commuter transport.

P1.9 Integrate with and support Waka Kotahi investments for resilience and efficiency of the critical regional and inter-regional routes.

P1.10 Proactively enhance the transport system to sustainably support growth projection and modal shift.

Objective 2: Emissions Reduction

Drive a low-emissions transport system.

POLICIES FOR OBJECTIVE 2

P2.1.	implement the Regional Public Transport Plan, focusing on reliability, efficiency, and a low or zero emissions bus fleet to provide an attractive and realistic alternative to private cars for daily journeys in the main urban areas of Hastings and Napier and reduce emissions.
P2.2	Seek funding to invest in alternative transport options, including commuter routes, outside the main urban areas, in accordance with the Regional Public Transport Plan.
P2.3	Develop and implement public transport infrastructure that enables easy and safe multi-modal integration at key hubs and locations across the public transport network.
P2.4	Develop and expand safe, inter-connected Active Transport networks that prioritise direct connections to key destinations such as places of work and education.
P2.5	Investigate and pilot the conversion of key transport corridors in each of Napier and Hastings to give priority to active and public transport modes over heavy commercial and private vehicles.
P2.6	Disincentivise driving and encourage greater uptake of alternative modes by managing public parking (through supply, location, price and / or time limits).
P2.7	Investigate and promote technologies and management solutions that reduce the need to travel.
P2.8	Plan for and promote the uptake of low-emission vehicles and e-bikes, including the provision of increased electric charging infrastructure and bike storage within the region.
P2.9	Support and enable the introduction and development of alternative, emerging, new, and innovative fuel technology and associated infrastructure in the region.
P2.10	Advocate for and support the use of and ongoing investment in rail for freight where possible and practical, leveraging the findings and recommendation of the Regional Freight Distribution Strategy and the inter-regional public transport review.
P2.11	Encourage low-emission transport measures and solutions when making investments into transport solutions

Objective 3: Healthy and safe people

Provide a safe transport system for all users and modes.

POLICIES FOR OBJECTIVE 3

P3.1	Develop and implement a long-term road safety strategy that takes a community first approach, collaboratively with the territorial authorities and key stakeholders.
P3.2	Develop a consistent and practical approach to speed management across the region through the preparation and implementation of a regional speed management plan.
P3.3	Develop, implement, and report on proactive and innovative annual road safety action plans jointly with councils, NZTA, NZ Police, and other road safety funding partners and stakeholders.
P3.4	Ensure that safety infrastructure deficiencies within the transport system are prioritised and remedied according to level of risk.
P3.5	Adopt or advocate for evidence-based road safety programmes, initiatives, and innovations targeted to high-risk behaviours and major crash contributors including driver licensing and driver

POLICIES FOR OBJECTIVE 3

training programmes, enforcement, and investment in road safety infrastructure and long-term behaviour change in collaboration with funding partners and stakeholders.

P3.6 Ensure that the active transport network prioritises the safety of all users, particularly vulnerable users (e.g., pedestrians, cyclists, mobility impaired, scooters, motorcycles) and provides adequate separation following best practice design guidelines.

P3.7 Develop and implement an innovative, responsive, and proactive regional road safety education, awareness, and marketing campaign targeted to risk and focused on sustained long term behaviour change.

Objective 4: Inclusive Access

Provide fit-for-purpose, genuine, safe, and equitable transport choices for all users to sustain the health and wellbeing of communities.

POLICIES FOR OBJECTIVE 4

P4.1 Invest in a low emissions and low impact transport system that enables genuine and safe travel choices which contribute to improved health and wellbeing.

P4.2 Implement the adopted Regional Public Transport Plan with a focus on service delivery, including reliability, frequency, and efficiency 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.

P4.3 Develop and expand safe, attractive inter-connected Active Transport networks that prioritise direct connections to key destinations and lower socioeconomic areas.

P4.4 Invest in key active transport routes as an alternative for commuters and maintain these to an agreed level of service.

P4.5 Ensure the transport system provides equitable access for marae and rural communities.

P4.6 Investigate, support, and provide for the opportunities presented by new technologies and innovations such as micro-mobility options, electric vehicles, and new information technology across transport modes.

P4.7 Ensure that transport routes operate to their form, function, and agreed level of service.

Objective 5: Environmental Sustainability

Integrate land use planning and development to enable effective efficient use of transport networks.

POLICIES FOR OBJECTIVE 5

P5.1 Ensure that the location and design of new brownfield and greenfield development enhances multi-modal access, connectivity, and supports good urban form within new developments and between new and existing sites to:

- minimise the number of private motor vehicle trips required.
- better sustain 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.

POLICIES FOR OBJECTIVE 5

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 future development strategy findings and the outputs of the regional freight distribution strategy.

6. Ten-year transport priorities

6.1. Regional focus over the next 10 years

This section sets out the most urgent and significant challenges that require action, focus, and investment over the **next 10 years** to make material progress towards the regional vision and objectives. The priorities are based on three problem statements and benefits, which have been derived from an Investment Logic Mapping (ILM) process involving key stakeholders.

TRANSPORT PRIORITY 1: Resilience, connectivity, access, and security An efficient, resilient, and reliable low emissions transport system that is prepared for future risk, enhanced to support growth, and responsive to a changing climate (asset management & resilience).	
The key problems we need to address within the next 10 years are: Our transport system is at the limit of its durability, network improvement, maintenance, and enhancements are no longer appropriate for the environmental conditions (geography and geology) to meet increasing demand, intended form and function, coupled with increased frequency and intensity of weather events resulting in a declining LOS, disruption to supply chains, loss of economic opportunities, reduced competitiveness, community isolation and hardship, access to lifelines, and social connections.	Weighting: 60%
The benefits we will see if these problems are addressed are: An efficient, resilient, and reliable low emissions transport system that is prepared for future risk, enhanced to support growth, and responsive to a changing climate.	Weighting: 60%

TRANSPORT PRIORITY 2: Transport choices People have genuine and safe transport alternatives / choice across routes and modes to sustain the health and wellbeing of communities (transport choice).	
The key problems we need to address within the next 10 years are: Limited (coverage and frequency) public transport options, disconnected and unsafe active modes network, coupled with ease of car use is leading to poor outcomes for the community (health, and safety), reduced ability to achieve emission reduction targets and disproportionate impacts to the transport disadvantaged	Weighting: 30%
The benefits we will see if these probably are addressed are: Reduced reliance on single occupancy vehicles and improving health, social and environmental outcomes.	Weighting: 25%

TRANSPORT PRIORITY 3: Safety Our transport system is safe for people and communities	
The key problems we need to address within the next 10 years are: The form of our roads, the way people drive (speed, unsafe car, risk taking) and poor protection for active modes users resulting in harm to our communities, with people killed or injured as well as economic impact	Weighting: 10%
The benefits we will see if these probably are addressed are: A regional network that enables the safe movement of people	Weighting: 15%

6.2 Transport Investment Priorities

To provide detailed signals for the transport system investment programme over the next decade, a series of priority investment areas have been identified. These will help to direct and articulate transport system investments, business as usual activities, and projects over the next decade. Table 6.1 below sets out both the three key transport priorities and the priority investment areas.

TRANSPORT PRIORITY	PRIORITY INVESTMENT AREAS
1. An efficient, resilient, and reliable low emissions transport system that is prepared for future risk, enhanced to support growth, and responsive to a changing climate (asset management & resilience).	**1a**. Replace damaged and destroyed assets to enable reliable and efficient travel for people and freight within Hawke's Bay and connecting to neighbouring regions. **1b**. Deliver future network resilience that will drive economic productivity and protect transport assets against the impacts of greater demand and increasing numbers of severe weather events. **1c**. Improve reliability Levels of Service to all transport network users by addressing the maintenance backlog and improving overall condition. **1d**. Designate and improve Strategic Freight Corridors which enable Hawke's Bay and Napier Port to function effectively as part of wider national and international supply chains, driving economic growth and our position as a premium producing region. **1e.** Investigate and implement targeted transport system capacity enhancements which deliver sustainable economic growth and support both the Future Development Strategy (FDS).
2. People have genuine and safe transport alternatives / choice across routes and modes to sustain the health and wellbeing of communities (transport choice).	**2a**. Develop existing and planned routes into active travel networks that provide direct convenient connectivity for work, school, shopping, personal business, and leisure, creating genuine transport choice for users. **2b**. Implement significantly improved bi-directional urban public transport network increasing frequency and efficiency to deliver create genuine transport choice in Napier-Hastings. **2c.** Investigate and develop transport options and alternatives for outlying areas, focussing on community transport services run by local groups and charities. **2d**. Deliver travel demand management and behaviour change programmes to decongest key transport routes and create genuine and attractive alternatives. **2e**. Transition to decarbonise the public transport.
3. Our transport system is safe for people and communities (safety).	**3a.** Support active travel networks by providing safer infrastructure at intersections and crossing points so that people are given the confidence to travel and are protected from harm. **3b**. Improve provision and maintenance of safe road and roadside infrastructure so that all users have sufficient space and that networks improve key attributes such as visibility and skid resistance. **3c.** Implement new road safety education and training programme to tackle a range of poor travel behaviours that are currently resulting in high levels of personal risk.

7. Investment Programme

The regional programme outlines proposed transport investment by the region's approved organisations, made up of the Road Controlling Authorities (District and City Council), Hawke's Bay Regional Council, DOC, and Waka Kotahi. The investment programme summarises the full scope and scale of investment across our transport system.

While investment is spread across a range of different categories, the main priorities for the region are:

- rebuilding our transport system
- adding and enhancing resilience across the system
- Focusing on significantly enhanced business as usual which means maintaining our system
- Strengthening our community connection
- Securing safe and resilient journeys on our lifeline state highways
- Strengthening the connection between the two main urban areas to increase resilience, decongest, enhance efficiency, reduce travel times, and unlock economic growth.
- Providing efficient and effective transport choice for our region and communities

While these activities are normally part of business as usual there will be significant investment over the next 3 years, and the next decade to get our transport system to an efficient, safe and reliable state.

To deliver material progress for our communities and economy, across all approved organisations we propose investing –

Investment area	Where	Detail	Time period	Proposed investment to achieve outcome
Focusing on maintenance, operations, and renewals	Local roads	Includes all usual MOR activities and Emergency funded MOR	2024-2027	$353,422,394
	State Highways	Maintenance, Operations, Renewals	2024 - 2027	$102,959,249
		Funded Emergency works	2024-2027	$128,075,000
MOR sub total				
Enhancing our roading network	Quick win local road improvements	Covers LCLR, new roads, road improvements	2024 - 2027	$83,743,729
	Longer term local road initiatives	Includes NE Connector and Te Mata Waimārama roundabout	2024-2027	$22,200,000
	State Highway improvements	Only covers LCLR, not Capital improvements	2024 - 2027	$5,889,999
		Already funded inter-regional connections	2020-24	$13,334,246

Investment area	Where	Detail	Time period	Proposed investment to achieve outcome
Enhancement sub total				**$125,167,974**
Creating efficient transport choices to connect our communities and reduce travel times	Active transport on local roads	Contains LCLR walking & cycling improvements	2024-27	$21,485,676
	State Highways	Waipawa shared path & Wairoa Cycle Connection	2024-27	$49,957,000
	Public transport services	Includes new step change network, improvements, new ticketing system and all other operational costs	2024-27	$49,647,366
Creating efficient transport choice sub total				**$121,936,992**
Strengthening our urban links	State Highways	Four lane expressway	**2024-30**	$830,225,000
Securing safe and resilient journeys on our lifeline state highways	State highways	Hawke's Bay Resilience rebuild	2024-32	$2,642,160,000
		Waikare Gorge	2024-26	$264,562,000
		SH 5 Safety and Efficiency programme	2024-29	$831,994,000
		Safety improvements network wide	2024-33	$102,872,825
		SH38 Wairoa to Murupara seal extension	2022-25	$8,053,597
		SH2 Waipukurau revocation	2027-29	$1,962,000
		Other NZTA transport system investments	2024-28	$5,871,000
				$4,687,700,000
Keeping our people safe	Region wide	Road safety promotion (incl. TA initiatives)	2024-27	$2,410,001
	Local roads	Maraekakaho / York round about	2024	$5,014,000
	State highways	SH51 Napier to Hastings, SH5 Matea Rd	2023-24	$38,254,445
				$45,678,446
Planning for the future	Network wide	Investment Management & Planning		$11,527,001
Total transport system investment to achieve outcome				**$5,576,467,478**

Further detail on each of these investment areas and what the investments might include can be found in the detailed 10-year transport priority in section 8. Table x in appendix xx provides a total ten-year financial forecast for all the activities included within the programme that make up the submission for funding as part of the National Land Transport Plan (NLTP). The NLTP is the mechanism through which the National Land Transport Fund (NLTF) is allocated. The programme consists of different 'classes' of investment and include:

- **Committed activities**: already funded but not yet completed, which will be completed within the period of the RLTP.
- Continuous programmes (essentially business as usual) which fund:
  - State highway and local road maintenance; and
  - Existing public transport services;
  - Transport planning (investment management);
  - Road safety promotion.
- **Low-Cost Low Risk (LCLR) activities:** which are individually less than $2 million.
- **Regionally "significant" capital projects:** over $2 million total cost, in priority order.
- **Inter-regionally "significant" transport activities**: which are of importance to two or more regions.
- **Significant activities not yet developed enough to be part of the RLTP**: but may come to fruition within the period of the plan. This might be in a narrative.
- **Outline of all funding sources, not just NLTF**: which will support the overall investment programme.

Section 106 (2) of the LTMA requires each RTC to adopt a policy that determines "significance", in respect of the activities that are included in the RLTP, and their order of priority, and submitted for NLTF funding. In adopting the significance policy, the Hawke's Bay RTC has determined that the following activities are significant for the purposes of prioritisation:

- Capital improvement activities (sitting outside of either continuous programmes or low cost low risk) with a total anticipated cost exceeding $2 million over the duration of the activity; or
- Activities that the RTC deems will make a significant contribution to the objectives of the RLTP by way of resolution.

Regionally significant activities comprising those capital improvements over $2 million, have been prioritised using a methodology based on the region's desired ten-year investment priorities (as set out in section 6.2). The process included eight evaluation criteria with associated weighting of importance for each criteria. This ultimately provided a weighted total score, informing the prioritisation. Further information on the prioritisation process can be found in appendix xx. Only capital works projects are prioritised using this process. Continuous Programmes and Low Cost Low Risk improvement activities are part of business as usual.

Through the prioritisation process Capital improvement projects can receive a maximum score of 100 This scoring was moderated by the Technical Advisory Group (TAG) and approved as a draft by the RTC.

Table 5: Project Prioritisation Scores

Project	Score (Strategic Fit and Alignment)	Score (Regional Benefit	Total Score

Waikare Gorge Implementation - realignment of 4km road including new bridge	45.00	47.50	**92.50**
Tairāwhiti Wairoa Resilience - Rebuild (implementation) – significant programme in response to Cyclone Gabrielle	42.50	40.00	**82.50**
HB Resilience - Rebuild (Implementation) - significant programme in response to Cyclone Gabrielle	42.50	40.00	**82.50**
Mahia Connectivity – project seeking to secure long term access to Mahia	38.75	40.00	**78.75**
SH2 Waipawa Bridge shared path – Implementation – shared mode clip on bridge	33.75	42.50	**76.25**
SH5 (including Safety), pre - implementation, property Implementation – programme to address safety and efficiency issues	31.25	42.50	**73.75**
SH2 4 Laning - Implementation incl. property, business case, etc. – increasing capacity of exressway	45.00	40.00	**85.00**
Te Mata - Waimarama roundabout – safety improvement project	30.00	35.00	**65.00**
North Eastern Connector – unlocking better access for freight	28.75	32.50	**61.25**
SH2 Eskdale CVRSC – commercial vehicle weight & safety station	15.00	25.00	**40.00**

The region's prioritised list of capital projects is outlined in further detail in appendix 5. Included in the tables is a brief description of the activity and its regional priority ranking.

The region's activities, as listed within this RLTP, are submitted to the NLTP alongside the activities from across all New Zealand. These are then prioritised at a national level before funding is allocated. Ultimately, transport system investments are a co-funded collaboration with funds sourced from a blend of the NLTF and local share – in other words, Council contribution via rates.

Funding of land transport in New Zealand is guided by the final Government Policy Statement on Land Transport (GPS) which influences investment decisions.

How the investment environment functions

The National Land Transport Fund (NLTF) is critical to giving effect to the programme of regional transport activities included in the RLTP, and to the objectives, policies and transport priorities for the region. The high-level flow chart below illustrates the New Zealand land transport planning and investment framework – with the NLTF at the centre – to support understanding the RLTP funding process.

The National Land Transport Programme (NLTP) is a three-year programme of planned activities and a 10-year forecast of revenue and expenditure prepared by Waka Kotahi to give effect to the GPS. The NLTP is a partnership between Waka Kotahi, the Crown, and local government. Waka Kotahi has independent statutory responsibilities for the allocation and investment of the NLTF.

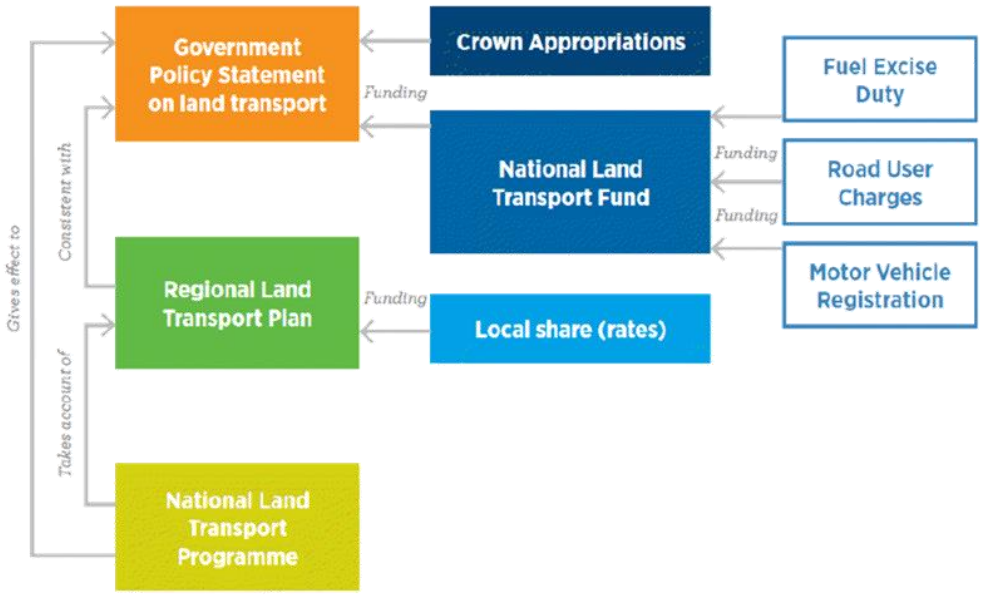


Figure 24: Summary of Funding Process

The NLTF is a fully ring-fenced transport fund made up of fuel excise duty (FED), road user charges (RUC), vehicle and driver registration and licensing, state highway property disposal and leasing and road tolling. All revenue collected from transport users is dedicated to investment in land transport, but it also means that the NLTF is a limited funding pool, especially as COVID-19 led to reduced levels of travel demand and hence money collected.

RLTPs effectively bridge the gap between local and regional investment and the NLTP. Before a project can be considered for funding through the NLTP and NLTF, it must first be included in an adopted RLTP. Other sources of funding, outside the NLTF, are needed to give effect to the policy direction in the RLTP.

Many transport activities, undertaken by regional and territorial authorities, are subsidised through the NLTF. Except for State Highways, subsidy through the NLTF relies on the provision of a local contribution applied by local councils. The NLTF contribution varies between local authorities and is referred to as the Funding Assistance Rate (FAR). In Hawke's Bay the general FAR is as follows:

Table 6: FAR Rates for 2024/27

Central Hawke's Bay District Council	59%
Hastings District Council	53%
Hawke's Bay Regional Council	51%
Napier City Council	51%
Wairoa District Council	75%

Notably, this is the general FAR. Different activities and circumstances attract different FAR's. While these FAR's are the generally accepted funding rate for typical investment activities the reality is that the local share, the contribution Council's make via rates, has been and will be under extreme pressure for a prolonged period of time.

The Regional Recovery Agency is continuing work to further understand and substantiate the FARs that will be required to enable our Council's to deliver all of their response and rebuild works.

Central government can also choose to directly fund land transport activities through Crown appropriations, or funding streams that are external to the NLTF. For example, The NZ Upgrade Programme is investing over $7 billion across road, rail, public transport and active travel infrastructure. More recently, the Transport Rebuild East Coast (TREC) Alliance has been set up to plan, organise and deliver much of the recovery and rebuild work needed on the highway and rail networks in Gisborne and Hawke's Bay, in conjunction with local businesses and contractors. It is anticipated that much of the required funding for TREC will come through Crown.

8. Ten year transport priority – proposed detailed investments across Hawke's Bay

8.1 Transport priority 1: Resilience, connectivity, access, and security

TRANSPORT PRIORITY 1: Resilience, connectivity, access, and security An efficient, resilient, and reliable low emissions transport system that is prepared for future risk, enhanced to support growth, and responsive to a changing climate (asset management & resilience).	
PROBLEM	The network is at the limit of its durability, improvement and maintenance are no longer appropriate for the environmental conditions (geography and geology), to meet increasing demand, intended form and function, coupled with increased frequency and intensity of weather events resulting in a declining LOS, disruption to supply chains, loss of economic opportunities, reduced competitiveness, community isolation and hardship, access to lifelines, and social connections.
INVESTMENT CASE	The Hawke's Bay economy relies heavily on roads, and to a lesser extent rail, to connect products to markets both domestic and global. The rural roading network is critical as that allows the secure free flow of inputs and products from the farm gate to the point of processing, and on to market. However, the region's infrastructure is battered from Cyclone Gabrielle, is ageing and vulnerable to disruption by extreme weather events, sea level rise, and other risks and has unreliable or in some cases unrealistic travel times. Some routes have little to no alternatives or redundancy. There are competing user demands on many sections, particularly in the vicinity of Napier Port, where there is significant pedestrian and cyclist activity. This will increase with predicted growth in activity at the Port, but capacity of access routes is limited. Investment in rail will support objectives for resilience and efficiency, by providing another viable option. There is an opportunity to develop alternative roading solutions for parts of SH2 to Wairoa and Gisborne, potentially including rail and sea freight.
SUMMARY OF EVIDENCE	The Hawke's Bay and Tairāwhiti / Wairoa Resilience Strategic Response Strategic Cases conclude: • The performance of the transport system has been in decline for many years and following the most recent cyclone it is now at a crisis point • Ageing roading infrastructure designed to outdated standards is not resilient to current and future challenges and will continue to decline as it is vulnerable to increasing frequency and severity of weather events, including climate change • The current levels of disruption, severance and isolation have caused significant hardship for communities and industry • Poor levels of transport access does not allow communities to thrive, access is not equitable, inclusive or secure • Hawke's Bay has one of the highest proportions of Māori population compared with other regions and some of the highest levels of socio-economic deprivation nationally. Major disruption to access caused by the extreme weather events has a disproportionate impacts • Everyone in the community has a right of access. • 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 strategic HPMV routes in the region. In the event of a road closure on these ~~is~~ 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 demand for movement of goods are creating community severance in Ahuriri as there are limited crossing options for pedestrians and cyclists. Additionally, the loading on the road in this area is creating structural challenges. • There are limitations with rail freight access to the Port including numerous level crossings, a low clearance bridge and single-track limiting capacity of rail access. Storage capacity at the Port is also limited, which will be further constrained with forecast growth in exports. • Recent studies support further investigation of re-instating the rail link between Gisborne, Wairoa and Napier to improve inter-regional connectivity and resilience, 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 PERFORMANCE INDICATOR	Headline: Availability of the road network for use (open to two-way traffic). Others: • Pavement Integrity Index (PII) score. • Annual average number and duration of resolved road closures • Percentage of residents satisfied with road condition. • Number of susceptible roads and communities. • Number of assets (by class) which fail because of damage caused by severe weather. • Number and percentage of people and businesses whose lives are disrupted by severe weather events. • Proportion of road network available to heavy vehicles. • Variability of actual journey times compared with optimal journey times. • Volume and percentage of traffic on State Highways which comprises Heavy Goods Vehicles.
Fit with draft GPS Priorities	**Economic Growth and Productivity:** Well-performing assets and efficient freight movements are integral to promoting business confidence and economic growth, which support increases in population and housing. It provides people and business with the surety to invest in the region. A resilient network means that people and freight will be always connected, network redundancy is clear, and the system is fit for intended form and function. Regional freight movements by all modes can be made more reliable and convenient through maintaining and improving infrastructure, so that journey times are both efficient and predictable across both the urban and rural transport system. **Increased Maintenance and Resilience:** Asset management plans need to be forward looking and outcome-focussed and incorporate Level of Service (LOS) improvements for all road users into maintenance programmes. Maintaining what we have today is a lower emissions generating activity compared with either a full road rehabilitation or new build. Proactive asset management and maintenance enhance resilience by enabling roads and bridges to better withstand both day to day usage by traffic, and the challenges of severe weather. Timely maintenance of drainage assets helps to reduce the risk of water damaging roads (i.e. wash outs), and consequential events such as landslips and damage to pavements. Local footpaths and walkways are vital links to essential services.

	Ensuring we maintain what we already have to the highest standard within our constraints is hugely important for our region, especially for rural communities and businesses who need to get access to the main highway network. **Safety:** Improving the performance of assets will reduce problems such as potholes and wash outs which can compromise the safety of all road users, but especially motorcyclists and cyclists. **Value for Money:** Faster and more reliable journeys for freight and people drive economic growth, providing a pay back for centralised investment. By developing a resilient network corridors can clearly be allocated for certain activities. This drives both efficiency and value as new roads or corridors do not always need to be built.
KEY INVESTMENT PARTNERS	Local Councils Waka Kotahi Napier Port KiwiRail
MEASURE	Duration and frequency of road closures on key freight routes
LONG TERM RESULTS	Maintain or improve current levels of service (as determined by relevant TLA)
DATA SOURCE	Centralised NZTA data base

Priority Investment Area 1a: Replace damaged and destroyed assets to enable reliable travel for people and freight within Hawke's Bay and connecting to neighbouring regions.

Strategic Case for Change

Culminating in Cyclone Gabrielle in February 2023, the region's transport network has been subject to a series of severe weather events, resulting in levels of damage and loss of life not seen since the 1931 earthquake. The social, economic, environmental, and human costs have been enormous and will endure for many years to come.

Cyclone Gabrielle has damaged sections of highway and rail infrastructure resulting in significant closures and disruption in access for communities, freight, primary industries, and tourism. The impacts on the state highway network continue to disrupt both local and regional connectivity, affecting not only the movement of people but also the transportation of goods and services.

The following table summarises immediate damage to the region's transport system:

Table 7: Summary of Severe Weather Event Impacts

AREA	SUMMARY OF IMPACT
Hawke's Bay region	• Close to 30% of the Hawke's Bay Cycle Trail network damaged and unusable. • State Highway 2 from Esk Valley north to Wairoa closed for over 3 months, isolating Wairoa. • State Highway 5 north closed to all traffic for 5 weeks significantly impacting access for food and supplies to assist the initial response and recovery • Significant damage to flood protection infrastructure and other vital infrastructure across the region
Wairoa District	• Glenbrook bridge (at Waikare) on State Highway 2 significantly damaged restricting access from Putorino to Hawke's Bay for 3 months, effectively severing the Wairoa district. • Te Puna and Te Reinga bridges sustained significant damage.

AREA	SUMMARY OF IMPACT
	• At the peak of the event up to 30 roads were closed.
Napier City	• Redclyffe/Waiohiki Bridge significantly damaged. • Brookfields Bridge destroyed. • SH51 Waitangi Bridge damaged by slash caught up in flood waters washing towards the river mouth. • Railway bridge adjacent to State Highway 51 washed away due to slash build up and flood waters.
Hastings District	• 15 bridges destroyed, and 28 significantly damaged. • Over 30kms of road totally destroyed. • Hundreds of kms of road requiring remedial works. • Over 1,000 culverts damaged or destroyed. • Many communities isolated • Approximately $800m in damage to the transport system
Central Hawke's Bay District	• 100+ slips across the roading network. • $100+ million damage to roads. • 110 out of 400 roads closed / impacted • 1,500 culverts damaged or destroyed • 69 bridges impacted, 6 destroyed

The sheer volume of water and debris caused extensive damage and destruction to parts of the roading and rail network, with bridges badly impacted. In some locations, debris became trapped on the upstream side of the bridge, limiting the flow through the opening, which led to high water levels in the channel on the upstream reach.

Some areas were completely inaccessible, and properties continue to have limited access due to tracks or bridges remaining unpassable. Culverts across the region were blocked with a combination of woody debris, leaf litter and silt. There is extensive clean-up, repair and reconstruction required across the culvert network.

Proposed Investment and Benefits

In September 2023, the Hawke's Bay Regional Recovery Agency (HBRRA) estimated the total indicative cost of proposed recovery activities to be approximately $4.198 billion, of which $1.154 billion was confirmed by the Crown. As outlined below, an estimated $1.35 billion will be required for transport.

The Regional Recovery Plan (RRP) describes the coordinated efforts and processes to bring about the immediate, medium-term and long-term regeneration of a community following a civil defence emergency, and has three key phases:

Table 8: Regional Recovery Plan Phases

Phase	Timing	Description
Restoration	First 9 months	Making the environment safe, addressing critical needs, restoring lifelines and the regional economy, understanding the impacts, and laying the foundation for longer-term recovery and resilience.
Reconstruction	9-18 months	Repairing and reconstructing major services, buildings and infrastructure and envisioning the future.
Improvement	18 months and beyond	Making the Hawke's Bay a more resilient and better place to live.

As part of the RRP, the Resilient Infrastructure Pou seeks to deliver repair and rebuild of essential community infrastructure across Hawke's Bay so that communities are protected from impacts of increasingly severe and unpredictable weather events. In the longer term, the RRP seeks to:

1. Ensure utilities and transport routes are restored and resilient;
2. Commercial and primary infrastructure is rebuilt and improved;
3. Infrastructure supporting residential property is rebuilt and improved; and
4. Public infrastructure is resilient to future risk and of high quality.

The longer-term plan will also seek to identify and deliver on opportunities that future-proof the Hawke's Bay region with emerging technologies, innovations, and opportunities.

This RLTP strongly supports recovery by demonstrating that it is part of an integrated plan to "build back better" and ensure that the impacts of future severe weather events are mitigated as much as possible through investing in increased resilience across the transport system.

A step-change in funding is essential for many of the priorities and actions in the RRP (alongside investment from other sources such as council balance sheets, rates, and insurance payments). Without Crown funding many of the recovery actions would have to be scaled back or not be progressed, meaning that local authorities and ratepayers having to shoulder a heavy financial burden that could impact regional growth and investment for years to come.

The RRP estimates roading recovery costs as follows via data gathered from Council's when developing the most recent iteration of the RRP:

Table 9: Regional Recovery Plan Cost Estimates

Area	Description	Estimated Cost ($million)
Wairoa District	Repairs to roading around the district.	**$ 98.04**
	Programme of transport improvements and resilience projects, including State Highways, secondary Wairoa River Bridge connection, Airport Runway Extension, roading realignments and improvements, bridge strengthening, replacements, boat and wharf infrastructure, Marine Parade flood resilience etc.	**$ 198.38**
Napier City	Temporary bridge solution for Waiohiki / Redcliffe	**$ 0.22**
	Brookfields Bridge permanent re-build.	**$ 30.00**
	Redclyffe Bridge permanent re-build (cost share 50:50 with Hastings District Council).	**$ 34.00**
Hastings District	Initial response activities including clearing and making safe of roads, work on the bridges to open roads and the permanent rebuild/repair options, building of Temporary Bridges, Bailey Bridges.	**$ 88.50**
	Permanent re-build of the following bridges: Aropauanui, Moeangiangi, Dartmoor, Mangatutu Low Level, Matapiro, Whanawhana, Puketapu, Rissington, Brookfields, Redclyffe (cost share 50:50 with Napier City Council) and Ellis Wallace.	**$ 189.01**
	Replacement of culverts.	**$ 285.50**
	1,000 Small to medium slips.	**$ 75.60**
	150 large slips.	**$ 116.30**
	Repair of tier 2 / 3 dropouts	**$ 48.70**
	Roads and footpaths: total of 100km of road rebuilding / repair	**$ 69.00**

Area	Description	Estimated Cost ($million)
Central Hawke's Bay District	Roading recovery	$ 115.00
Total		1,345.25

The Crown has already provided significant recovery funding support, but additional investment will be needed over the coming years to enhance the system, building back better, safer, and smarter. To date, $260 million has been secured for transport infrastructure projects and programmes to fully fund the estimated cost of Redclyffe Bridge replacement, Puketapu, Matapiro and Aropauanui Bridge works in Hastings, Te Reinga Bridge works in Wairoa and critical roading recovery projects in Central Hawke's Bay. Further funding provisions include culvert replacements, as well as additional support for transport resilience and repair initiatives across the region.

A key focus area is to prioritise the rebuild and resilience of critical roading and rail routes:

- Reinstate access to communities;
- Access to and options or reinstatement of bridges;
- Roading and rail restoration, prioritise critical routes;
- Ensure resilience of network over winter;
- Planning and design work for future resilience on network; and
- Resolve the congestion at the Pakowhai roundabout through transport network improvements in the local area (including potential for a four-lane Hawke's Bay Expressway as a longer-term solution).

Priority Investment Area 1b: Deliver future network resilience that will protect transport assets against the impacts of greater demand and increasing numbers of severe weather events.

Strategic Case for Change

The Waka Kotahi State Highway Investment Programme (SHIP) 2024/34 states that resilience is a primary focus in Hawke's Bay. Natural hazards including landslips, flooding and coastal inundation / erosion will continue to provide resilience challenges for the region as climate change increases the severity of weather events. The ability of transport assets and systems to withstand these pressures can only be improved through a combination of significant investment in physical upgrades coupled with wider natural resilience interventions which mitigate the potentially devastating power of water.

On the local roading network, Activity Management Plans are placing very high emphasis on resilience:

Table 10: Resilience in Asset Management Plans

Area	AMP Approach to Resilience
Wairoa District	The first AMP problem statement is: "*Road network vulnerable to damage from increasing climate change impacts resulting in isolated communities and economic disruption.*" The approach to resilience is based on: • Identification of critical assets and their management to ensure that they do not fail or to limit the effect of a failure.

Area	AMP Approach to Resilience
	• Asses the climate change risks and impacts on infrastructure to allow for adaption planning. • Emergency Response and Business Continuity Plans to be in place for emergency events.
Napier City	As a predominantly urban council, resilience is framed in terms of ability to move around the area with a range of mode choices – private motor vehicle, active travel, and public transport. The presence of the Port and Airport also places high emphasis on reliable, resilient and safe access for freight. The third AMP problem statement is: *"The design and maintenance of the transport network is limiting its capability of accommodating more severe and frequent weather events."*
Hastings District	Hastings District is a predominantly rural network, and the geography is characterized by broken, hilly country that is prone to rapid erosion and deposition from rivers and streams flowing from the inland mountain ranges. The current transportation network suffers from this geography especially in terms of road alignments and is vulnerable to erosion (slips) that provides lack of resilience due to the limited availability of (any) alternative routes. The AMP Programme Business Case (PBC) includes the following problem statement: *"Lack of resilience in the roading network can isolate communities and industry, negatively impacting on accessibility and the districts social and economic outcomes."* The benefit of addressing the problem is explained in terms of minimising disruption when unplanned events occur.
Central Hawke's Bay District	The most significant problem addressed by the AMP is defined as: *"A lack of resilience in the transport system means that connections are regularly lost."* Level of Service (LOS) investment levels confirmed at a level that would both improve transport network resilience and address the highest rate of backlog faults.

At the regional level, sections of the land transport network which are vulnerable to coastal erosion and ageing infrastructure, and may experience events that cause access to be disrupted have been identified:

- Flooding frequently occurs on key sections of the network (e.g. SH2 near Tutira, SH2 near Whakaki), causing disruption to access.
- HPMV access is unavailable on SH50 meaning that in the event of a road closure on SH2, HPMV trucks are delayed until access is restored.
- Serious and fatal crashes on SH5 result in road closures between Napier and Taupō causing delays as the corridor has few feasible alternative routes.
- The region has approximately 1,300 kilometres of unsealed roads that provide access to residential and commercial properties. During key weather events, roads may become inaccessible, reducing productivity and community liveability.
- Low lying and reclaimed land exposed to sea-level rise, with sections of coastline in Hastings and Wairoa particularly under threat, with both Councils needing to invest in infrastructure to retain access to key sites and communities.

Table 11: Proposed Investment in Asset Management (2024/27)

AREA	PROPOSED INVESTMENT
Wairoa District	Total investment 2024/27 - $48.4 million: • Operations and maintenance: $27.53 million (67% increase compared with 2021/24). • Renewals: $20.87 million (55% increase compared with 2021/24). • Two major capital projects: • Nuhaka Opoutama Road "Blowhole" Retreat. • Coastal Erosion Protection.
Napier City	**Total investment 2024/27:** $66.1 million for maintenance, operations and renewals. Additional investment is proposed for carriageway surfacing and pavement renewals, footpath renewals and street light column renewals, all areas where some deterioration has been identified during the last three years and investment is required to protect the network and its users
Hastings District	Total investment 2024/27 - $114.4 million: • $34.7 million in maintenance. • $10.2 million in operations. • $69.7 million in renewals. • Several investment areas are being targeted to address backlogs, including structures, cycle path / footpath maintenance, and sealed road resurfacing / rehabilitation.
Central Hawke's Bay District	Total investment 2024/27 - $57.8 million: • Very high increase in LOS investment for drainage and structures maintenance. • High increase in LOS investment for pavement maintenance and renewals (both sealed and unsealed roads), drainage renewals, sealed road pavement rehabilitation and structures components. • New investment for replacement of retaining walls.

Priority Investment Area 1c: Improve reliability Levels of Service to all transport network users by addressing the maintenance backlog and improving overall condition.

Strategic Case for Change

"Levels of Service" (LOS) describe performance of transport infrastructure assets against customer expectations of key outcomes including safety, serviceability and sustainability.

Across Hawke's Bay this requires effective asset management and improvements to multi-modal infrastructure and services to support sustainable economic and community growth. The system needs to evolve in response to pressures placed upon it, both from growing demand for travel (including that from new development) and external environmental forces such as severe weather, natural disasters, and climate change.

There is increasing demand on the transport network, as summarised in the following table:

Table 12: Demand on the Hawke's Bay Transport Network

Area	Examples of Increasing Demand
Wairoa District	• 90% of Wairoa's roading network is rural and 64% of the network is unsealed. Ongoing increases in heavy vehicle volumes on the local road network, largely because of primary sector activities, results in pavement deterioration and safety risks from defects such as potholes. This requires additional, and often unplanned, investment to mitigate. • A seven-fold increase in High Productivity Motor Vehicle (HPMV) permits between 2020 and 2022 is primarily the result of assessment and addition of

Area	Examples of Increasing Demand
	the existing roads to the HPMV-approved network. While only 20% of the network was HPMV-approved in 2020, this number is over 72%.
Napier City	• The draft Future Development Strategy (FDS) identifies significant growth areas in Napier, Tamatea, Taradale, Bay View, Poraiti and Puketapu, which will increase demand for travel across the transport system. • Over a 30-year timeframe there is projected to be demand for an additional 6,700 households in Napier. • There is forecast additional demand of approximately 55 hectares of industrial land in Napier.
Hastings District	• Forestry export returns are up at 8% with further growth of around 11% forecast. Post 2018 a pine harvest of around 3.1 million m^3 can be sustained indefinitely in the region. About half of the available radiata pine is small scale lots, scattered around the region and, when harvested, the increase in heavy vehicles have significant impacts on low volume roads and pavements. • Key arterials connecting urban and industrial centres have traffic volumes varying from 10,000 to 20,000 vehicles per day and correspondingly high levels of heavy vehicle traffic. • Over a 30-year timeframe there is projected to be demand for an additional 9,620 households in Hastings District. • A recent report projects that 2,450 new retirement village-based independent-living units (villas and apartments) would be needed in Napier and Hastings over the next 30 years. • Network growth from residential and industrial development is ongoing. There is a high demand for new residential property with new areas of land around Hastings, Havelock and Flaxmere being opened for development under HPUDS. • Industrial demand is high with Irongate and Omahu Road industrial development commencing while Tomoana food hub development is ongoing. There is forecast additional demand of approximately 141 hectares in Hastings over the long term.
Central Hawke's Bay District	• Approximately 86% of forest trees in the district are over 16 years of age and are due for harvest over the next 10 years. Titoki Forest (7,281 ha total productive area) located at the Tararua / Central Hawke's Bay boundary experienced increased harvest volumes in 2022, and this is predicted to continue until 2027 and possibly longer if planting persists. Projected increases in harvesting place additional pressures on pavements which are already deteriorating from current activity levels. • Harvests from outside the district will also affect CHB roads as logs are transported through the district to wood processing plants and Napier Port in the Hawke's Bay region.

Across all Districts, there is a significant maintenance backlog which needs to be addressed if the land transport system is to be accessible, efficient, safe and reliable for all modes of travel.

Table 13: Asset Maintenance Backlog

Area	AMP Evidence of Maintenance Backlog
Wairoa District	Several risks are identified, including: • Sealed pavements experience increased volumes of heavy traffic, causing damage (cracking, potholing etc.) requiring increased investment in sealed pavement repairs and renewals (extreme risk). • Inadequate investment in sealed pavement and surfacing renewals resulting in the age profile of sealed pavements and / or surfaces increasing, requiring increased investment and impacting LoS (high risk).

Area	AMP Evidence of Maintenance Backlog
	• Low levels of resident satisfaction in the standard of maintenance of sealed and unsealed roads in the district, with only 36% and 32% respectively satisfied, against a target of at least 75%. • Recent road condition assessment indicates that the number of defects in the network is increasing, especially cracking, flushing, and shoving. Further analysis shows that forestry routes have higher percentage of defects compared to non-forestry routes.
Napier City	The AMP notes that previous forward work programmes for assets other than carriageways lacked strategic forward renewals strategies and appear to have been budget driven. This gives rise to the following problem statement: *"Historic under-investment in asset maintenance and monitoring has increased the risk of asset failure and public harm."* *Examples of the backlog impact include:* • Streetlight columns 30.8-year average; 36-year median age – 3,800 columns have assumed install dates, with maximum age of 51 years. • 87% of surface water channel has no age or is more than 50 years old. • Risk associated with the failure of some assets is limited to asset impact and financial outcomes; e.g. kerb and channel failure could affect footpath, pavement structure and surfacing. • Failure of other assets (such as bridges, guardrail, regulatory signage and streetlights) also present risk of personal harm.
Hastings District	The AMP describes the situation as follows: • Sealed pavement maintenance: lack of sufficient funding for pavement renewals has increased spending to hold sections until necessary funding can be obtained. • Structures maintenance: backlog in bridge maintenance and the amount of lower priority work is increasing significantly. • Cycle path maintenance: Backlog in maintenance and renewals identified through network inspection report. • Footpath maintenance: Backlog in renewals identified through rating and all faults. • Sealed road surfacing: significant backlog identified. • Drainage renewals: Significant backlog in culvert renewals required due to poor condition. • Sealed road pavement rehabilitation: Significant backlog in resealing and pavement renewals.
Central Hawke's Bay District	The AMP describes the situation as follows: • Problem: Renewal backlog, and ageing infrastructure, coupled with limited resources increases asset failure risk. • Cause: A small ratepayer base and limited resources to address asset maintenance and renewals means an increasing backlog. • Consequence: Maintenance backlog increases to unsustainable levels, leading to increasing risk of asset failures. • From July 2020 to May 2023 the backlog of drainage items of work has increased from approximately 200 not completed to more than 1,600. • Critical assets are known to be nearing the end of their useful life or, worse, have an unknown remaining useful life. Life expectancy of bridges is 100 years, but average age is 55, meaning that over half are at a point in their lifecycle when deterioration or the risk of failure is increasing. • Central Hawke's Bay has been historically dry and drainage assets have, until recently, had to cope with relatively low rainfall. However, recent events have challenged many parts of the district's drainage system, highlighting that a portion of the network was undersized and not capable of handling

Area	AMP Evidence of Maintenance Backlog
	the increase in storm intensity and frequency. Excess water causes slumps and slips and reduces pavement stability causing the surface of the road to erode.

Current asset valuations provide an indication of the scale of the challenge:

Table 14: Asset Valuations

Area	Asset Value ($m)		
	Full Replacement Cost	Depreciated Replacement Cost	Annual Depreciation
Wairoa District	$569.42	$392.57	$6.87
Napier City	Information not available		
Hastings District	$1,042.12	$817.80	$12.79
Central Hawke's Bay District	$327.28	$164.50	$4.57

The difference between full and depreciated replacement cost is effectively the financial value that has been lost through deterioration of asset condition over time and does not necessarily imply that facilities are sub-standard from a LOS perspective. However, the figures illustrate the future investment challenge when annual maintenance budgets are only a small fraction of even the depreciated replacement cost, which means that annual depreciation is likely to increase year on year.

Proposed Investment and Benefits

Across the various AMPs, total maintenance and operations investment in roading assets, over the next three years, is summarised in Table 14 above.

Investment in the various asset classes across the different AMPs deliver a range of benefits, as summarised in the following table. The Councils across our regional plan to invest in:

Table 15: Benefits of Asset Maintenance Investment

ASSET CLASS	BENEFITS OF INVESTMENT
Pavement Surfaces	Road pavement is the hardest working and most expensive asset to manage, plays a significant role in road safety and should provide a suitable all-weather surface, appropriate for its intended function in terms of skid resistance and smoothness. Pavement rehabilitation, sealed road resurfacing and unsealed road metalling account for a large proportion of total land transport asset value, therefore investment in pavements protects and sustains the community's capital wealth base.
Pavement Drainage	Good drainage primarily prevents water getting into the road structure and consequent rapid deterioration of road surface. Drainage also provides a level of protection to road infrastructure and property from flooding and land slips, ensuring the integrity, reliability and serviceability of the Land Transport network.
Bridges and Large Culverts	Bridges and large culverts provide continuous, safe, all-weather roading over rivers, streams and uneven terrain, providing network resilience and improving supply chain reliability.

ASSET CLASS	BENEFITS OF INVESTMENT
Retaining Structures	Retaining structures protect and support the road pavements from slopes above, and thereby help to prevent slips and blockages that would otherwise occur if the land was left to its own devices.
Carriageway Lighting	Illuminating the carriageways improve visibility for road users and identifies hazards at night and supports the facilitation of safe movement. Lighting is particularly needed in urban areas with a likelihood of conflict between vehicles, pedestrians, or cyclists.
Traffic Facilities	Assets such as signs and lines assist users to use the road in a safe way, by ensuring there is good understanding of how to safely use the road, as well as raising awareness of potential hazards.
Vegetation and Streetscapes	Well managed roadside vegetation maintains unobstructed driving visibility and assists with protection of the assets and the environment.
Footpaths, Pedestrian Accessways and Cycleways	Facilities for active travel provide a safe, convenient, and defined means for pedestrians and cyclists linking roadways and public space. They offer safe infrastructure and provide opportunity for trips to be completed out cars.

The potential consequences of not investing in delivering appropriate LOS include:

- Raised likelihood of crashes on the network due to safety issues not being addressed.
- Reduced reliability of the network leading to higher transport costs and reduced economic opportunity.
- Increased risks of having isolated rural areas of population due to road access not being available.
- Not providing appropriate LOS to road classification and use.
- Deterioration of the assets, requiring a higher cost of remediation in future years.
- Poor levels of accessibility for active travel modes, especially disabled people.

Priority Investment Area 1d: Designate and improve Strategic Freight Corridors which enable Hawke's Bay and Napier Port to function effectively as part of wider national and international supply chains.

Strategic Case for Change

Matariki and the Regional Economic Development Agency has developed the Regional Freight Distribution Strategy with a 30-year horizon. Key findings of the strategy are:

1. The current transport network does not support or enable users to grow and invest with confidence. This was true before Cyclone Gabrielle and has become more crucial since.
2. SH5, SH2 and sea lanes provide strategic freight corridors for the region.
3. The fragile state of SH5 between the Hawke's Bay and Auckland (the region's main domestic market and a key import channel) is increasing transport costs and eroding regional competitiveness.
4. Rail does not connect efficiently with industrial land developments leaving road transport as the only realistic option for cargoes including export, import and forestry.
5. The SH52 corridor including current rail and main arterial roads, between Napier and Hastings, is highly susceptible to natural disasters and involves over 38 rail crossings through urban areas.

6. International freight through Hawke's Bay Airport is limited, forcing time sensitive cargos to move via road over long distances to Auckland.
7. There is opportunity to deconflict modes of transport within the region, including separating active modes with heavy transport especially in the Ahuriri corridor and on SH52.
8. The strategy aligns with the distribution hub strategies of Ruakura to the North at Hamilton, and Te Utanganui to the Southwest at Palmerston North.

Hawke's Bay is closely linked in import and export trade (both international and domestic) to the upper north island and central New Zealand hub developments via SH1, SH2 and SH5. Connectivity via rail is also achieved to Manawatu (Horizons) region and the national rail network. Shipping services calling at Napier Port connects Hawke's Bay to New Zealand's major ports of Auckland, Tauranga and Lyttleton and international trade lanes.

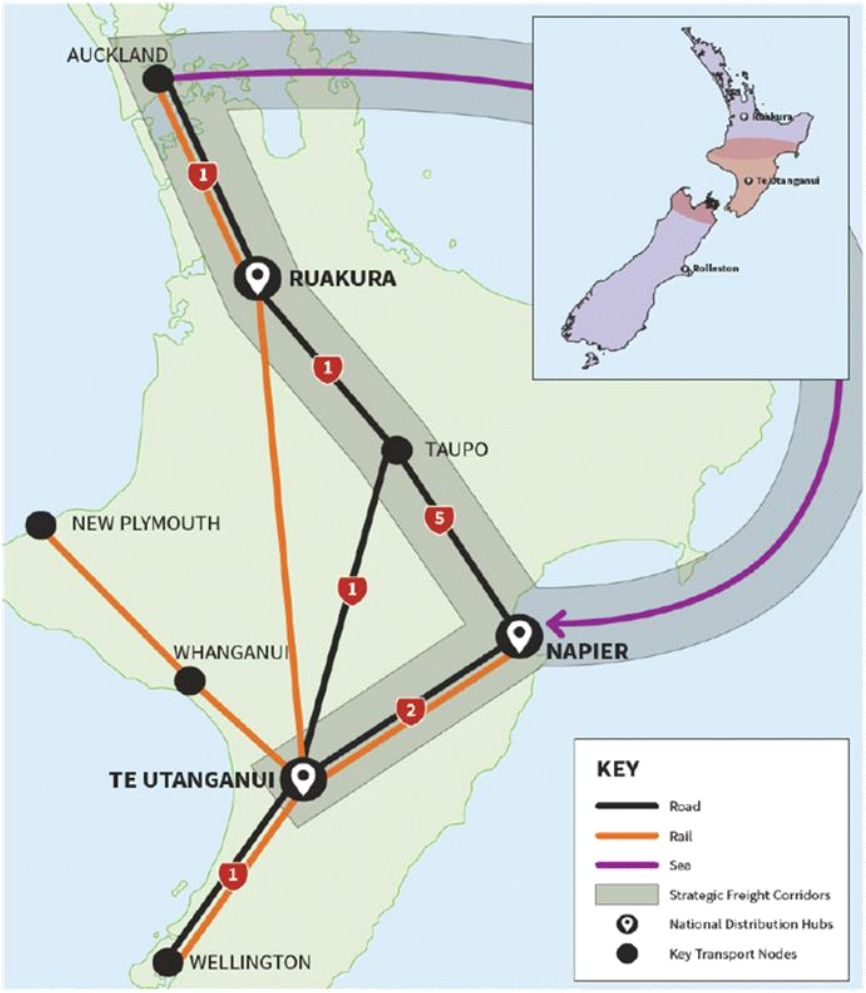


Figure 25: North Island Strategic Freight Corridors

Proposed Investment and Benefits

The strategy identifies three strategic corridors which connect Napier Port with national and international supply chains, and opportunities presented by them:

Table 16: North Island Strategic Freight Corridors

Corridor	Opportunities
Northern Strategic Freight Corridor SH5 / SH1 to Auckland	Potential to redirect some import container cargoes from Auckland to Napier to build regional distribution development and create supply chain balance. Create a resilient strategic freight corridor that connects the two regions efficiently and provide alternative transport links to the main trunk line for North / South traffic.
Southern Strategic Freight Corridor – SH2 / Rail to Manawatu	By balancing imports and exports between Auckland and Napier as outlined above, Hawke's Bay can better connect and strengthen the central New Zealand's distribution development in Palmerston North, as well as its regional distribution centres for the construction, packaging and food sectors.
Eastern Strategic Freight Corridor - Sea	The "Blue Highway" presents an opportunity to further develop the existing shipping corridor to provide an alternative to road and rail travel, and therefore provide an additional option to enhance resilience and economic growth.

The strategy identifies 12 potential projects which require further investigation over the next few years, with any immediate priorities to be considered for funding from 2027 onwards.

Figure 26: Potential Priority Projects for Further Investigation

A key issue for the freight industry is making the most productive and efficient use of vehicles and infrastructure.

Parts of the region's road network have limited ability to provide for freight movements with some local roads and bridges limited by weight restrictions, and therefore unable to support modern 50MAX trucks. This means that vehicles must adhere to the lowest allowable weight to enable them to traverse a route, which does not make good use of vehicle capacity, increases Vehicle Kilometres Travelled (VKT), and imposes significant costs on operators. The following plan from the Transport PBC shows locations of weight restricted bridges that cannot accommodate 50MAX vehicles.

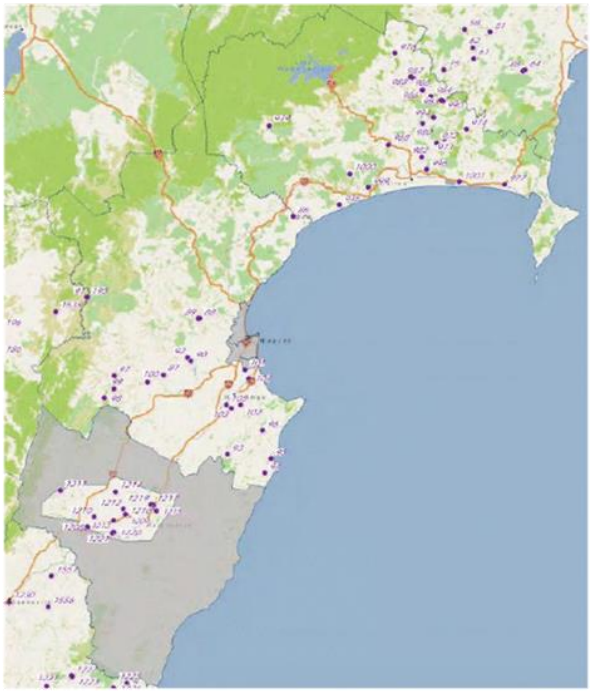


Figure 27: Locations of Weight Restricted Bridges

Waka Kotahi NZ Transport Agency has approved routes that are suitable for 62 tonne total weight high productivity motor vehicles (HPMVs) carrying the maximum loads available under a permit. The approved full HPMV routes are mainly state highways, plus key local road bypasses and link roads. Use of HPMVs is desirable as they reduce the number of trucks required to transport goods; but their weight means a risk of impacts on highway assets such as bridges, if these are not strong enough.

In Hawke's Bay the HPMV routes are shown on the following map:

Figure 28: Hawke's Bay HPMV Routes

There is currently a gap in the HPMV network in on SH2 between Napier and Wairoa, because of the temporary Waikare Gorge Bailey bridge (installed after the permanent bridge was destroyed during Cyclone Gabrielle) not being strong enough. A four-kilometre realignment and new bridge across the Waikare Gorge on SH2 at Putorino (north of Napier) is progressing with consenting. This project was planned prior to Cyclone Gabrielle because slips and rockfall were repeatedly closing the route.

There is a small gap on SH50 between Omahu and Fernhill, near Hastings, and a longer missing section between Hastings and Dannevirke. This means that there is no alternative route for HPMVs if SH2 is closed. SH51 between Napier and Hastings is not on the HPMV network.

Capacity Assessments on local roads across the region will enable accurate assessment of the loading capacity of road bridges, identifying which can sustain 50MAX and HPMV loading; and will then inform a programme of strengthening works to accommodate these vehicles.

Through its State Highway Improvement Plan (SHIP) 2024/34 Waka Kotahi is proposing to update its 2018 Corridor Management Plans, which provide an opportunity to reflect the importance of the strategic freight corridors from a maintenance, resilience and upgrade perspective.

Priority Investment Area 1e: Investigate and implement targeted transport system capacity enhancements which deliver sustainable economic growth and support the Future Development Strategy (FDS).

Strategic Case for Change

The Heretaunga Plains Urban Development Strategy (HPUDS) 2017 sets out several principles with direct relevance to transport:

- Protect existing and future infrastructure and transport corridors from development that could constrain or compromise the efficiency of infrastructure and transport corridor operation;
- Ensure development supports efficient transport infrastructure, including public transport provision and reduced dependence on motor vehicles; and
- Promote communities with services and amenities to reduce reliance on transport.
- HPUDS is being replaced by the Future Development Strategy (FDS).
- An Issues & Options paper states that the FDS must spatially show how Napier and Hastings achieve a "well-functioning urban environment", including how all people have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport. Three key issues posed in the paper are:
- What is the potential to provide for additional growth through intensification in existing urban areas with high existing levels of accessibility?
- What other interventions are needed to improve accessibility, including by active and public transport, in existing urban areas with low accessibility?
- How and where can potential greenfield growth be provided in a way that provides high levels of accessibility?

An accessibility analysis has been undertaken to help inform assessment of potential growth areas and ensure the FDS is consistent with the NPSUD's policy framework of establishing well-functioning urban environments.

Proposed RLTP investments in the new public transport network and active travel aim to strongly support the FDS aim of a well-functioning urban environment through accessibility improvements which make new development areas less car dependent. The following FDS maps show how the level of public transport accessibility improves with the new network in place:

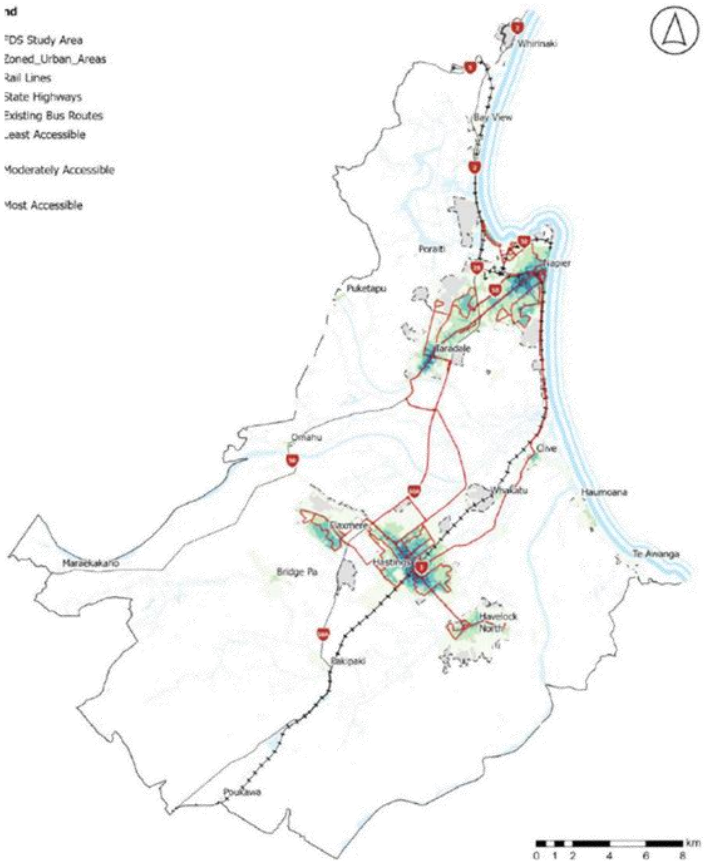


Figure 29: Existing Levels of Accessibility

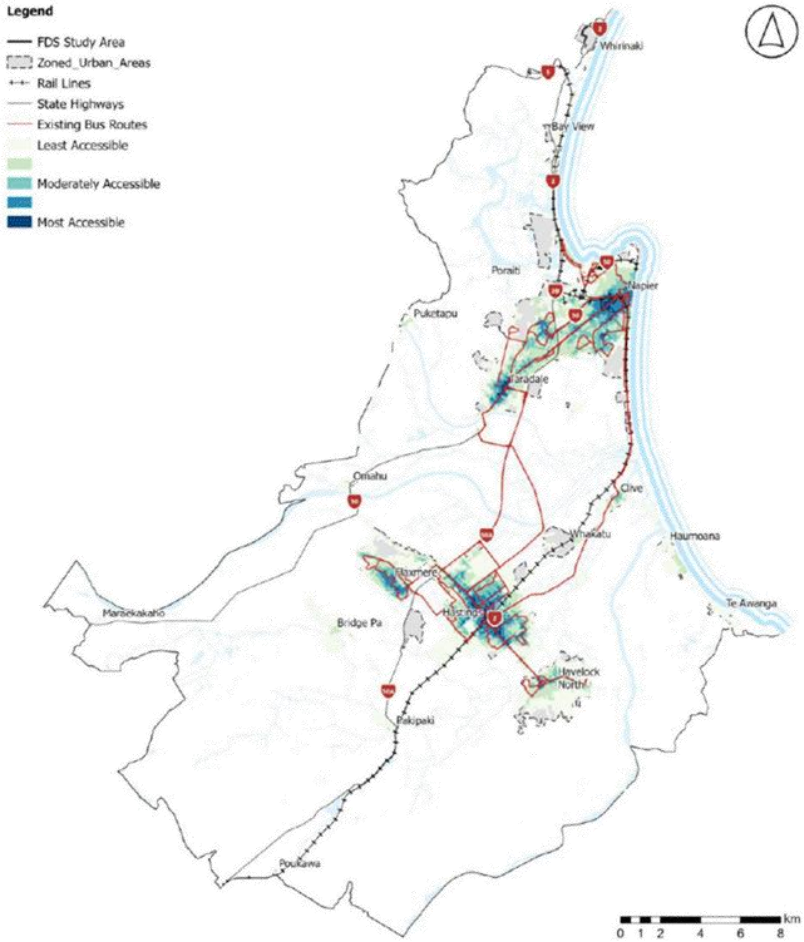


Figure 30: Future Levels of Accessibility

The proposed form and function review will support the FDS and future Regional Spatial Strategy (RSS) by identifying key transport development corridors and nodes, through the application of the ONF, which will form the basis of strategic connections for people and freight. Policies and development scenarios can be tested against both the strategic function of each corridor and node, and physical form that provides an assessment of capacity (both physical and environmental). Transport investments to address deficiencies in form, based on the agreed function, can then be identified and prioritised. The review will be conducted using the One Network Framework (ONF) which is based on both movement and place functions of the transport network.

The Waka Kotahi State Highway Investment Programme (SHIP) 2024-34 states that planned four-laning of the Hawke's Bay Expressway will improve access for people and communities, allow for greater freight movements and support economic growth within the region. The form and function review will be a key piece of work to assess the benefits of a potentially huge investment.

The SHIP also notes that while recovery and rebuild activities are taking place, Waka Kotahi will continue to improve accessibility of the network to all users and modes across the region. The form and function review aims to ensure there is a balanced, integrated and collectively endorsed programme of improvements to achieve local, regional, and national aspirations for the Hawke's Bay's transport system over the coming decades.

Proposed Investment and Benefits

With the FDS being finalised by the end of 2024, the proposed RLTP investment will focus on:

Table 17: Proposed Transport Investment to Support FDS

Investment Area	Proposed Investment
Public transport	An additional $3 - 6 million per annum to enable an improved higher frequency bus network connecting Napier and Hastings urban areas $1.6m over 3 years to enable a commuter express trial from CHB
Active travel	$21.4m in LCLR projects across Napier and Hastings to address key safety and accessibility gaps in the pedestrian and cycle networks
Investment Management	$1.3 million on the form and function review to support the FDS and RSS
Maintaining and operating our roading system	$353 million over the 2024 – 2027 period for local road maintenance across the region

Other priority implementation areas (which support transport investment priority one)

Progressively implement the One Network Framework (ONF) to ensure that routes operate in accordance with their agreed function.

The One Network Framework (ONF) is a tool to help establish transport network function, performance measures, operating gaps and potential interventions for each road and street type. The various ONF categories are set out in Figure 31: Waka Kotahi One Network Framework:

Figure 31: Waka Kotahi One Network Framework

The ONF:

- Recognises that streets not only keep people and goods **moving**, but they are also **places** for people to live, work, and enjoy – as shown in Figure 6.9 below.
- Is designed to contribute to improving road safety and building more vibrant and liveable communities.

- Organises transport links by their place and movement roles into road and street types, in both rural and urban areas.

All planning, business case and activity management work will use the ONF as a means of identifying, assessing and prioritising projects within the key RLTP programmes, including:

- Maintenance and operations;
- Public transport;
- Low Cost Low Risk;
- Significant improvements; and
- Investment management.

Examine opportunities for re-establishing the rail link to Gisborne and to consider alternatives to roading solutions for SH2 to Wairoa with local councils and other stakeholders

Safe, resilient, and low emissions travel between Tairāwhiti and Hawke's Bay is a high priority for local councillors, businesses, and residents. Napier Port is a nationally important strategic asset which is a key node in the North Island, New Zealand, and international supply chains. Eastland Port is a regionally significant facility and makes a substantial contribution to the local economy through moving goods out for export. Gisborne, Wairoa, Napier, Hastings and Central Hawke's Bay (Waipawa and Waipukurau) are urban centres which have strong economic, social and cultural links.

Connections between Hawke's Bay and Tairāwhiti are reliant on one main roading link along the coast – State Highway 2 - which has proven highly vulnerable to severe weather events, the most recent of which was Cyclone Gabrielle in February 2023. Another inland link – Tiniroto Road between Gisborne and Wairoa – has also been severely impacted by Cyclone Gabrielle and a further slip in September 2023, and therefore cannot act as a diversion route if State Highway 2 is closed.

The proposed Tairāwhiti and Hawke's Bay: East Coast Connectivity Programme Business Case (PBC) will develop a short-, medium- and long-term programme of multi-modal resilience interventions on the Tairāwhiti and Hawke's Bay corridor which can be ready for funding, both through future RLTPs and NLTPs, and other sources as and when these become available. Depending on the size of investment, it is possible that further detailed business cases for individual interventions may be required.

Work in partnership with industry and providers to investigate and champion options and opportunities for new and emerging fuels in the region (e.g. hydrogen)

Hawke's Bay is a significant primary producing region with large areas of horticultural, agricultural, viticultural, pastoral, and forestry land spread across 14,139 km2. During peak harvest periods these industries generate a lot of heavy vehicles on the road to move products from the point of production to processing destinations, and then on to market. Coupled with the strong manufacturing base across the region there is a significant freight and heavy vehicle movement component to our regional transport system.

Diesel is the only commercially viable fuel available for trucks, with other options such as electric trucks not currently considered viable. This limited choice inevitably results in increased emissions and inputs including goods needing to be moved around. In a primary producing region, the reality is that the heavy freight industry will grow alongside the growth experienced by other key industries.

Hydrogen fuel and dual fuel – a blend of diesel and liquid hydrogen – presents an opportunity to transition the heavy freight transport industry to a lower emissions alternative over time. An opportunity exists to work with commercial partners, industry, key freight and key export / market

destinations to enable the introduction of new and emerging fuels, such as hydrogen, to Hawke's Bay.

Along with options and opportunities to reduce emissions in the heavy freight industry, this hydrogen fuelling network presents opportunities for decarbonisation of the public transport fleet and agricultural machinery. Further, there is a significant resilience element to the introduction of hydrogen as a fuel source in that it is, generally, produced on site meaning little or no need to move the fuel and it is readily available and produced locally. As a region, Hawke's Bay has an opportunity to lead the market by enabling Green Hydrogen production within the region, focused primarily on the heavy vehicle fleet. This action will be carried out as part of a regional Green Hydrogen working group.

Identify, examine, and collaboratively develop transport system projects to enhance regional resilience across strategically important assets.

This RLTP articulates the work required across our state highway and local roading network, particularly within a recovery and resilience context. The investments required to rebuild the roading network and enhance its' resilience are significant. However, as a region we must consider all elements of the transport system across all modes, including sea and air. Napier Port provided vital sea and port access for supply ships, proving a primary logistics access point during the immediate response. The new Te Whiti wharf at Napier port proved a timely investment, increasing access, capacity, and capability at a key regional strategic asset.

Regionally, there is a need to continually examine opportunities to enhance the resilience and functionality of Napier Airport as the region recovers and grows. However, the Cyclone did highlight that, with only one route into and out of the airport, access for emergency services, civil defence personnel, and other users is at risk should it be closed. To mitigate this risk, and to enhance the airport for future growth, a second access opportunity has been identified north of the current Watchman Road access point. This initiative would provide easy access from the North, as well as providing long term resilience. The initiative is set out in further detail in the 'projects for future consideration' section of this RLTP.

As Hawke's Bay moves forward with the recovery and rebuild works into the future it is necessary we continually scan the entirety of our regional transport system to ensure it is as resilient as possible, and identify areas of enhancement – particularly those that will have clear and enduring co-benefits.

8.2 Transport Priority 2: Healthy and Safe People

TRANSPORT PRIORITY 2: Healthy and Safe People Genuine and safe transport alternatives / choice across routes and modes to sustain the health and wellbeing of communities.	
PROBLEM	Existing transport networks and land use development have resulted in communities with limited transport choice leading to undesirable health, environmental and socio-economic outcomes. Road transport is one of the only sectors recording an increase in greenhouse gas emissions. Investing in public transport networks with supporting active transport systems will provide our communities with genuine transport choices, where it is fit for purpose. 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.
INVESTMENT CASE	• The increasing 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. • Historically public transport has had reliability challenges, leading to increased car use and consistently falling patronage. • The over-dependence on car travel contributes to low rates of physical activity. • Rural communities and those outside the main urban areas have limited transport choice as public transport networks do not service them and active transport options can be limited.
SUMMARY OF EVIDENCE	• The region experiences relatively low levels of congestion, making it relatively easy and convenient 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 service. • Total number of bus passenger boardings per year has significantly declined from 879,923 in 2012/13 to 420,159 in 2022/23. • Public transport service reliability has suffered from driver shortages and ongoing challenges, which has meant providing a lower level of service than ideal. • Residents in Central Hawke's Bay and Wairoa have no access to regular scheduled public transport. • The 2022 Communities at Risk Register places Napier as one of the highest risk locations for cyclists. • Cycling infrastructure in the region largely targets recreational journeys, with very few high-quality commuter routes. • Cycling infrastructure development across the region is ongoing in the main urban areas. The HB Trails network helps to connect outlying and rural communities, but these parts of the network are largely for recreational purposes. Some active transport commuter routes have been developed through the Urban Cycleways programme, but increased safety infrastructure investment is required to make them a genuine alternative. An audit of facilities has also revealed significant maintenance challenges, and that was before subsequent damage caused by Cyclone Gabrielle. • More recent subdivision developments feature low density housing and currently 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 who 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 and economy. • Wairoa District is 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.
KEY PERFORMANCE INDICATIORS	Headline: Percentage of people travelling to work and education by public transport and active travel modes (via Census data). Others: • Transport Greenhouse Gas (GHG) emissions in Napier / Hastings urban areas. • Improved accessibility to key services by each mode of transport. • Mode share of all trip legs by walking, cycling and public transport (census data when available)

	• Change in the Level of Service (LOS) for pedestrians using the footpath network. • Number of public and active travel trips from new residential development. • Number of public and active travel trips from new employment development.
Fit with GPS Priorities	**Economic Growth and Productivity:** A resilient transport network is one which has travel choice built into it, rather than reliance on just one "monoculture" mode. In the event of travel disruption through incidents or severe weather, resilient communities can still function if they have good public and active travel links to work, education and essential services. Genuine and efficient travel choice means that key roads and corridors can be easily decongested for freight and the movement of other economic activities. It also enables emergency services to be more responsive. Delays to freight movements through traffic congestion can be reduced, if more people travel by non-single occupancy car modes for shorter journeys. Designation of freight corridors can also enable road space on other routes to be given over to public transport and active travel modes, in the form of bus lanes, footpaths and cycleways. **Increased Maintenance and Resilience:** Providing greater transport choice through public transport and active travel both contributes to, and is reliant on, good quality transport network assets such as bus shelters, footpaths and cycleways. Making better use of existing transport routes is supported if more people travel by non-single occupancy car modes for shorter journeys. **Safety**: If transport networks are made safer for active travel, there is a potentially significant safety benefit resulting from fewer private motor vehicles on the roads, especially on routes to / from school. Statistically, very few people are killed or seriously injured by pedestrians and cyclists; the risk comes from motor vehicles. **Value for Money:** By having genuine travel choice, commuters and other users can travel for minimal sums, or even free. This reduced the loading and congestion on the roading network. Ultimately, this results in lower maintenance costs and more efficient movement of freight.
KEY INVESTMENT PARTNERS	Local Councils Waka Kotahi Hawke's Bay District Health Board
MEASURE	Use of private vehicles to work and education. Use of Public transport. Use of cycleways and walkways. 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
LONG TERM RESULTS	Increase in use of active and public transport modes. 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
DATA SOURCE	Centralised data Bus patronage Cycleway counters Spatial data from local councils, Waka Kotahi, Statistics NZ, Ministry of Transport and bus route information Census

Priority Investment Area 2a: Develop existing and planned routes into active travel networks that provide direct convenient connectivity for work, school, shopping, personal business, and leisure.

Strategic Case for Change

Arataki, the Waka Kotahi 30-year view for Hawke's Bay, includes a priority action to rapidly accelerate the delivery of walking and cycling networks, predominantly through reshaping existing streets, to make these options safe and attractive.

The urban areas of Napier, Hastings, Wairoa, Waipukurau and Waipawa all present significant opportunities for shorter distance trips by active modes, creating transport choice – as they are mostly flat and relatively compact, with a range of trip attractors spread across the various settlements.

Current activities and opportunities are summarised in the following table:

Table 18: Active Travel Activities and Opportunities

AREA	ACTIVITIES AND OPPORTUNITIES
Wairoa District	The Waka Kotahi State Highway Investment Proposal (SHIP) 2024/34 aims to support Wairoa District Council in investigating quick wins to reduce town severance and improve accessibility across SH2, especially for those working and going to school within the town.
Napier City	Building on local experience and lessons learnt since 2010, the Hastings iWay programme has now been extended across Napier, developing a strong commuter cycling route between Napier and Hastings. Napier has a unique opportunity to create a largely off-road cycle network using drainage reserves that would transform cycling in the city. Napier's investment programme was delivered using investment from the Urban Cycleways Fund. Hastings further developed its existing network through resolving connectivity and safety issues using the Urban Cycleways Fund.
Hastings District	The iWay Hastings project provided 18km of on and off-road cycling routes, providing a connection between Napier and Hastings and links between residential areas, schools and employment areas, including a connection between north-eastern Hastings with the industrial area of Whakatū. The project also connected Havelock North to State Highway 2 heading north, and south to Te Mata Park.
Central Hawke's Bay District	There is one recreational cycle and pedestrian trail between Waipawa and Waipukurau - however this is prone to flooding in certain sections. Another shared path has just been completed between these two townships as an alternative option. There are other recreational trails such as the Gum Tree Farm and Ranui Farm Park designed for mountain bikers. An active cycling group is working with the Hawke's Bay Rotary Pathways Trust to plan and create recreational style trails in various parts of the district, some of which were seriously damaged in Cyclone Gabrielle. Council has been successful in a Streets for People funding application which will increase safety in the Waipawa township and provide better connectivity between the two halves of the community which is separated by SH2. An integrated spatial plan for each of the communities and the district. This plan has brought to light areas of concern that will require investigation as to their impact on safety, resilience and access for our communities with the intent to include any projects identified in our future Low Cost Low Risk (LCLR) Improvement Programme.

Hawke's Bay had successfully secured Transport Choices funding for a range of projects across our region. These projects were focused on creating genuine choice for residents, making safer neighbourhoods, and creating fit for purpose infrastructure. The funding environment for these initiatives has changed. The projects are reflected in the 'projects on the horizon' section of this RLTP.

Proposed Investment and Benefits

Waka Kotahi State Highway Investment Proposal (SHIP) 2024/34 identifies two major investments that will create and enable transport choice:

- SH2 Wairoa river - cycle connection (long term implementation after 2030); and
- SH2 Waipawa Bridge Shared Path (implementation 2027-30).

There is an extensive programme of Low-Cost Low Risk (LCLR) improvements proposed within Napier that will enable greater transport choice, enhancing efficiency and decongesting corridors:

Table 19: Active Travel Low-Cost Low Risk Projects in Napier

PROJECT	SUMMARY DESCRIPTION AND BENEFITS
Ossian Street active transport Improvements	Improved cycling facilities and traffic calming to enhance active modes in Ahuriri village.
Westshore Active Transport and Safety Improvements	Improved cycling facilities and traffic calming to enhance active modes in Westshore
Latham Street	Improved walking and cycling improvements with separated cycle facilities
Disability strategy implementation	Improvements to footpaths for the disabled community
Carlyle Street stage 2	Implementation of stage 2 following Streets for People project
Cathedral Lane	One way street to improve active travel safety along the road
Symons Lane	One way street to improve active travel safety along the road
Emerson Street improvements	Walking and cycling improvements along with streetscape enhancements
Marewa shops safety improvements	Separation of cycle facilities from car park area
Gill Road upgrade	Provision of shared walking / cycling facilities
Ferguson Street upgrade	Provision of shared walking / cycling facilities
West Place upgrade	Provision of shared walking / cycling facilities
Footpath widening	Provision of shared walking / cycling facilities
Meeanee Quay / Watchman roundabout across railway	Meeanee Quay / Watchman roundabout across railway
Neeve Road shared path	Provision of shared walking / cycling facilities
Nelson Quay cycle path widening	Nelson Quay cycle path widening
Missing sections end of Prebensen across railway	Missing sections end of Prebensen across railway
Big Save crossing from new path to Pandora facilities	Big Save crossing from new path to Pandora facilities
Nelson Crescent / Hall Street CBD route to Raffles	Nelson Crescent / Hall Street CBD route to Raffles
Lee Road / Meannee Road intersection improvements	Lee Road / Meannee Road intersection improvements

PROJECT	SUMMARY DESCRIPTION AND BENEFITS
Battery Road upgrade	Provision of shared walking/cycling facilities
Total	

In Hastings there is a similarly comprehensive set of network proposals designed to provide transport choices:

Table 20: Low Cost Low Risk Projects in Hastings

PROJECT	SUMMARY DESCRIPTION AND BENEFITS
Jellicoe St Pathway - Grove Road to Collinge Road	Construction of new pathway
Wayfinding	Installation of wayfinding signage and markings on the iWay network
Lyndhurst Road Pathway - Nottingly Road to Pakowhai Road	Construction of new pathway
Omahu Road Pathway - Kirkwood Road to SH50	Construction of new pathway
Richmond Road Pathway - Tomoana Road to Pakowhai Road	Construction of new pathway
St Georges Road Pathway - Havelock Road to Southland Drain	Construction of new pathway
Te Ara Kahikatea Pathway - Peanut to Railway	Construction of new pathway
Waimarama Road Pathway - Red Bridge to path end	Construction of new pathway
Kenilworth Road Pathway - Caroline Road to Karamu Road	Construction of new pathway
Cycleway Improvements	Level of service improvements to the existing iWay network
Havelock Roundabout Improvements	Walking and Cycling access and safety improvements to four key urban roundabouts
Walking and cycling safety improvements	Safety improvements across the walking and cycling network
iWay Promotion, Delivery and Development	Promoting cycling through training and events
iWay Monitoring	Monitoring of walking and cycling on the transport network. Includes counts and surveys.
Tauroa Road Pathway	Pathway along Tuaroa Road, includes a boardwalk section
Havelock to Hastings Corridor Cycleway Improvements	Improvements for walking and cycling along this corridor
Taihape Road Pathway - Omahu	Installation of a pathway along Taihape Road
Akina to Mayfair Cycleway	Installation of a cycleway along or closely parallel to Willowpark Road
Collinge Road Pathway - Karamu Road to Jellicoe Street	Installation of a cycleway along Collinge Road
Henderson Road Pathway - Omahu Road to Swansea Road	Installation of a cycleway along Henderson Road
Total	

Priority Investment Area 2b: Implement significantly improved urban public transport network frequency and time coverage to deliver mode shift and reduce vehicle kilometres travelled in Napier-Hastings.

Strategic Case for Change

Current public transport services provided in the main urban centres have suffered declining patronage and limited user confidence over the past few years. The current network is a coverage model made up of long inefficient loop service. This results in long journey times. This, coupled with ongoing operational challenges have presented reliability issues for the service.

In September 2022 the Hawke's Bay Regional Council adopted the 2022 – 2032 Regional Public Transport Plan (RPTP) which proposed a step change in public transport services across the region.

The HBRC vision for public transport contained in the adopted RPTP (2022) is:

"To deliver a public transport network that is safe, accessible, and supports the shift to reduce driving and emissions in Hawke's Bay, while improving the economic, social, and environmental well-being of the people of Hawke's Bay."

The Regional Public Transport Plan (RPTP) promotes three network design objectives:

- A straightforward public transport network that runs all-day, seven days a week, with a hierarchy of routes at consistent levels of service.
- An effective network that connects residential neighbourhoods to key employment, shopping, medical, entertainment, recreational and educational facilities, and other destinations to serve more types of journeys.
- An efficient network that gets good value for money, by supporting the greatest number of journeys from available resources.

The more detailed network operation and service quality objectives are:

- Bus schedules are frequent or run to a regular timetable to minimise waiting time and allow people flexibility for when they travel.
- Bus routes are direct, clear, and legible to be easy to understand and use.
- Services run right across the day to be available for people to use whenever they want to travel.
- Buses are timely and reliable to create an attractive service that users can rely on.

Proposed Investment and Benefits

Up until mid-2025, the immediate priorities for the existing network will be:

- Improve journey time and journey time reliability.
- Investigate options to partner with organisations and businesses to promote commuter bus use through concession fare schemes.
- Evaluate outcomes of on-demand trial in Hastings and identify possible uses within an integrated 2025 network.

The existing bus operating contract finishes mid-2025 and new contracts provide an opportunity to reset and scale up the urban public transport network.

The new network will be a "step change" improvement over the current bus system, designed to make public transport a viable and attractive option for more journeys within the Napier and Hastings urban areas, and lead to sustained growth in patronage. The network will focus on:

- Legible bi-directional routes, replacing the slow and indirect one-way loops of the existing network with two-way routes on more direct alignments.
- Increased all-day service frequency across all routes, with investment targeting connections to major employment, education, retail destinations and essential needs.

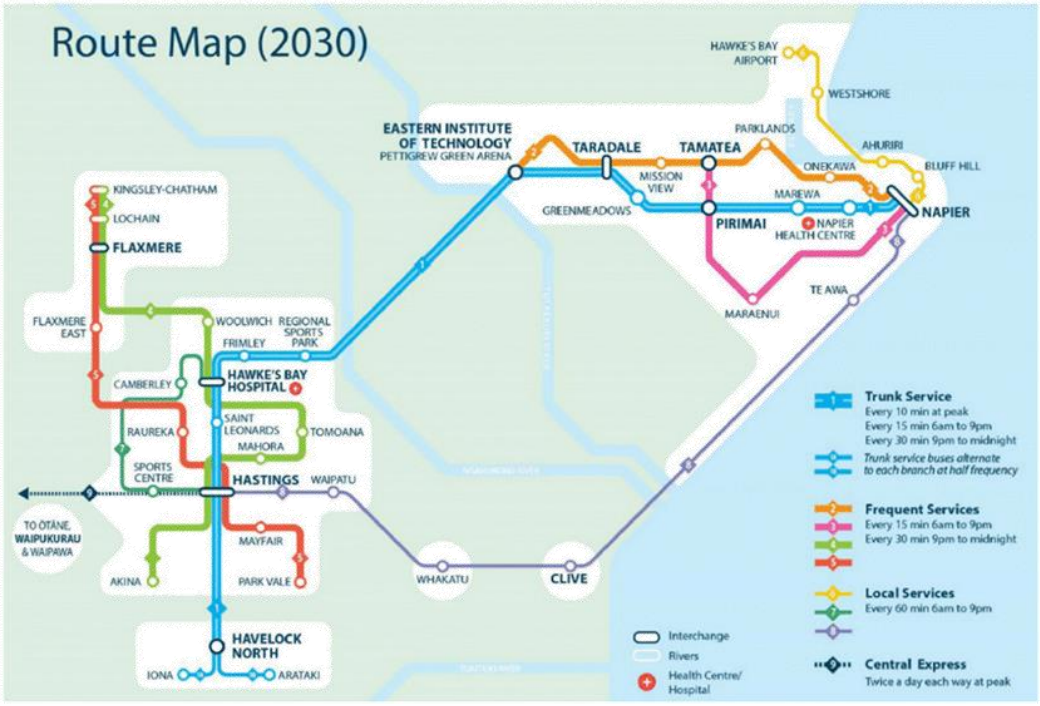


Figure 32: Proposed Network Frequencies and Routes

It is valuable to note that the frequencies quoted on the map are proposed and represent an idea scenario. There is potential this may be achieved in a staged manner.

In terms of customers, the benefits of the proposed new network are:

- People in the main urban areas of Hastings and Napier have access to public transport services for efficient connections to employment, shopping, medical, entertainment, and recreational and educational facilities.
- Services are environmentally responsible and integrated with other transport modes, particularly active modes.
- Higher frequency and more direct routes slash journey times and unlock public transport as a genuine alternative to car travel.

Changes from mid-2025 will increase current spend by between $3 - $6 million per year. Further improvements from 2030 onwards are estimated to require $3.5 million per year on top of the 2025 spend. Much of the additional revenue required will come from fares, commercial opportunities, and government funding.

Proposed investment will be a step change in terms of level of service, in particularly the frequency and span, and is expected to deliver increased patronage. From 2025, there will be an estimated increase in service vehicle kilometres of 40%.

It is possible that the increases in frequency across the network will be introduced in a phased approach. This may happen over a number of years.

Priority Investment Area 2c: Investigate and develop transport options for outlying areas, focussing on community transport services run by local groups and charities.

Strategic Case for Change

The 2022 RPTP notes that Hawke's Bay covers a wide geographical area, and currently has no public transport offering in the more rural centres of Wairoa and Central Hawke's Bay, or other outlying communities such as the Cape Coast.

A strategic response in the RPTP is to investigate and implement innovative ways to provide better transport options in small towns and rural areas.

HBRC would like to further improve access for residents. This will involve looking wider than conventional bus services and exploring options such as community transport services, which are typically operated by a trust or not for profit entity and staffed by volunteers. Community transport can have a range of purposes and function in a range of ways. At its core, Community Transport is there to serve the access needs of local people.

Developing a community transport policy and funding framework would enable HBRC to provide proactive coordination and support for locally-based organisations – such as charitable trusts – to set up and operate services for people to access essential services, including health appointments, shopping, and personal business, and provide enhanced community connection.

Proposed Investment and Benefits

In the short term up to 2025, immediate priorities are:

- Trial a commuter express bus service operating two morning peak services to Hastings from Waipukurau, via Waipawa, and Otane, with two evening return services to Waipukurau from Hastings. Funding to enable this has been included in low cost low risk investment bids. It is anticipated the trial will cost approximately $1.6m over three years.
- Identify existing initiatives and support the establishment of a Trust to run Community Transport services in Wairoa.

The Regional Public Transport Plan (RPTP) states that HBRC will provide support for community transport services where there:

- Is a demonstrated need for a transport service in communities outside the urban areas of Hastings and Napier, i.e. Wairoa, Central Hawke's Bay, and Cape Coast.
- Is willingness by members of the community to set up, operate and maintain a trust or similar structure to oversee governance of the service, and for people to volunteer to be drivers.
- Is sufficient funding available to support the establishment and administration of the trust and the purchase of vehicle(s)
- Establishment of the trust has the support of the relevant territorial authority.

Support for community transport services will be assessed on a case-by-case basis and may include:

- Council staff assistance to establish a Trust or service in a new area where a request is received from the relevant local authority, community board or residents' group.
- Provision of supporting technology to help make community transport services easier to manage and more accessible for users, subject to availability of funding.
- Ensuring the core purpose of the service remains to connect the outlying community with the main public transport network.

Investment to support and enable this step change flows through business-as-usual funding sources. It is anticipated the new 2025 network will require an increased annual operational spend (additional to current funding) of $3 – 6 million per year.

Priority Investment Area 2d: Deliver travel demand management and behaviour change programmes which work with people and organisations to assess reasons for their current transport habits and provide attractive alternatives.

Strategic Case for Change

Travel Demand Management (TDM) is a broad description of interventions and tools which incentivise people to change their mode of transport, including:

- Travel planning within workplaces, schools, and communities; and
- Education, publicity, and marketing of alternatives to the private car.

TDM supports both urban form and providing alternatives to private car travel, by providing a series of "nudges" or stronger signals which change thinking, perceptions, choices, and behaviours around how people travel. This can include proposals for car parking and congestion charging to manage demand at peak times.

Travel planning describes a package of practical measures to better use the transport system we have. Depending on the location and circumstances, both workplace and school travel plans can combine a mix of:

- Travel surveys to understand reasons for current travel behaviour, and barriers to changing modes;
- Physical infrastructure improvements on active travel routes, including dedicated routes and road crossings;
- Cycle parking and shower facilities at the destination;
- Improvements to public or shared transport services, including car-pooling;
- Flexible working arrangements; and

To get the biggest impact, it is essential to target public transport / active travel marketing and publicity. This means understanding:

- Who are the people that can be persuaded to take up or increase their use of buses, walking and / or cycling?
- How confident are these people in using alternative modes of travel?
- Where do these people live, and what are their current travel options?
- How can those options be better promoted, and improved over time?
- What are the purposes of journeys, and people's needs?
- What and where are the key destinations these people want to reach?

Answering these questions allows a tailored programme to be developed, providing specific infrastructure, training, equipment, and information that a target market needs to take up walking and / or cycling. This also means that programmes can be targeted to specific hubs such as workplaces, schools, local communities, or shopping malls.

Proposed Investment and Benefits

Across a range of different existing programmes Councils will be undertaking supporting investment in travel demand management activity which will encourage people to use the new / improved infrastructure facilities being provided. This work will support existing highly successful brands, such as the i-Way active travel network in Hastings.

Road Safe Hawke's Bay already undertake extensive community engagement work which supports travel demand management, especially where safe active travel is promoted through education and training.

Similarly, HBRC will be undertaking significant marketing and publicity activity as part of the new bus network when it is introduced in mid-2025.

Priority Investment Area 2e: Transition to decarbonise the public transport

Strategic Case for Change

Ministry of Transport (MOT) has issued a mandate that from 2025 all new local public transport bus purchases must be zero emission. From 2035, there is a target for decarbonisation of the whole national fleet (estimated to be between 3,500 and 4,000 vehicles). Decarbonisation is part of a much wider strategy – outlined in the national Emissions Reduction Plan (ERP) and the MOT work programme – to encourage many more people to switch from private car to public transport.

The MOT Bus Decarbonisation Options Report has short listed four decarbonisation technologies:

- Battery Electric Buses (BEBs): charged from mains electricity and then are powered by in-vehicle batteries.
- Hydrogen Fuel Cell Buses (HFCBs): fuelled by gaseous hydrogen which powers an in-vehicle fuel cell and batteries.
- Renewable Diesel Buses (RDBs): fuelled by diesel that is produced from plant biomass and some animal waste, which then directly powers the bus.
- Bio-methane Buses (BMBs): fuelled by compressed natural gas produced by anaerobic digestion of waste agricultural crops, which then directly powers the bus.

Whilst all four options deliver lower GHG emissions compared with conventional petroleum diesel buses, only the first two will meet the 2025 Government mandate. The latter two options can contribute to a reduction in GHG emissions up to 2035, by lessening the need for conventional fossil-based fuel. By 2035, all conventional diesel buses will need to be withdrawn from service on Regional Council urban and school contracts.

In the RPTP, there is a policy to investigate rollout of zero-tailpipe emissions buses earlier than required by government policy. With the new Hawke's Bay bus contract due in mid-2025, there is a key decision point - either for immediate adoption of zero emission buses or progression of a transition plan for a future date before 2035.

Proposed Investment and Benefits

If well-used even diesel buses can significantly reduce greenhouse gas emissions compared with private cars because they are able to move many more people per unit of fuel used. Zero emission buses can add further emission savings, especially if the power source is from sustainable (non-fossil fuel) sources.

There currently exists a significant barrier to entry for zero emission buses due to comparatively high capital cost required for new infrastructure and potential power requirements exceeding available capacity (thereby requiring expensive upgrades). The advantage of battery electric buses is that they are significantly cheaper to run and maintain, and so over time the additional capital costs can be clawed back.

Introduction of new technology involves a different set of stakeholders, such as electric utilities and battery manufacturer companies, and stronger collaboration between local government, Waka Kotahi and Ministry of Transport (MOT).

To be successful, decarbonised buses must be planned and delivered as a coherent system that embraces vehicles, infrastructure, operations, staff, customers and financial sustainability. For example, electricity providers need to be brought in early into discussions to understand and manage costs.

Other priority implementation areas (to support Transport Priority 2)

Spatial planning integrated with transport planning to minimise the demand for travel.

Integration of spatial and transport planning involves locating new development, especially higher density housing, in corridors / areas which are already well-served by active travel and public transport (or which could be with, extensions to existing networks). The aim is to provide convenient and credible alternatives to private car travel so that people do not feel they have any other choice but to use their vehicle.

The National Policy Statement on Urban Development (NPS-UD) says that "well-functioning urban environments" are ones that have good accessibility for all - between where people live, work, play, access community services, natural places and open spaces; this must include walking, cycling and public transport.

The FDS study area map shows that potential areas of development in the Napier and Hastings urban areas which would strongly support investment proposals outlined in this RLTP for improvements to enable genuine transport choice.

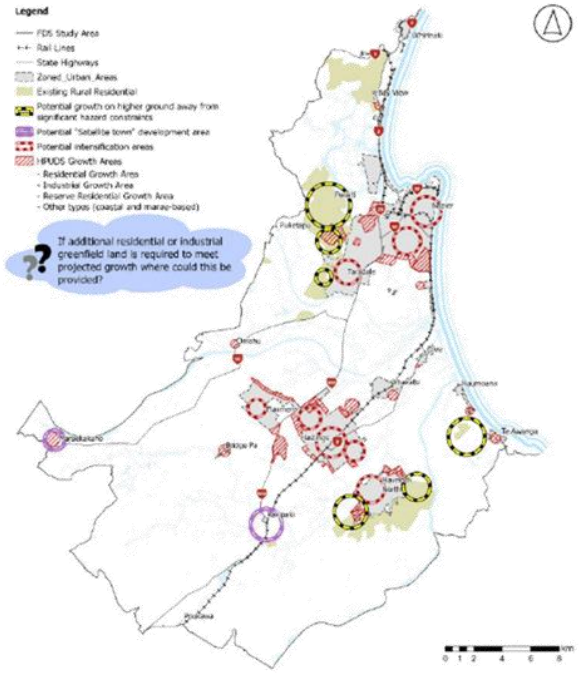


Figure 33: FDS Study Area Map

Support and encourage increased use of low emission vehicles.

Both cars and trucks will remain a significant part of travel demand, for journeys where there is no realistic alternative. The national Emissions Reduction Plan (ERP) sets a very ambitious target to increase zero-emissions vehicles to 30% of the light fleet by 2035 (it is currently just over 2%).

The Ministry of Transport (MOT) Transport Decarbonisation Action Plan states that sleet transition will only take place at the scale required if there is widespread access to an affordable, reliable, secure, and safe charging network. There are currently fast / rapid direct current (DC) charging stations at least every 75km across over 96% of the state highway network.

A regional approach to the planning and implementation of electric vehicle charging infrastructure, including partnering with the commercial sector, could play an important role in both meeting demand for EV uptake and stimulating it, by giving consumers confidence that they can quickly and conveniently charge their vehicle. This regional approach could include:

- Identifying and mapping potential EV charging locations on the public highway and council-owned property;
- Working with local businesses and community groups to investigate potential to host EV charging points;
- Public sector organisations rapidly converting their own fleets to EV, where it is practical to do so;
- Providing a, advisory and funding framework which can be used by organisations wishing to install EV chargers; and
- Participating in regional and national EV charging initiatives.
- Advocate for, and support use of, rail and coastal shipping for freight.

One of the lessons learned from the recent severe weather events is that reliance on a single mode of travel (road) for freight movements does not support transport system resilience. The rail network already provides an alternative option for some types of freight, and following Cyclone Gabrielle the government funded a three-month sea freight service between the ports of Gisborne and Napier, so that producers could get their products to processing facilities and ultimately market.

HBRC has been working closely with Gisborne District Council to better understand the potential for developing rail and sea freight services between the two regions. Connections between Tairāwhiti and Hawke's Bay are reliant on one main roading link along the coast – State Highway 2 - which has proven highly vulnerable to severe weather events. The parallel rail line from Wairoa to Gisborne was mothballed after severe weather damage in 2012.

The Gisborne Rail Reinstatement Update Assessment Report (May 2022) concluded that:

- The reinstatement of the line to Gisborne, including upgrades to the Napier - Wairoa section, could be achieved in 18 months for between $73 million and $80 million;
- There could be up to 150,000 tonnes of projected rail freight by 2025 expected to rise of over 210,000 tonnes by 2030;
- Estimated projected gross revenue in 2025 for the rail service including rail operator and intermodal road transport to and from rail for customers (including port fees) is $15 million or more;
- Rail could provide sufficient combined transport logistics infrastructure required to process 1m tonnes of logs per year into over 450,000 m3 of export product;
- GHG emissions rail net savings of 2,550 to 3,650 tonnes per year based on current KiwiRail locomotives; and
- Rail benefits from reducing growth in trucks on the main state highway making these roads safer, thereby contributing to "Road to Zero" strategy.

Both councils aim to collaborate with Waka Kotahi NZ Transport Agency and KiwiRail on an East Coast Connectivity Programme Business Case (PBC) which will:

- Assess the options for future resilient transport routes, determine required levels of service, and outline future maintenance / operational requirements which give confidence to residents and businesses.
- Define and investigate resilience in its widest sense, both in terms of multi-modal options and wider solutions such as working in harmony with natural water management systems.
- Understand the potential for greenhouse gas emission reduction, both through more efficient use of road freight capacity and ability to move greater volumes of freight and numbers of people by alternative modes.
- Assess the direct and wider safety issues and impacts associated with different model options and reduce total reliance on the roading system which does not have a good crash record.
- Clearly set out the benefits of urban and regional development which can be derived from improving multi-modal transport links, in terms of freight supply chain, enabling development and forging even closer economic links between the two regions.
- Clearly define what this term means for the two regions, and how it can be delivered on the ground through a value for money investment programme.

Continue to investigate and advocate for inter – regional and commuter rail options

Passenger rail services ceased operations in Hawke's Bay in 2001 as the result of increasing costs and falling demand. The existing rail line is functional and supports regular freight train movements on a single line (with passing loops) following the reinstatement after Cyclone Gabrielle.

Hawke's Bay has experienced sustained population growth since the cessation of passenger rail services in 2001, with the trend forecast to continue. A large proportion of the Central Hawke's Bay Community commute between their home and Hastings or Napier daily for work, resulting in significant loading on both the local road network and the key lifeline link of State highway 2. The Regional Public Transport Plan (2022) identifies the trial of commuter bus service between Central Hawke's Bay and Hastings as an initiative that could be progressed ahead of the planned implementation of the new network in 2025. The potential for passenger rail services into and within Hawke's Bay is evident given the historic services and the location of the line in proximity to the main townships and urban areas.

The 2023 Parliamentary Inquiry into the future of inter-regional passenger rail in New Zealand identified the Napier to Wellington route requiring further detailed investigation and stated that the route may have potential for inter-regional services. The Inquiry also highlighted that substantial investment would be required to support inter-regional services. The Inquiry provides a positive signal for the region and is something that should be investigated further with key partners and stakeholders.

8.3 Transport priority 3: Safe transportation

TRANSPORT PRIORITY 3: Safe Transportation **A safe transport system for people and communities**	
PROBLEM	Improve safety for all road users – both individual modes and urban / rural areas – through a mutually supporting package of road infrastructure, speed management, education and traffic enforcement activities which target the root causes of crashes and enable a more forgiving road environment, taking an all of system approach.
INVESTMENT CASE	Despite an overall improvement in road safety 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. Waka Kotahi data puts the social cost of Deaths and Serious Injuries on Hawke's Bay roads at $344m in 2022. While many of the region's high-risk crash sites are now much safer through previous investment, there is further improvement needed, with some sections of network unforgiving of error and speed limits inappropriate for the road conditions. Poor driver skills and behaviour continue to be major factors in many crashes. An ageing vehicle fleet lacks many of the safety features necessary to protect occupants when mistakes are made.
SUMMARY OF EVIDENCE	• 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 have been 12 crashes on SH5, resulting in six fatalities and 13 serious injuries. • 43% of road length and 33% of Vehicle Kilometers Travelled (VKT) are on two-star highways which have deficiencies such as poor alignment, poor roadside conditions and median protection, and poorly designed intersections at regular intervals.

	• The vehicle fleet in the Hawke's Bay region is older than the NZ average and is ageing still further. • Wairoa District has the highest combined personal and collective road safety risk of any area of New Zealand and is more than one standard deviation higher than the average for six DSI categories: (1) rural loss of control / head on; (2) urban intersections; (3) speed / too fast; (4) young drivers; (5) motor cyclists; and (6) not wearing a seat belt. • Napier and Hastings Districts have injury risk more than one standard deviation from the average for cyclists. • Central Hawkes' Bay District has injury risk more than one standard deviation from the average for pedestrians. • Poor driver behaviour is over-represented in death and serious injury crashes in the region when compared to the national average.
KEY PERFORMANCE INDICATIORS	Headline: Reduction in total number of Deaths and Serious Injuries (DSIs). Others: • Number of drivers who are fully licensed. • Number of DSI where alcohol and / or drugs is a contributing factor. • Number of DSI where fatigue is a contributing factor. • Number of DSI where failure to wear a seat belt is a contributing factor. • Number of DSI involving younger drivers. • Number of DSI involving motorcyclists. • Number of DSI involving cyclists. •
Fit with GPS Priorities	**Safety:** There is a direct contribution through reduction in DSIs, which continue to be at levels which cause immense human suffering as well as significant economic disbenefits. **Increased Maintenance and Resilience:** good asset management and maintenance make an important contribution to road safety through surfaces which are skid resistant and roading infrastructure that is fit for its' intended form and function. Similarly, the maintenance of footpaths, on-road cycle lanes and cycleways is crucial for improving safety for active modes. **Value for Money:** Improving safety for active modes will encourage more walking and cycling for short distance travel and a transition to more modern fuel efficient / low emissions vehicles with higher safety ratings. **Economic Growth and Productivity:** Reducing levels of disruption and improving journey time reliability because of vehicle crashes. It also improves accessibility to jobs, education, and services through improving safe travel, especially for active modes.
KEY INVESTMENT PARTNERS	Waka Kotahi Local Councils Te Whatu Ora Hawke's Bay New Zealand Police Matariki 2.4D stakeholders
MEASURE	Reduce Deaths and serious injuries
LONG TERM RESULTS	At least 40% reduction in deaths and serious injuries by 2031 (Baseline is 122 DSIs in 2018, and target is no more than 73 in 2031)

DATA SOURCE	Waka Kotahi Crash Analysis System

Priority Investment Area 3a: Support active travel networks by providing safer infrastructure at intersections and crossing points so that people are given the confidence to travel and protected from harm.

Strategic Case for Change

Infrastructure improvements aim to ensure that all road users have sufficient space and, where this space is shared, the road layouts are easy to understand, and all people are visible to each other. When people make mistakes, infrastructure should aim to minimise the consequences of any injuries so that deaths and serious injuries are avoided.

In urban areas, infrastructure aims to ensure that people are safe to use active travel modes for shorter distance trips to work, school, shops and leisure. This includes reducing vehicle speeds to levels which significantly reduce the likelihood of a death or serious injury. In rural areas, where vehicle speeds are higher, infrastructure aims to keep people safe through well-maintained road surfaces and design of modern layouts.

Despite significant off-road active travel infrastructure improvements in Napier and Hastings, both council areas perform poorly when it comes to individual and collective safety risks. For cyclists, in the 2022 Communities at Risk Register, Napier has the highest risk in all New Zealand, and Hastings is sixth highest. For pedestrians, both Wairoa and Central Hawke's Bay are the top ten highest risk areas in New Zealand. Napier is 14th and Hastings 31st.

Table 21: Summary of Active Travel Road Safety Risk

Road User	Council Area	Individual Risk (DSI / million hours)	Collective Risk (5-year average DSI)	National Risk Ranking (out of 71)
Cyclist	Napier	23	4	1st (highest)
	Hastings	15	4	5th highest
	Wairoa	0	0	70th (2nd lowest)
	Central Hawke's Bay	0	0	65th (7th lowest)
Pedestrian	Napier	4	4	14th highest
	Hastings	3	4	23rd highest
	Wairoa	5	1	3rd highest
	Central Hawke's Bay	4	1	9th highest

All councils in Hawke's Bay have been proactive in obtaining Transport Choices funding, and this RLTP identifies significant programmes of active travel infrastructure improvements through Low Cost Low Risk (LCLR) investment.

Proposed Investment and Benefits

Proposed road infrastructure improvements include:

- Smoother road surfaces which are safer for cyclists and motorcyclists and have better skid resistance for all motor vehicles.

- Pathways and walkways which are well-maintained and sufficiently wide, so that they are safe and accessible for pedestrians, and especially for disabled people.
- Road Intersection improvements which reduce conflict between different road users and improve key attributes such as visibility.
- Road crossing points which are safe and fully accessible for active travel users.
- Re-allocation of road space for active travel users in urban areas, and localised widening to reduce run-off road crashes in total areas.
- Provision of median and roadside crash barriers in rural areas to prevent head-on and run-off crashes.
- Clear signage which alerts road users to risks.

It is important to note that many of the above activities and enhancement can be delivered through business-as-usual activities such as maintenance, operations, and renewals programmes as well as enhancements via low cost low risk investments. Table 22 summarises the key Low Cost Low Risk safety projects:

Table 22: Proposed Low Cost Low Risk Safety Projects

Council Area	Project	Summary Description and Benefits
Napier	City-wide intersection improvements	Installation of intersection splitter islands
	Local Area Speed Reduction Programme	Area wide traffic calming in various suburbs in Napier
	Meeanee Road / Guppy Road	Intersection safety improvements
	Network Wide	Speed Management Plan
Hastings	Associated Safety Improvements - Waimarama Road	Safety improvements that are prudent to be carried out in conjunction with pavement rehabilitation.
	Associated Safety Improvements - Simla Avenue (Including Greenwood Intersection)	Safety improvements that are prudent to be carried out in conjunction with pavement rehabilitation.
	Associated Safety Improvements - Kahuranaki Road	Safety improvements that are prudent to be carried out in conjunction with pavement rehabilitation.
Wairoa	Traffic calming and speed management at four locations	Reduction in speed limits at priority locations
	Five rural priority intersection minor upgrades	Tackles safety issues at high-risk intersections
	Putere Road, shoulder widening	High risk location for forestry vehicle rollovers
	Lucknow Street and Lahore Street intersection	Investigations design and consultation for new roundabout and pedestrian facilities

Council Area	Project	Summary Description and Benefits
	Rural road safety	Implementing outcomes of safety audit project
Central Hawke's Bay	Mid-block pedestrian crossings at four locations	Enables safer road crossings for pedestrians
	Five rural priority intersection minor upgrades	Tackles safety issues at high-risk intersections
	Corner of Bogle Bros and Ruataniwha Street	Upgrades to urban intersections to improve safety for all modes
	Corner of Wellington Road and Tavistock Road	Upgrades to urban intersections to improve safety for all modes
	Ruataniwha Street and SH2	Upgrades to urban intersections to improve safety for all modes

Priority Investment Area 3b: Improve provision and maintenance of safe road and roadside infrastructure so that all users have sufficient space and that networks improve key attributes such as visibility and skid resistance.

Strategic Case for Change

In rural areas and on higher speed urban roads, when a vehicle loses control and deviates off the highway, side barriers aim to prevent catastrophic consequences of hitting roadside infrastructure (such as power / telegraph poles) or traversing down embankments into water or solid rock. On roads where there is high risk of head-on collisions between vehicles, barriers in the median aim to prevent this occurrence. Currently only 20% of Hawke's Bay roads have what KiwiRAP describes as "forgiving and safe roadside conditions".

For rural loss of control and head on collision crashes, the 2022 Communities at Risk Register reveals that Wairoa District has the highest individual and collective risk in the whole of New Zealand. Out of 71 councils, Hastings District is ranked 28th highest risk and Central Hawke's Bay 35th. As a primarily urban council, Napier has a much lower risk for this type of crash.

Proposed Investment and Benefits

Proposed improvements to roadside barriers include:

- Increasing safety through the installation and renewal of barriers on the State Highway network, which carry the highest volumes of traffic.
- In the next three years this involves completing larger median barrier projects:
  - SH5 Napier to Taupō.
  - SH51 Napier to Hastings.
  - SH2 Wairoa to Bay View.
  - SH2 Pakipaki to Napier
- 16 roadside barrier projects in Hastings District with a total value of $25 million.
- $0.74 million for roadside barriers are high risk intersections in Central Hawke's Bay.

Priority Investment Area 3c: Implement road safety education and training programme to tackle a range of poor travel behaviours that are currently resulting in high levels of personal risk.

Strategic Case for Change

RoadSafe Hawke's Bay is a business unit of the Hawke's Bay Regional Council, whose role is to advocate for and deliver a safer transport system through education, raising awareness, messaging, and delivering interventions around -high-risk behaviours or areas.

Road Safety Plans are prepared in collaboration with key stakeholders and funding partners and include education and other programmes around speed, driver licensing, young drivers, restraints, and fatigue that are targeted to high-risk activities and communities. In 2023 RoadSafe Hawke's Bay undertook the development of a new strategic direction and framework, shifting the way education, messaging, and interventions are delivered. The new strategy sees a 'by the community, for the community, within the community' approach, where appropriate and applicable. This will be supported and enabled by an ongoing community capability build, supported by strong messaging and backed by centralised best practice resources.

Supporting the new strategic direction and framework, RoadSafe Hawke's Bay undertook a full rebrand process including the visual identity and tone of voice focused on conversation and selling the desired behaviour.

As part of each National Land Transport Plan period, RoadSafe Hawke's Bay develops an activity list addressing key regional risk factors for the following three-year period. The proposed investments and benefits below set out some of the key proposed activities to target risk across our region for the 2024 – 2027 period.

Proposed Investment and Benefits

The proposed 2024/27 Road Safety Plan contains the following activities, along with a targeted array of others, which address various risk areas evident in both crash data and community risk insights. The table below sets out a selection of activities and interventions planned for the next 3 years:

Table 23: RoadSafe Hawke's Bay Action Plan

RISK AREA AND EVIDENCE BASE	ACTIVITY DESCRIPTION
Driving under the influence of alcohol was a contributing factor in 1.7 DSIs per 100,000 people in 2021, versus 11 DSIs per 100,000 people in 2022. Young drivers involved moved from 18.7 DSIs per 100,000 people up to 30.1 DSIs per 100,000 people over the same period. During the 2022 calendar year there were 55 DSI incidents on Hawke's Bay Road involving young people (16 – 24 years)	• HB Youth Road Safety Expo: Primarily targeting Year 11 Students across all Hawke's Bay secondary schools who are at the beginning of their driving journey. The expo primarily focuses on safety, road user responsibility, alcohol, and all other high risk road safety issues such as restraints, impairment, and fatigue. • A key outcome of the expo is that students leave with a greater understand of their role in the transport system and enhanced / improved positive road user behaviours.

RISK AREA AND EVIDENCE BASE	ACTIVITY DESCRIPTION
Motorcycle safety projects: Motorcycles makes up 30% of the fleet in NZ, but motorcycle crashes make up 20% of the ACC claims nationally. The risk of DSI is 21 times higher than a car driver travelling over the same distance. In the 2022 calendar year motorcycles accounted for 13 of the 127 deaths and serious injuries on Hawke's Bay roads. This represents over 10% of the total DSI's	• Carry out joint community initiatives with ACC promoting Ride Forever courses across the region & the motorcycle crash card initiative. • Promote motorcycle safety to riders through community events, organised club evenings, and targeted tailored events to further enable the delivery of ride forever bikers breakfast / BBQ with participating MC clubs and dealerships.
Fatigue can be difficult to recognise while driving but is a pervasive risk factor. Fatigue is not caused by one single element, nor is it the consequence of a single choice (e.g. drinking alcohol leads to impairment). In 2019, fatigue was a contributing factor in 17 fatal crashes (6% of all fatal crashes), 85 (4%) serious injury crashes and 491 (5%) minor injury crashes nationally. From 2018 – 2022 Fatigue was a factor in 19 DSIs on Hawke's Bay roads compared to 42 across the Eastern Police District. Fatigue while driving is avoidable and, as a region, we cannot afford to take our foot off the gas when addressing this risk factor.	• Fatigue stops carried out on key arterial routes over holiday times promoting signs of fatigue, best practice management, and encouraging drivers to take a rest. • Development of relevant fatigue related resources and educational material across a range of industries, uses, and channels. • Deliver targeted interventions across the heavy transport industry. • Investigate new and innovative ways to educate fatigue risk factors, identifiers, and ways to manage fatigue. Includes advertising at key destination (e.g. services, airport, locations, etc.)
Cycling: Cyclists are vulnerable road users and are exposed to proportionally higher risk that other modes of transport. In 2022 there were no cyclist deaths and 3 serious injuries across Hawke's Bay roads. Cyclist risk exposure includes some safety infrastructure challenges, driver distraction and limited awareness, and poor driver behaviour.	• Closely align with new developments through the Transport Choices Project and develop collective messaging around best use / best practice, particularly around schools. • Ensure all parts of the road network and all users are considered in the messaging and education e.g. children, cyclists, drivers to boost cycling education and awareness. • Development of a cycling specific crash card initiative. • Support CHB Homelink road safety booklet to 6 primary schools.
Community capability build: RoadSafe Hawke's Bay has developed a new and innovative strategic direction, taking a community embedded approach. Strategy development takes a long-term view of behavioural drivers, seeking to understand the causal factors and drivers of certain choices, decisions, and behaviours. Interventions will then be developed to remove barriers, overcome challenges, or encourage best practice behaviours. Given the detail involved, strategy development for each TA will take time.	• The strategy enablement fund will allow RoadSafe Hawke's Bay to execute on "quick wins" that may surface during the strategy development process across the region. • This will enable the innovative implementation of community led projects and build community capability and / or seed opportunities to accelerate the transition to a community led road safety approach.
Child Restraints: are not well represented in readily available data for a range of reasons. Through the RoadSafe Hawke's Bay strategy development to date, a lot of Police and Community anecdotal evidence strongly suggests there are challenges around access to child restraints and the correct use of them across our	• Examine options to develop and implement a service-based child restraint programme that is mobile across the entire region. This will largely be a contracted service, in line with the new strategic approach of community delivery.

RISK AREA AND EVIDENCE BASE	ACTIVITY DESCRIPTION
communities. This is a multi-faceted challenge with a range of causal factors and is particularly prevalent in lower socio-economic communities	• Key services could include education delivery, check, fitting services, and upskilling / delivery of best practice information at key areas and community locations.
Older User Programme: The 65+ population in Hawke's Bay is forecast to grow by at least 17% between 2023 - 2028. As road users age there is a natural degeneration in response times, vision, etc. These present emerging road safety risks that will require active management and mitigation both now and into the future.	• Working with aged care providers and advocacy groups, develop a multi-faceted education programme to ensure we are responsive to emerging trends and risks with an increasing population of 65+. • Develop holistic programme to ensure good road user behaviours are encouraged among those over 65 as the population ages across different modes.
Total	

Other priority implementation areas

Road safety enforcement

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.

9. Monitoring Framework

Monitoring efficiency and effectiveness of investment is critically important for all the Hawke's Bay councils, as it demonstrates both value for money and (even more importantly) a positive impact on people's lives. A series of Key Performance Indicators (KPIs) will help track and drive the progress of the strategic objectives and policies, and to assess ability of the priority investment areas to deliver against key targets. Regular monitoring of the KPIs will be undertaken to assess implementation of the Regional Land Transport Plan (RLTP) in accordance with section 16(6)(e) of the Land Transport Management Act.

The following tables set out the following KPIs and targets:

Table 8.1: Monitoring Framework for Strategic Objectives and Headline Targets

Strategic Objective	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)
Invest in an efficient transport system that is resilient to changing climate and other risks, with urgency and priority	Availability of the road network for use (open to two-way traffic)	Five year rolling average of road closures due to severe weather events) per year for key routes do not exceed stated thresholds	Road closures recorded in the asset management database		
Drive a low emissions transport system	Greenhouse Gas (GHG) emissions from land transport	Five year rolling average of total annual emissions of all GHGs from transport	Stats NZ HBRC GHG monitoring		
Provide a safe system for all users and modes	Reduction in total number of Deaths and Serious Injuries (DSIs)	Five-year rolling average of the total number of DSIs across the region	Waka Kotahi Crash Analysis System (CAS)		40% reduction in all DSIs by 2030
Provide fit-for-purpose, genuine, safe and equitable transport choices for all users to sustain the health and wellbeing of communities	Percentage of people travelling to work and education by public transport and active travel modes	Five-year rolling average of number of passengers boarding buses (individual single journeys)	Workplace and school travel surveys Census	0.5% for work 15% for school	30% travel to work by public and active travel 60% travel to school by public and active travel
Integrate land use planning and development to enable effective and efficient use of transport network	Percentage of new development which is: Located near to a frequent bus route. 1. Adjacent to existing active travel routes.	Number of residential units and future jobs located within 400 metres of a half-hourly or better weekday bus service Number of residential units and future jobs located within 400 metres of a route on the primary or secondary active travel network (as defined by the One Network Classification)	Future Development Strategy monitoring		

Table 8.2: Invest in an efficient transport system that is resilient to changing climate and other risks, with urgency and priority

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)
Condition of roading network	Pavement Health Index (PHI)		Road condition surveys input into the asset management database		
Resilience of roading network	Annual average number and duration of resolved road closures	Sum of the duration and frequency of each road closure event, weighted by impact on local communities and users	Incidents recorded in the asset management database		
Customer satisfaction with roading network	Percentage of residents satisfied with condition of local roads	Responses to a survey question on local road condition	Resident satisfaction survey		
Access for freight	Proportion of roading network available to heavy vehicles	Percentage of road network available to 50Max and High Productivity Motor Vehicle (HPMV)	Local Council and Waka Kotahi records		
Journey time reliability	Variability of actual journey times compared with optimal journey times	Ratio of average travel time to free-flow travel time, **across a week at the same times,** on key freight routes	Google traffic		

Table 8.3: Drive a low emissions transport system

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)
Transport contribution to climate change mitigation	Transport GHG emissions in Napier / Hastings	Tailpipe (tank to wheel) emissions from all land transport modes	Regional Greenhouse Gas emissions inventory		
Emissions from HBRC operated bus fleet	Transport emissions from bus services	Whole of life (well to wheel) emissions from the Council-operated public transport fleet	Bus manufacturer data Bus operator emissions monitoring		
Uptake of electric vehicles	Percentage electric vehicle share of the regional vehicle fleet	Number of new electric and plug-in hybrid vehicle registrations in the region, divided by total vehicle fleet size	Ministry of Transport vehicle registration data		

Table 8.4: Provide a safe system for all users and modes

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)
Safer travel speeds	Percentage of journeys where safe and appropriate speed is exceeded for greater than 15% of the time	Measurement of difference between safe and appropriate speed, versus actual speed [in locations where limits have been changed]	Waka Kotahi Mega Maps GPS tracking data Tube counts		
Safe and competent drivers	Number of drivers who are fully licensed	Licenses obtained in local communities and demographic groups who are known to have	Driver licence records		

		lower levels of compliance with licensing requirements			
Drink and drug driving	Number of DSI where alcohol and / or drugs is a contributing factor	Police records which identify the use of alcohol and / or drugs as a factor in a crash	Waka Kotahi Crash Analysis System		
Active travel	Number of DSI involving active travel modes	Police records which identify involvement of one or more pedestrians and / or cyclists	Waka Kotahi Crash Analysis System		

Table 8.5: Provide fit-for-purpose, genuine, safe and equitable transport choices for all users to sustain the health and wellbeing of communities

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)
Accessibility to key services in urban and rural areas	Improved accessibility to key local services by each mode of transport	Proportion of population living within travel threshold (15 minutes walking, 30 minutes cycling,45 minutes by public transport and 45 minutes by car) for work, education, and health care	Waka Kotahi accessibility model		
Mode share of active travel and public transport journeys	Mode share of all trip legs by walking, cycling and public transport	Percentage of people in Napier, Hastings and the smaller townships who travel more than three days per week to their destination by walking, cycling and bus	Census Surveys within schools, workplaces and via activity-based apps		

Perception of cycling safety	Change in the percentage of residents who feel that riding a bicycle is safe is increasing	Residents are asked to express their satisfaction with regard to the safety of riding a bicycle	Resident Satisfaction Survey		
Footpath condition	Change in the Level of Service (LOS) for pedestrians using the footpath network	Percentage of footpaths that are rated poor or worse	Footpath condition assessment		

Table 8.6: Integrate land use planning and development to enable effective and efficient use of transport network

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)
Mode share of active travel and public transport journeys	Number of public and active travel trips from new residential development	Percentage of people in new developments over 50 units who travel more than three days per week to their destination by walking, cycling and bus	Before and after resident surveys and via activity-based apps		
Mode share of active travel and public transport journeys	Number of public and active travel trips from new employment development	Percentage of people in new developments over 50 employees who travel more than three days per week to their destination by walking, cycling and bus	Before and after employee surveys and via activity-based apps		

Appendix 1: 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.

Appendix 2: Assessment of RLTP Compliance with the Land Transport Management Act 2003

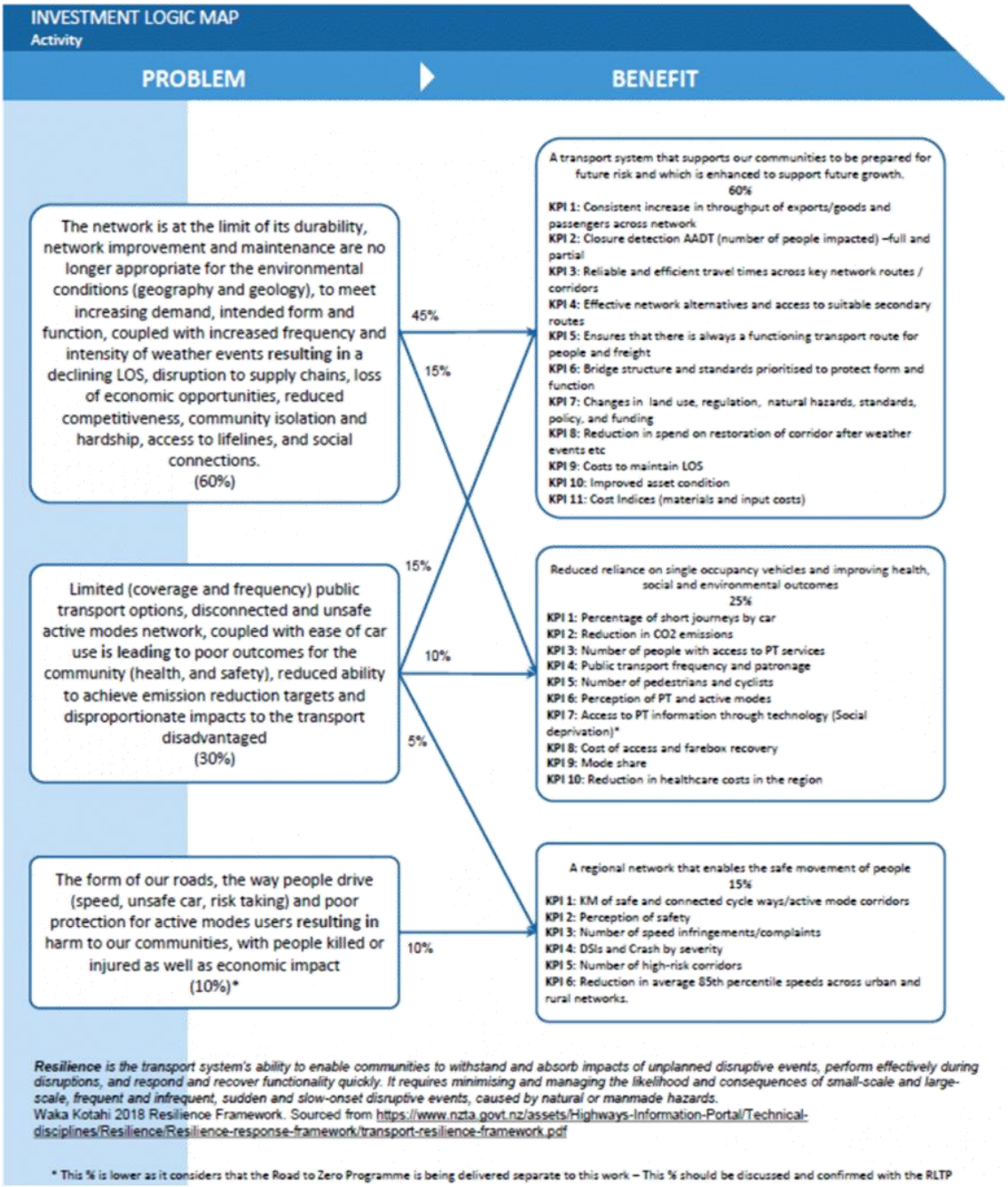
LTMA Reference	Provision	Assessment
s14(a)(i)	The RTC must be satisfied that the RLTP contributes to the purpose of the LTMA: to contribute to an effective, efficient, and safe land transport system in the public interest.	The RLTP contributes to the purpose of the LTMA in the following manner: **Effective and efficient** The region's strategic response considers a hierarchy of interventions, prioritising low cost interventions such as integrated planning, demand management and network optimisation before investing in new infrastructure. Various programme-level options and alternatives were tested before the most efficient and effective investment model was selected. **Safe** Improved safety is one of the five key objectives in the RLTP. Safety is also identified as one of the regional transport priorities. The RLTP has adopted a safe system approach to the transport network and contains a number of policies, key performance indicators and a headline target, to improve safety outcomes. **Public interest** As representatives of the public interest, the RTC has reviewed the draft RLTP having regard to the views of representative groups of land transport users and providers (s18CA(2)). The RLTP will undergo a full public consultation process (Special Consultation Procedure) to allow the wider public to provide input into the plan development process.
s14(a)(ii)	The RTC must be satisfied that the RLTP is consistent with the GPS on land transport.	The RLTP has been updated to incorporate the draft GPS 2024, and projects have been prioritised against the strategic priorities. The final RLTP may be changed to align with any changes to the final GPS.
s14(b)(i) & (ii)	The RTC must have considered alternative regional land transport objectives that would contribute to the purposes of the LTMA, and their feasibility and affordability.	The RTC considered has alternative objectives at a plan development workshop. Different programme-level options and alternatives were subsequently developed and considered to test the feasibility of alternative policy settings before an optimal programme was selected.
14(c)(i)	The RTC must take into account any national energy efficiency and conservation strategy.	The RLTP includes a set of policies under the '**Drive a low emissions transport system**' transport priority which supports utilising energy efficiently and three key performance indicators support the transport goal and target in the NZEECS.

14(c)(ii)	The RTC must take into account relevant national policy statements and any relevant regional policy statements or plans that are for the time being in force under the Resource Management Act 1991.	The RLTP has been assessed for consistency with relevant national and regional policy statements and regional plans. The assessment found that the RLTP is consistent with these policy statements and plans.
14(c)(iii)	The RTC must take into account likely funding from any source.	The RLTP funding section in chapter 8 takes into account all likely funding sources, including those that sit outside the national land transport funding system.

Appendix 3: Hawke's Bay Investment Logic Map

HAWKES BAY REGIONAL COUNCIL
TE KAUNIHERA Ā-ROHE O TE MATAU-A-MĀUI

Hawkes Bay's Regional Land Transport Plan



***Resilience** is the transport system's ability to enable communities to withstand and absorb impacts of unplanned disruptive events, perform effectively during disruptions, and respond and recover functionality quickly. It requires minimising and managing the likelihood and consequences of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disruptive events, caused by natural or manmade hazards.*
Waka Kotahi 2018 Resilience Framework. Sourced from https://www.nzta.govt.nz/assets/Highways-Information-Portal/Technical-disciplines/Resilience/Resilience-response-framework/transport-resilience-framework.pdf

* This % is lower as it considers that the Road to Zero Programme is being delivered separate to this work – This % should be discussed and confirmed with the RLTP

Appendix 4: Cyclone Gabrielle Horticulture sector impacts case study

Horticulture Industry overview

The Horticulture industry is a significant part of the Hawke's Bay primary production and regional economy, encompassing apples & pears, Viticulture, Kiwifruit, Broad acre cropping (e.g., onions, squash, etc.), vegetable production & processing, summer fruits, and others.

Before the Cyclone, the Horticulture sector in Hawke's Bay contributed around $1.2B to the New Zealand economy, directly employing more than 6,700 people in permanent roles and several thousand more in processing facilities, support industries, and across the broader supply chain. The sector is a large employer of Māori and RSE workers. Hawke's Bay represents 15% of all horticultural land in New Zealand.

Horticultural production in Hawke's Bay provides a significant contribution to New Zealand's horticultural exports, making up approximately $1.1b of the $7b export value per year, with the remaining $100m being domestic sales. This contribution is, in large part, due to the premium nature and strong global reputation for Hawke's Bay primary products.

Horticulture and the transport system

The transport system is a key enabler and essential supporter of the horticulture industry. Our local and rural roads provide the important connection to enable goods and people to access production sites and farmers and provide essential access from the farm / orchard gate to processing facilities and markets. Our state highways provide key links to other regions as well as domestic and international markets.

As a seasonal industry, horticulture places loading on the transport system at certain times of the year, most notably during the summer / autumn harvest times. This sees a significant increase in heavy vehicles on our local and rural roading network It is essential that the roading network, both local and state highway are resilient, efficient, and effective to enable the industry to grow through further investment in primary production and processing facilities.

An integrated and resilient transport system enables the relatively free and easy movement of products and produce. This is critically important in the horticulture sector as it not only enables ongoing growth in productive areas, but it helps to capture and maintain the quality of the product, thereby reducing waste, harnessing quality, and increasing premiums for producers and the wider economy. It is, therefore, critical that the rural roading network is resilient so product and people can easily move across the supply chain, reliably and without delay. Resilience challenges across the transport system have the real potential to significantly impact the horticulture industry, along with many others across our region.

Impacts of Cyclone Gabrielle on Horticulture

The industry was one of the more heavily impacted sectors, with extensive damage and destruction across key growing areas such as Twyford, Pākōwhai, Puketapu, Mōteo, and Esk Valley.

A sector analysis, completed by Boston Consulting Group, estimates the negative economic impact of the cyclone on Hawke's Bay's horticulture industry at $1.4B in 2023, more than the sectors annual contrinnution of $1.2B to national GDP. Broadly this is made up of:

- $370 million in critical response activities including silt and debris removal and removal of contaminated crops

- $550 million in replanting and reinstatement costs for growers to replace like for like crops, structures, and supporting infrastructure. The true cost is likely to be higher.
- $500 million in direct economic losses to the industry and reduced economic return in 2023.

The dollars above consider the direct 'on farm' and business losses that could be reasonably expected in 2023 and do not consider the wider system / access costs associated with the transport system. It is logical to conclude that further business and operational disruptions may become ongoing challenges across the industry as we rebuild.

It is likely that growers will be disproportionately impacted by the cyclone as non – harvest costs had already been incurred, such as spraying and farm management. This impact is across horticultural production. It is expected that demand for seasonal labour will decrease by 35%, with soft seasonal demand ongoing for a number of years. There will also be ongoing reductions in post-harvest revenues, and revenues / spend across supporting industries.

Looking at a specific example of impacts within the horticultural industry, the table below sets out the impact the cyclone had just on the pip fruit sector.

Industry snapshot	
Total Hawke's Bay area planted in Pip fruit (HA)	8,400
Pip fruit production affected by Cyclone (HA) - Category 1 - 3	4,000
Total number of Pip fruit growers in Hawke's Bay	150
Number of growers affected by Cyclone - Category 1 - 3	80

Production impact			
	Apple and Pear NZ impact description	Property area (HA)	Planted Area (%)
Category 1	Orchards that have been completely destroyed, trees and infrastructure destroyed. Requires complete redevelopment	2,100	25%
Category 2	Orchards have been completely submerged and / or have deep silt that will result in significant tree death. Costs and timeline to remedy unviable. No crop to harvest. Requires complete redevelopment.		

Category 3	Orchards that have reduced crop. Tree deaths probable. Long term reduction in tree productivity.	1,850	22%
Category 4	Orchards currently unimpacted by flood waters. Requires ongoing monitoring of tree health due to water logging of soils	4,400	53%

Pip fruit orchards take approximately 8 years to reach full production. At $180,000 - $250,000 per hectare to develop, limited access to capital, and a lot of productive land still unusable, it is likely it will take this sector at least 10 years to recover. This will have a material ongoing impact on the regional economy, employment, and wider support services.

A resilient, reliable, and connected transport system is a critical enabler of the Horticulture sectors rebuild and recovery efforts. The transport system creates the essential access to productive land, enabling inputs and people to carry out the work required.

How a resilient transport system supports horticultural growth.

Horticultural land in Hawke's Bay is some of the most expensive to purchase or lease. The availability of highly productive land on the Heretaunga Plains is becoming increasingly constrained. This serves to push any new enterprises or development further south around Central Hawke's Bay and, increasingly, north of Esk Valley.

Significant capital is required per hectare for modern orchard developments. A critical enabler of a successful productive orchard is a reliable and resilient transport network, particularly for orchards that are increasingly geographically dispersed. During harvest, it is necessary to have unencumbered reliable access on well-maintained roads with good pavement surfaces to and from the orchard gate to processing areas and on to market. Importantly, this access enables an efficient supply chain that helps to capture the quality of the product, reduce waste, and increase the premium value capture of the final product in high value export markets.

Essentially, a well maintained and integrated transport system helps to drive the quality of premium Pipfruit, increase value, and enhance economic productivity. Reliable access to a resilient transport network that can bounce back from unplanned shocks, is well maintained, and it fit for form and function across local roads and state highways is the backbone of not only the horticulture industry, but the wider regional economy.

Appendix 5: RLTP Capital Projects – description

Rank	Project	Lead	Project overview	Project score
1	Waikare Gorge Implementation	NZTA	Project focuses on the realignment of a 4km stretch of the Waikare Gorge and includes a new bridge across the gorge, eventually replacing the Bailey bridge. Consents are filed, the project will focus on the implementation / build phase as all necessary planning has been completed.	92.5
2	Future Form & Function review & PBC	NZTA, all Councils	A future focused review of the entire Hawke's Bay transport system, across all roads and modes across the next 30 – 40 years. The review will use the One Network Framework t determine the long term 'function' of a particular route / corridor, with the 'form' naturally following. The review will consider existing data and plans as well as community and industry aspirations.	91.3
3	SH2 4 laning	NZTA	This work would include building resilience along SH2 expressway from Omahu Road to Taradale Road and upgrading existing bridges and associated intersections. Additional capacity would support freight and prioritise public transport between Hastings and Napier. Main construction works could start in the next GPS period (around 2027) and would take five years to complete.	85.0
4	Tairāwhiti Wairoa Resilience - Rebuild (implementation)	NZTA	This is a significant programme of work that has been developed following Cyclone Gabrielle to address damaged and destroyed transport system infrastructure and assets. Large scale projects include Devil's elbow, and Waikare Gorge It will also provide some resilience enhancements across state highways' 2, 35, 38.	82.5
5	Hawke's Bay Resilience rebuild	NZTA	A significant programme of work that has been developed following Cyclone Gabrielle to address damaged and destroyed transport system infrastructure and assets. It will also provide some resilience enhancements across state highways' 2, 5, 51, 50.	82.5
6	Mahia Connectivity	WDC	A long term planned capital project seeking to secure reliable access to Mahia Peninsula to protect against future risk and enhance to enable future growth.	78.8
7	SH2 Waipawa Bridge shared path	NZTA	This initiative has been in previous iterations of the RLTP. It seeks to create the missing connection within Waipawa, implementing a shared bridge clip on to support active modes.	76.3
8	SH5 (incl. safety) programme of work	NZTA	A significant medium – long term programme of work designed to address safety and efficiency challenges and historic underinvestment along the corridor. This will focus on making the corridor safer and addressing speed limit concerns	73.8
9	Te Mata – Waimārama roundabout	HDC	Implementation of a round about at the intersection of Te Mata and Waimārama roads. Traffic volumes at this intersection are increasing, posing a greater safety risk. The roundabout will address the safety component and assist with traffic flow management.	65.0
10	North Eastern Connector – Hastings	HDC	A long term transport system project seeking to develop a primary freight connection from the Pakowhai rd /Evenden rd roundabout through to SH51 around Tomoana.	61.3
11	SIP SH2 Paki Paki to Napier – Median Barrier	NZTA	Implementation of media wire rope barriers along the remaining section of the SH2 expressway that does not currently have median barriers.	48.8
12	SH2 Eskdale commercial vehicle rolling safety centre	NZTA	Construction of a modern, smart commercial vehicle safety centre along the key link of SH 5	40.0

The Hawke's Bay Regional Land Transport Plan 2024-2034 Consultation Document

Moving us into the future

Have your say

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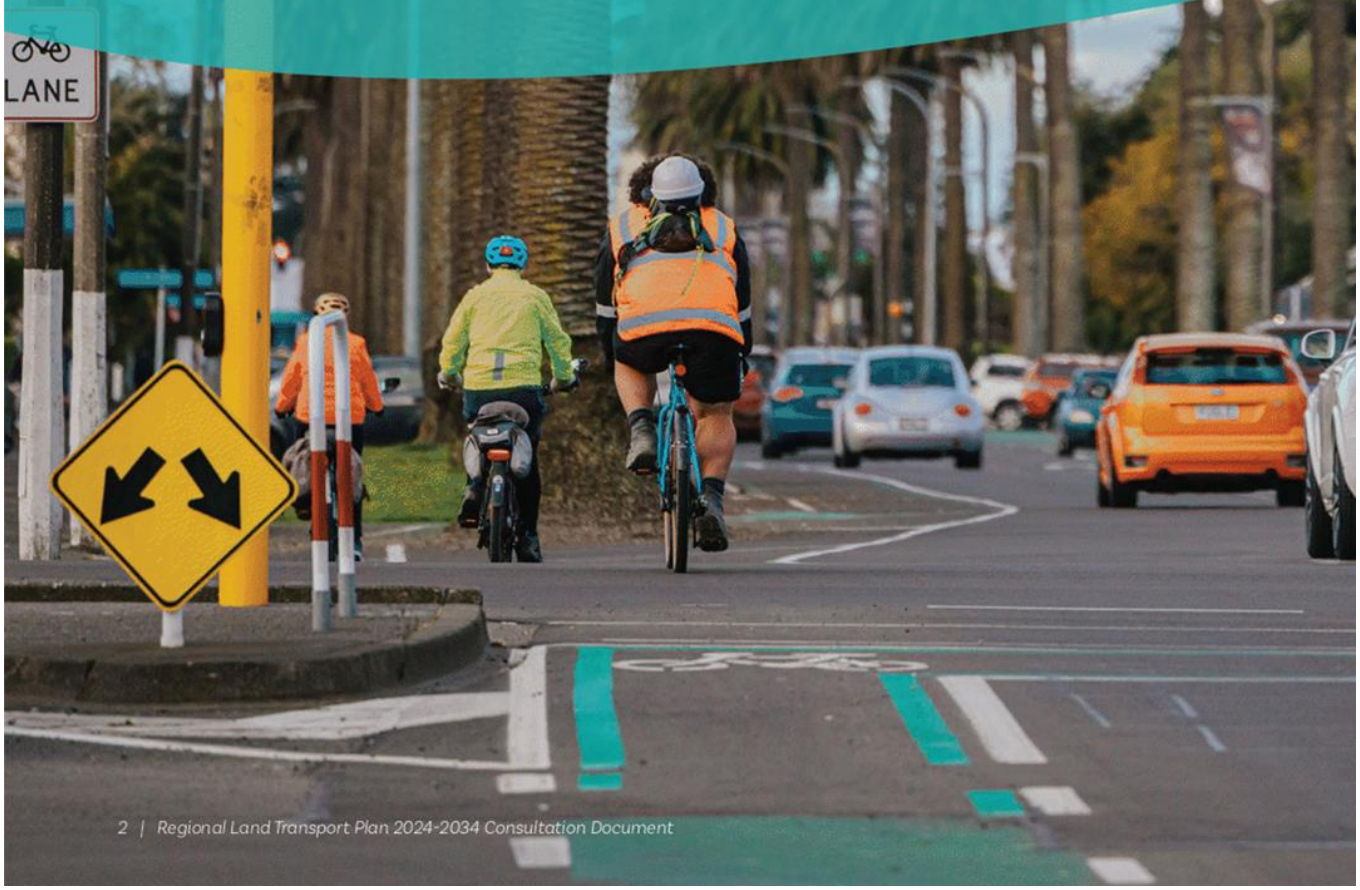
What is the Regional Land Transport Plan and why does it matter?

The Regional Land Transport Plan (RLTP) sets out the regions' transport system planning and investment under the Land Transport Management Act 2003. These plans attract co-investment from the National Land Transport Fund (NLTF) which is made up from a range of revenue sources, such as road user charges and fuel excise taxes. The remaining share of investment comes from local Council rates.

This draft plan is the culmination of many months work by the Regional Transport Committee which is made up of the region's councils, NZ Transport Agency (NZTA), and advisory representatives. It is the opportunity to tell the story of our region's transport system, its challenges, and bid for investment from the NLTF.

Our plan sets out a ten-year vision and strategy for the region and is reviewed every three years. It seeks funding for the first three of the ten years, in line with three-yearly NLTF funding cycle.



Significant investment is required

Resilience, maintenance, protection, and enhancement of land transport is the responsibility of both local and central government, as well as communities and individuals.

Our region requires a significant amount of investment to:

- Rebuild our transport system,
- Maintain our roads,
- Make the transport system more resilient,
- Strengthen our community connections,
- Ensure we have safe journeys on our lifeline State Highways, and
- Strengthen the connection between the two main urban areas to increase resilience, reduce congestion, enhance efficiency, reduce travel times, and unlock economic growth.

It is essential that we reinstate our transport system to previous levels and continue Cyclone Gabrielle response and recovery works as we look to the future transport needs of the region.

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Cyclone Gabrielle and the transport challenges we are facing

Cyclone Gabrielle swept through the upper and eastern North Island in mid-February 2023. It was one of the worst storms to hit Aotearoa New Zealand in living history, creating widespread and significant damage, with Hawke's Bay one of the hardest hit regions.

The cyclone delivered gale-force winds and staggering amounts of rain in Hawke's Bay over a relatively short period of time. Every district within the region was affected to varying degrees, with some areas devastatingly impacted.

Significant critical infrastructure such as bridges were destroyed, including RedClyffe Bridge and Brookfields Bridge in Hastings, along with many others. Communities such as Wairoa were completely cut off and the rural roading network was disproportionately damaged.

Massive damage to the State Highway network not only severed communities, but greatly impacted the regions' ability to respond and recover. The State Highways sustained significant damage, most notably State Highway 2 north, cutting Wairoa off for over three months. Our region will be dealing with the impacts of Cyclone Gabrielle for a generation.

Where we are currently

Our transport system already suffered from under investment across a range of areas - highway and local road maintenance, public transport services, active transport infrastructure to create effective transport choice and decongest our roads, and investment for future housing and employment development.

Cyclone Gabrielle showed that the transport system is at the limit of its durability. State Highway 2 north to Wairoa was closed due to massive damage for over three months cutting off access to communities and support. State Highway 5, our main northbound arterial link to the Upper North Island, was closed to traffic for over six weeks. Diversion routes added three to five hours to people's journeys. Many communities across Hawke's Bay were cut off from family, vital services, and the wider region.

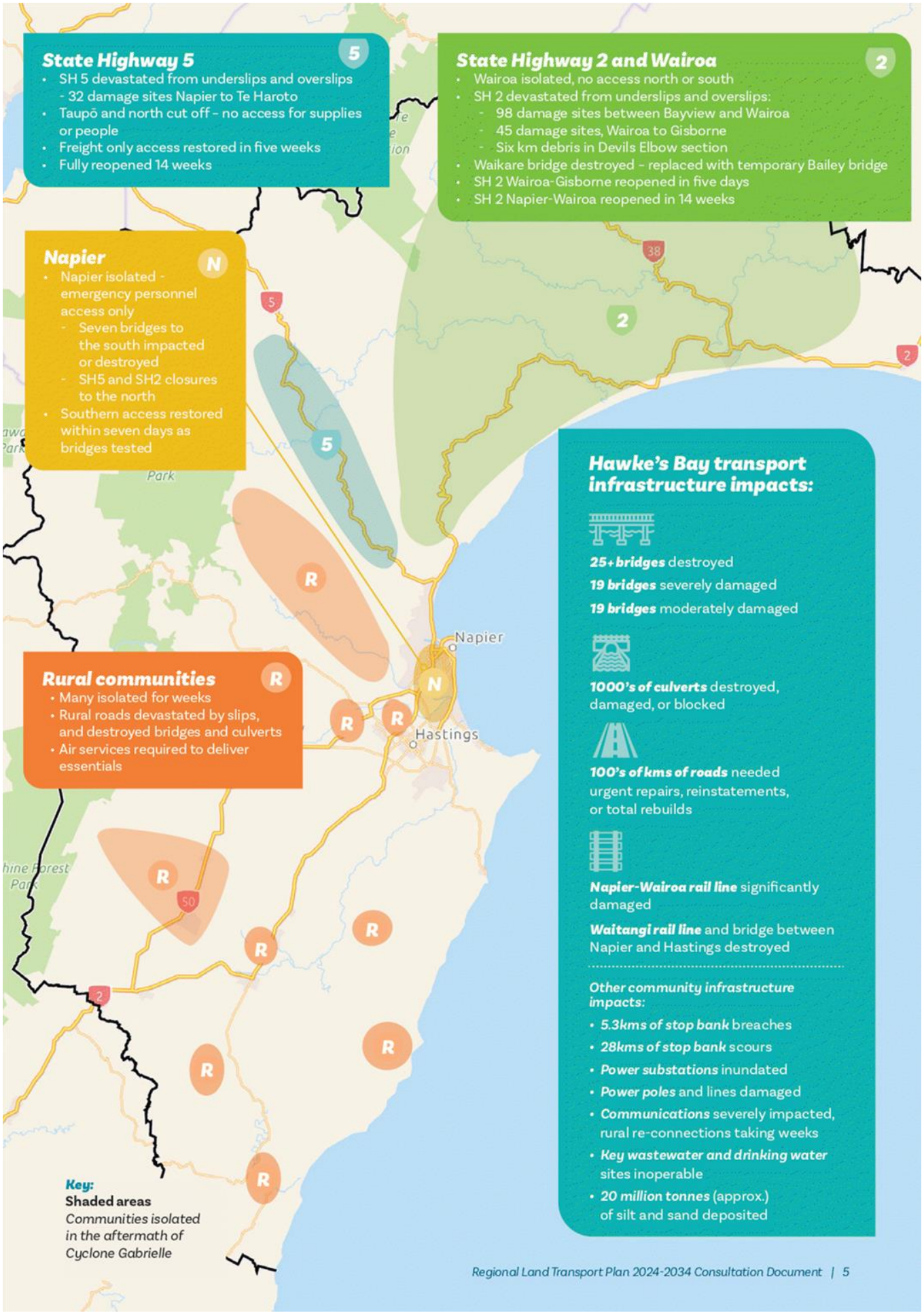
As a region we now need to make sustained long-term investments in our critical lifeline links and local transport network to significantly boost resilience, protect against future risk, and plan for future growth, all while enabling regional economic growth.

Our transport programme proposes major investment in maintenance, operations, and rebuild works. This will come with trade-offs. As a region we must make better use of the transport system we have got, which may mean, reallocating some space to active travel rather than building new or separated routes. We must work closely together as a region to drive value for money across our transport system.

The long-term strategic vision and objectives proposed in this RLTP articulate what we want our transport system to look like in 20 to 30 years' time. What we are proposing over the next three years presents a good first step on the journey to achieving that vision.

This plan is Hawke's Bay's opportunity to set an investment direction in community connection, resilience, and maintenance while planning for the future. The intent through the rebuild process, dependent on sufficient funding, is to enhance our resilience, protect against future risk, support future growth across our region, enable and enhance system efficiency, and secure vital community connections. It is likely that the rebuild of our transport system will take at least a decade.

Cyclone Gabrielle caused widespread damage across Hawke's Bay. Communities were cut off, some for months, critical infrastructure was damaged and destroyed, and the transport system took a battering.

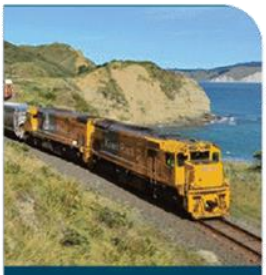

State Highway 5
5
SH 5 devastated from underslips and overslips - 32 damage sites Napier to Te Haroto
Taupō and north cut off – no access for supplies or people
Freight only access restored in five weeks
Fully reopened 14 weeks
State Highway 2 and Wairoa
2
Wairoa isolated, no access north or south
SH 2 devastated from underslips and overslips:
98 damage sites between Bayview and Wairoa
45 damage sites, Wairoa to Gisborne
Six km debris in Devils Elbow section
Waikare bridge destroyed – replaced with temporary Bailey bridge
SH 2 Wairoa-Gisborne reopened in five days
SH 2 Napier-Wairoa reopened in 14 weeks
Napier
N
Napier isolated - emergency personnel access only
Seven bridges to the south impacted or destroyed
SH5 and SH2 closures to the north
Southern access restored within seven days as bridges tested
Rural communities
R
Many isolated for weeks
Rural roads devastated by slips, and destroyed bridges and culverts
Air services required to deliver essentials
Hawke's Bay transport infrastructure impacts:
25+ bridges destroyed
19 bridges severely damaged
19 bridges moderately damaged
1000's of culverts destroyed, damaged, or blocked
100's of kms of roads needed urgent repairs, reinstatements, or total rebuilds
Napier-Wairoa rail line significantly damaged
Waitangi rail line and bridge between Napier and Hastings destroyed
Other community infrastructure impacts:
5.3kms of stop bank breaches
28kms of stop bank scours
Power substations inundated
Power poles and lines damaged
Communications severely impacted, rural re-connections taking weeks
Key wastewater and drinking water sites inoperable
20 million tonnes (approx.) of silt and sand deposited
Napier
Hastings
Park
Key:
Shaded areas
Communities isolated in the aftermath of Cyclone Gabrielle

What is the Land Transport System?

The land transport system connects people to where they live, work, and play, while also linking business to ports, airports, and other regions of New Zealand and the world.

The land transport system is made up of many assets that help to connect our communities and people, and move products and services around, including:

Paths, walkways, and cycle trails

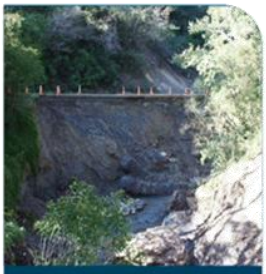


Railway lines, roads, and bridges

Bus shelters and vehicle parks

Intersections and crossings

Traffic signals, road markings, and lighting



Drainage gullies

Culverts and bridges

Roads – both sealed and unsealed, along with a range of other assets

Our landscape and environment – and how it influences our transport system

In northern Hawke's Bay, much of the land is unstable, highly erodible, and deeply incised by rivers and streams. In the centre and in the south of the region, more extensive fertile plains have been formed, which are highly productive and bounded by flood protection assets (stop banks). In the west, all these lands are bound by steep ranges and by lower limestone hills in the east, south of Napier.

This landscape constricts movement north on State Highway 2 with a number of roads and bridges through challenging terrain that features bluffs going through deep gorges. This has presented ongoing resilience issues due to slips, rock falls, felled trees, and road surface damage caused by excess water.

In contrast, much of the terrain in urban centres and townships is relatively flat which is favourable for other types of transport such as cycling and public transport. Wairoa's connectivity to the Hawke's Bay and Gisborne region has significant ongoing challenges as it is particularly vulnerable to weather related events, changing climate, and earthquake risks.

With a changing climate, it is increasingly likely that the region will, at various times, either have too much water or not enough. These weather patterns will exacerbate the region's vulnerability to road failures, disruptions, and adversely impacting our regional economy. This further highlights the need for significantly enhanced resilience across our transport system.

Hawke's Bay is also vulnerable to other natural hazards such as earthquakes and coastal erosion. Combined, these hazards drive up the cost of infrastructure maintenance, renewal, and repair and disruption to the economy.

Our strategic vision for the region

To support the rebuild over the next 10 years, the Regional Transport Committee has set a strategic vision for what we want the transport system to look like in 30 years' time.

Vision

An efficient transport system that is resilient, low emissions, safe, provides genuine and equitable choices, and places community wellbeing at its centre.

Objectives

Supporting the vision, our objectives are to:

1. Invest in an efficient transport system that is resilient to changing climate and other risks, with urgency and priority.
2. Drive a low-emissions transport system that reduces the risks associated with global warming.
3. Provide a safe transport system for all users and modes, that reduce the economic and social cost of crash injuries.
4. Support fit-for-purpose, genuine, safe, and equitable transport choices for all users to sustain the health and wellbeing of communities.
5. Integrate land use planning and development to enable effective and efficient use of transport networks.

Priorities

Our regional transport system faces a range of ongoing and new transport challenges and opportunities. Recognising this, the Regional Transport Committee has identified and developed our three main transport priorities over the next decade. The focus is on rebuild, maintenance, and securing safe and resilient journeys. Our transport system needs investment to be in:

1. ***Resilience, security, and asset management:***
   - » An efficient, resilient, and reliable low emissions transport system that is prepared for future risk, enhanced to support future growth, and responsive to a changing climate.
2. ***Transport choice:***
   - » Provide genuine and safe transport alternatives/choice across routes and modes to sustain the health and wellbeing of communities.
3. ***Healthy & safe people:***
   - » A safe transport system for people and communities.

Have your say

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Proposed investment programme at a glance

$4.6 Billion
The proposed spend on large multi year projects, mostly across the state highway network.

$887 Million
The proposed spend on all other transport system investments to enhance resilience, boost economic productivity, reduce travel times, and connect our communities.

The Hawke's Bay transport system at a glance

Our regional roading network spans 4,700kms made up of:

4,200kms
of local roads

500km
of state highways

200kms
of off-road cycle trails

82%
roads are classified as rural

350,870
trips made on local buses 2022-23

908 kilotonnes
of carbon dioxide equivalent was emitted in 2021-22

Connecting our communities 2024-2034

Our State Highways, owned and managed by NZTA Waka Kotahi, are a vital part of our regional transport system.

They provide essential community connections for the efficient and effective movement of people and freight. While a lot of immediate response and recovery work is underway on these vital links, the medium to long-term programmes of work do not yet have secure funding for freight and to support economic growth.

The infographic sets out the scope and scale of both the planned and proposed works across the regional state highway network. The works cover maintenance, operations, and renewals to help enhance what we have and provide significant improvements in resilience to secure reliable journeys for our region. The proposed programme aims to bring increased resilience, protection, and security to our communities through investing for the future. Other proposed State Highway investments are covered off in different sections of this RLTP.

Overall, some of the key benefits that will be delivered to our region through these investments are safer and more resilient highways, reliable access for communities, industry, and tourism, economic development and efficiency, and increased confidence to attract, develop, and grow industry and employment.

SH5 proposed Resilience Programme

This is a proposed medium to long-term programme of work that has been developed following Cyclone Gabrielle to address resilience challenges and enhancements across the corridor and are subject to funding.

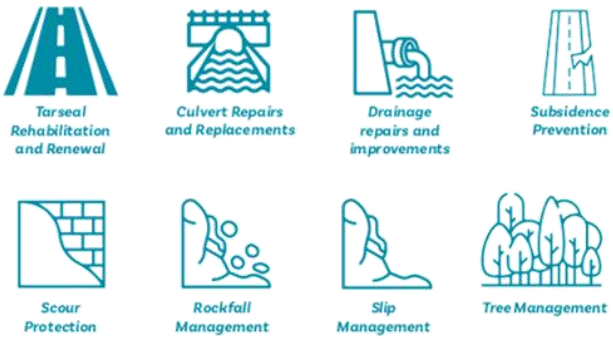
Projects in this programme of work could include

- Significant underslip management of number of sites
- Overslip Management
- Scour management at a number of sites

These works will ultimately be carried out as part of the Hawke's Bay Resilience Rebuild.

State Highways 'Business as Usual"

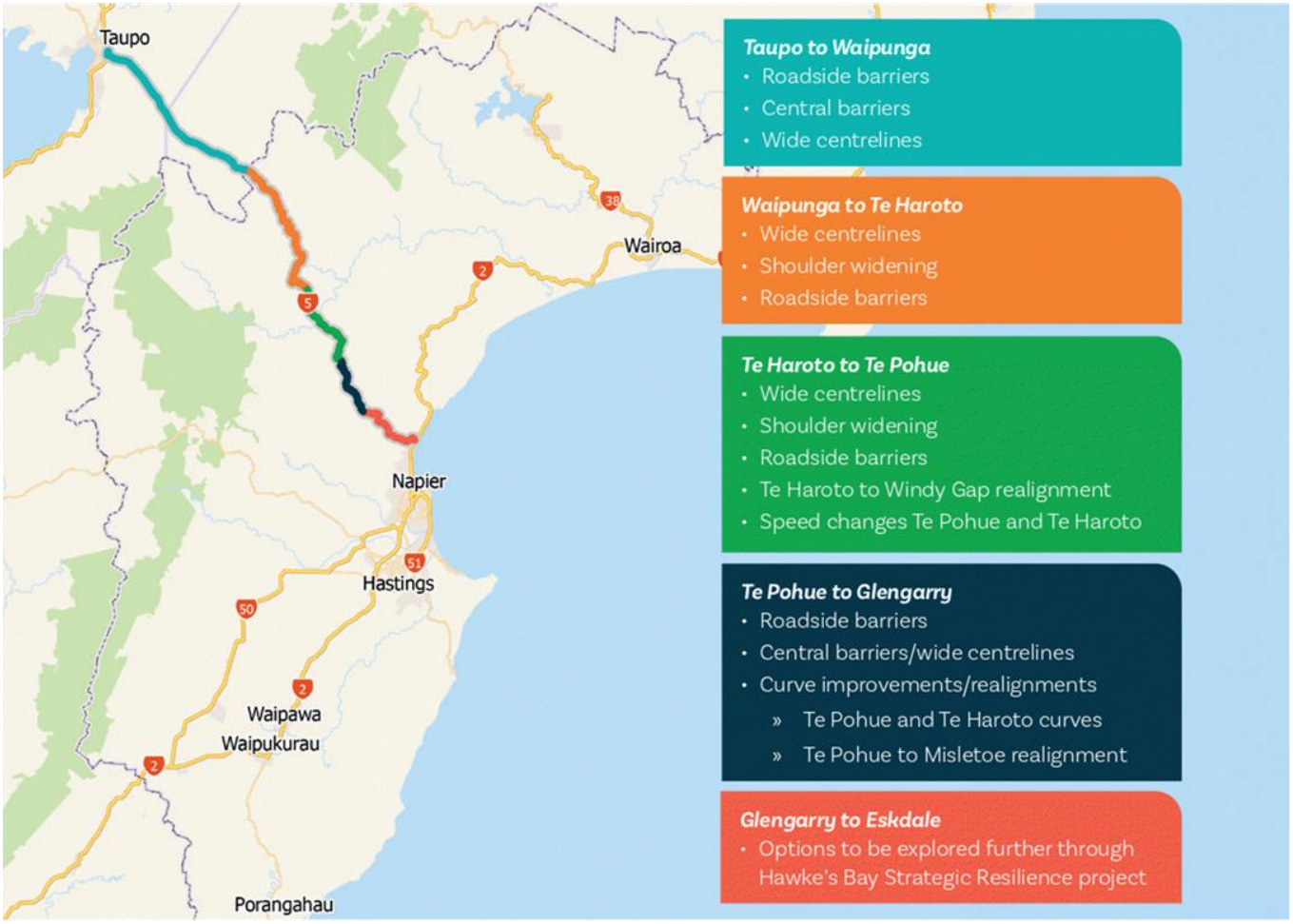
Maintenance, operations, and renewals activities will continue to be carried out across the SH network including Hawke's Bay's State Highways of 2, 5, 50, 51, and 38. These are often unseen works as they are not always 'shiny' or 'new'. They are, however, critical to increased resilience, reliability, and secure journeys into, out of, and around our region. Below are examples of some of the maintenance, operations, and renewal projects that will take place. Over $100m will be invested in these activities over the next 3 years.



SH5 Safety and efficiency improvements

This is a proposed medium to long-term programme of work to 'engineer up' sections to make the roading corridor safer and more efficient, enabling a 90km/h speed limit at Te Haroto to Te Pohue and 100km/h at Te Pohue to Glenngarry. This work includes corridor-wide passing opportunities and realignments south of Te Haroto.

Estimated cost: $650 - $850M



Proposed State Highway capital projects to secure journeys and enhance resilience.

The following large-scale projects are proposed to help to deliver a safer, more resilient, and efficient network across our region. They seek to not only rebuild, but to enhance the resilience of some critical weak points on the SH network.

1. Hawke's Bay Resilience rebuild

A significant programme of work across the state highway network to rebuild and enhance resilience.

The specific details and project inclusion of this programme are still being developed and are subject to funding. Enhanced maintenance will be carried out across the network, heling to increase resilience and reliability

Initial cost estimates are between $1.4B - $2.6B depending on the final programme of work and funding availability across the network.

2. Waikare Gorge Bridge & Realignment

Instillation of new Waikare Bridge and 4km road realignment.

Estimated cost: $200m - $270m

Our transport system's priorities, and the investment required

Transport Priority 1

Resilience, security, and asset management

Like any assets, a transport system requires ongoing investment. As we move into the rebuild phase, investment will be spread across a number of different areas. However, the main focuses for the region over the next decade to enhance our communities and drive economic productivity are:

- Rebuilding our transport system.
- Adding and enhancing resilience across the system.
- Focusing on significantly enhanced business as usual which means maintaining our system.
- Strengthening our community connection.
- Securing safe and resilient journeys on our lifeline state highways.
- Strengthening the connection between the two main urban areas to increase resilience, decongest, enhance efficiency, reduce travel times, and unlock economic growth.
- Providing efficient and effective transport choice for our region and communities.

Focusing on significantly enhanced maintenance, operations, and renewals

Ongoing maintenance, operation, and renewal of our roading network are part of business-as-usual activities across our local roads and state highways. Focusing on maintaining what we have will keep it resilient, safe, reliable, accessible, and fit for intended form and function. Enhanced maintenance, operations, and renewals will be taking place across 4,200kms of local road and 500kms of State Highways.

The 4,200km local roading network, owned by each of the four Councils across the region, provides vital access for communities, people, and businesses. We need a resilient and efficient local roading network that is fit for intended form and function now and into the future. 82% of our roads are rural and they are often the most vulnerable. Cost inflations and constrained budgets present ongoing challenges to getting the job done.

The 500km of State Highways are owned and managed by NZTA. These provide connection for freight and communities into, out of, and around our region. Maintaining and renewing our state highways is an important part of business as usual, helping to secure reliable, resilient, and safe journeys. A resilient state highway network enables the reliable movement of people and freight, boosting our economic productivity.

Proposed investment 2024 - 2027:

Local Roads: **$353m**

State Highways (including Cyclone Gabrielle emergency works): **$230m**

More detail: **Chapter 3, Section 3.1, pages 21-24 and 28-34**

See how we are investing: **Chapter 6, pages 65-86**

Enhancing resilience in our roading network

Like with many assets, ongoing improvements and enhancements are required to strengthen resilience, increase reliability, and ensure they are fit for their intended form and function. Typically, these investments help make our transport system easier to use, safer, and more resilient. These may be for a range of purposes, such as making an intersection safer, implementing crossing points, or enhancing existing pavements or sidewalks. The reality for Hawke's Bay is that we will be largely focused on connection.

Benefits of network resilience include that our system being able to effectively respond to and recover from adverse events, ensuring our communities are connected, and people and product can move as needed and have safe and secure journeys with efficient travel times.

The vast majority of our transport system investments over the coming decade have resilience as one of the primary outcomes. As such, it can be said that the overall transport programme seeks to invest in resilience.

A variety of enhancements are planned across our local road and state highway networks.

Proposed investment 2024 - 2027:

Local Roads: **$83m**

State Highways: **$5.8m**

Securing, reliable, and safe journeys on our lifeline state highways

Our crucial state highway links, owned and managed by NZTA, along with our local and rural roading networks, connect our people, communities, and products with New Zealand and the world. We need to repair, maintain, and enhance 500kms of lifeline State Highway links. Significant and sustained investment in resilience and efficiency improvements is required on State Highway 2 north to Wairoa and Gisborne, and State Highway 5 Napier to Taupō.

Alongside this, we need to build resilience into the journey of our region's produce from the farm or orchard gate to their markets. Repairing, enhancing, and strengthening state highways is a key element of building transport system resilience and efficiency. Ultimately, a resilient and reliable transport system will drive economic productivity. The infographic below shows some of the planned and proposed investments across the state highway network in Hawke's Bay.

Proposed investment 2024 - 2027:

More detail: **Chapter 3, Section 3.1, pages 22-24**

See how we are investing: **Chapter 6 pages 70-73**

It is proposed to:

- Secure reliable and resilient journeys on State Highways by repairing damaged and destroyed portions: $1.5 - $2.6B
- $750 - $830m to provide corridor-wide improvements on SH5
- $200 - $260m to provide a resilient solution for Waikare Gorge
- $60 - $102m for network wide improvement to keep our communities and people safe
- Many of these works will be delivered over time through a combination of NZTA works and Transport Recovery East Coast (TREC) alliance works.

Strengthening our urban links and driving economic productivity

The Hawke's Bay expressway is the transport spine of the region and connecting to both the north and south. Our communities rely on the roading network between Napier to Hastings to support economic growth and enable people to get to work, school, and other activities.

With many journeys on the expressway capacity, particularly at peak times, can be challenging. Capacity improvements along the corridor will boost resilience, productivity, and efficiency of the network, as well as connections between the two cities. Additional capacity could support the efficient and reliable movement of freight and public transport.

Proposed investment 2024 - 2027:

To strengthen our urban links:: **$750 - $830m**

More detail: **Chapter 3, Section 3.1, page 24**

Transport Priority 2
Tansport choice

Creating efficient transport choices to connect our communities and drive economic growth

Efficient and effective transport choices provide options for our people to get to where they need to go. Transport choices can also help to decongest key corridors, freeing them up to support economic development and growth across our region.

Public transport

The Regional Public Transport Plan sets out a step change in our public transport system to ensure that it is efficient, safe, accessible, with highly efficient use of road space, decongesting key corridors and reducing travel times. The plan includes a new bus network between Hastings and Napier that is more frequent and efficient. As a region we need to increase bus patronage. Increasing the efficiency of our public transport system is likely to unlock economic, social, and community opportunities.

Proposed investment 2024 - 2027:

Operations and our step change network 24 - 27: **$45m**

More detail: **Chapter 3, Section 3.7, pages 34-36**

See how we are investing: **Chapter 8, pages 92-95**

Active transport

To ease congestion and reduce emissions, we need to encourage people to move around through walking, cycling, scooting, or other low-emission forms of transport. This will require behaviour change, easier access to purpose-built infrastructure, and the ability for these different forms of travel to easily integrate. This reduces road maintenance costs and boosts positive health outcomes.

Proposed investment 2024 - 2027:

Active Transport: **$34.5m**

More detail: **Chapter 3, Section 3.3, page 37**

See how we are investing: **Chapter 8, pages 89-92**

Transport Priority 3
Safety

Keeping our people safe

Hawke's Bay roads have a low safety rating nationally, with deaths and serious injuries having increased on average over the last five years. The monetised social cost of this over the last five years is estimated at $744m. To reverse these statistics, we need to change driving behaviours, continue with road maintenance and safety infrastructure investment, and implement the new RoadSafe Hawke's Bay strategy.

Benefits:

Estimated cost of infrastructure: **$43m**

RoadSafe Hawke's Bay education & intervention investment: **$1.9m**

More detail: **Chapter 3, Section 3.9, pages 41-46**

See how we are investing: **Chapter 8, pages 101-107**

How do we pay for it?

The RLTP is the main way we secure funding from the National Land Transport Fund across a range of different investment classes for our region. This RLTP has a proposed investment programme across three main areas:

Ongoing investments in our regional transport system across existing investment types, including:

- Continuous programmes (Maintenance, Operations, Renewals)
- Low-Cost Low - Risk ($2m or less)
- Capital works ($2m or more)

Direct crown funded transport system investments as part of Cyclone Recovery

- Projects on the Horizon – currently unfunded projects required across our transport system.

The investment programme sets out what we propose to do across our transport system for the next decade. The ongoing investments are set out by activity class, as articulated within the draft Government Policy Statement on Land Transport 2024.

Our proposed capital works programme

Most projects in this plan requiring significant investment are likely to be covered in the capital works programme. These projects are prioritised in order of importance to the region. The regionally prioritised programme of capital works is listed below. The capital works programmes are prioritised across a range of evaluation criteria and have a potential score out of 100. The higher the project score, the higher the prioritisation.


Project score rank
1 Waikare Gorge Implementation 92.5
2 Future Form & Function review & PBC 91.3
3 SH2 4 laning 85.0
4 Tairāwhiti Wairoa Resilience - Rebuild (implementation) 82.5
5 Hawke's Bay Resilience rebuild 82.5
6 Mahia Connectivty 78.8
7 SH2 Waipawa Bridge shared path 76.3
8 SH5 (incl. safety) programme of work 73.8
9 Te Mata – Waimarama roundabout 65.0
10 North Eastern Connector - Hastings 61.3
11 SIP SH2 Paki Paki to Napier - Media Barrier 48.8
12 SH2 Eskdale commercial vehicle rolling safety centre 40.0
Have your say
Tukua mai ō whakaaro
The easiest way is online at hbrc.govt.nz
Regional Land Transport Plan 2024-2034 Consultation Document | 19


20 | Regional Land Transport Plan 2024-2034 Consultation Document

In Conclusion

Our transport system already suffered from an under investment across a range of areas - highway and local road maintenance, public transport services, active transport infrastructure to create commuter choice and decongest our roads, and investing for future housing and employment development. Gabrielle showed that our transport system is at the limit of its durability. The Joint Transport Committee would value your thoughts and input about this plan, and whether or not what is proposed offers a pathway for us to gain the resilience, strength, safety and choice we want for our transport network.

Hawke's Bay Regional Land Transport Plan 2024-2034 feedback

There are a number of ways to share your views with us on this consultation.
Please read the Hawke's Bay Regional land Transport Plan consultation document before having your say.
Thanks for taking the time to get involved.

First name: ..... Last name: .....

Email: .....

Address: .....

If you are submitting as the official spokesperson on behalf of an organisation, please give the organisation name here: .....

Constituency: ○ Ahuriri-Napier ○ Heretaunga-Hastings ○ Ngaruroro ○ Tamatea-Central Hawke's Bay ○ Wairoa ○ not sure ○ out of region

Are you a Hawke's Bay ratepayer? ○ Yes ○ No

1. Do you support our 30 year regional transport system strategic vision?

Please circle *(5 = Strongly support | 1 = Strongly against)* 5 4 3 2 1

Additional comments: _____

2. Do you support our proposed strategic objectives?

Please circle *(5 = Strongly support | 1 = Strongly against)* 5 4 3 2 1

Additional comments: _____

3. When considering our 10 year transport priorities do you agree we've got the in the right order?

Please circle *(5 = Strongly support | 1 = Strongly against)* 5 4 3 2 1

a. Would you change anything, if so, what? _____

4. Do you support the overall proposed investment programme (including business as usual activities), particularly as it relates to resilience and rebuild?

○ Yes ○ No

a. Why / Why not? _____

Have your say
Tukua mai ō whakaaro

The easiest way is online at **hbrc.govt.nz**

5. Considering the initial proposed work on the vital state highway links, do you think this will provide increased resilience, reliability, and efficiency for our region?

Yes No

Please explain _____

7. When considering the prioritised programme of capital works (refer 19), do agree the prioritisation is righ?

Please circle *(5 = Strongly support | 1 = Strongly against)* 5 4 3 2 1

a. If we haven't got it right, what should the rankings be? _____

8. Do you have any further thoughts on the draft RLTP?

Need more room? You can attach extra pages, just make sure they include your name and address.

Do you wish to present your submission to the Regional Council at a hearing between 3 or 7 May 2024.

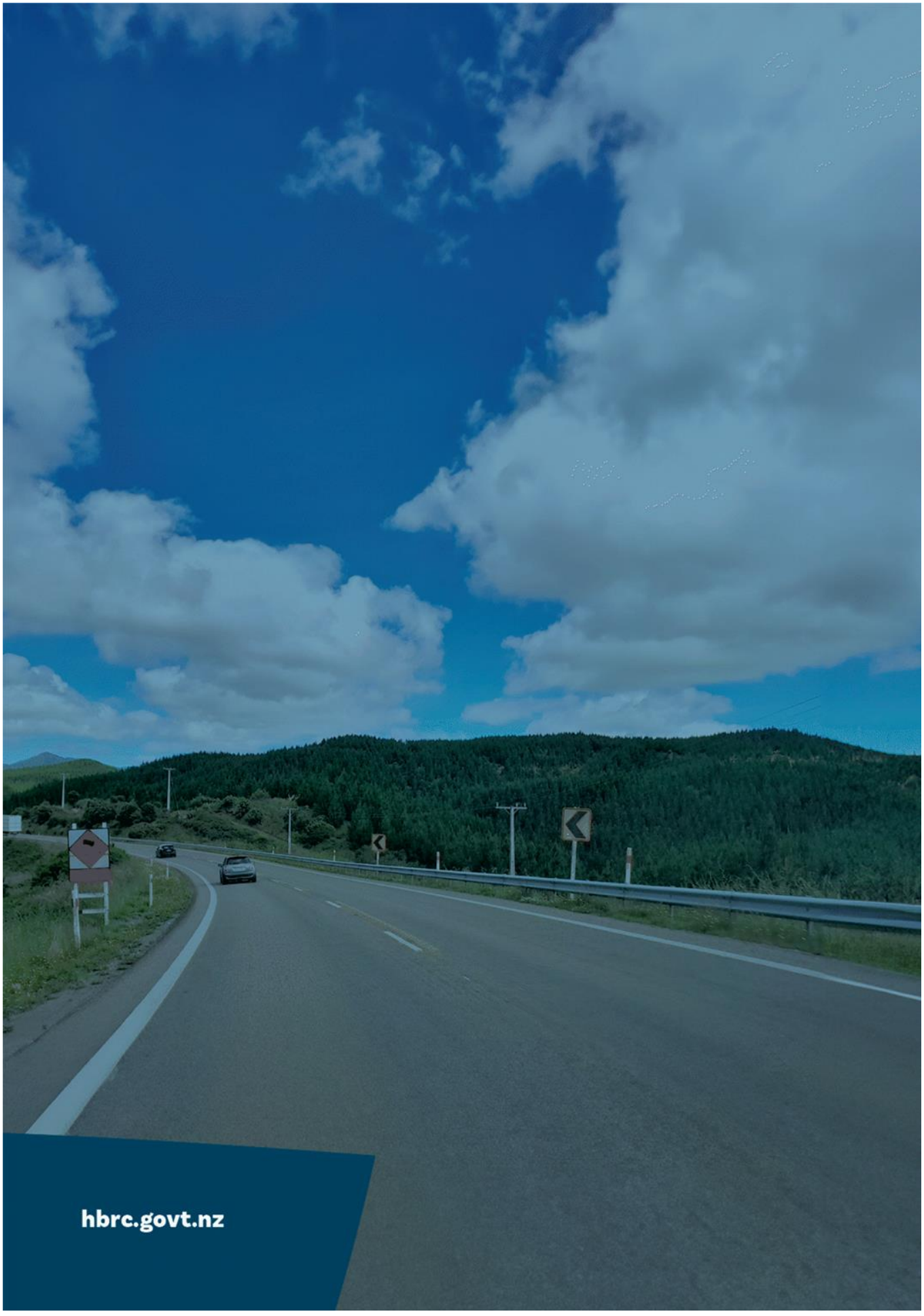
Yes No *If yes, please provide a daytime contact number and/or email address.*

Privacy Statement *- Submissions are public information. Your name and feedback will be included in public documents as part of the decision-making process. All other personal details will remain private. This information will be held by Hawke's Bay Regional Council but only for the purpose of this feedback process.*

One submission per individual or organisation. If your submission is out of scope, you may be asked to resubmit. You will have opportunities to provide feedback on the detail of the Strategy as part of a formal consultation process at a later date.

Online: hbrc.govt.nz, search: #consultation or scan our QR code
Email: transportplan@hbrc.govt.nz
Post: Hawke's Bay Regional Council, Private Bag 6006, Napier 4142
Hand deliver: 159 Dalton Street, Napier

We must receive your submission by 8pm on Sunday 14 April 2024.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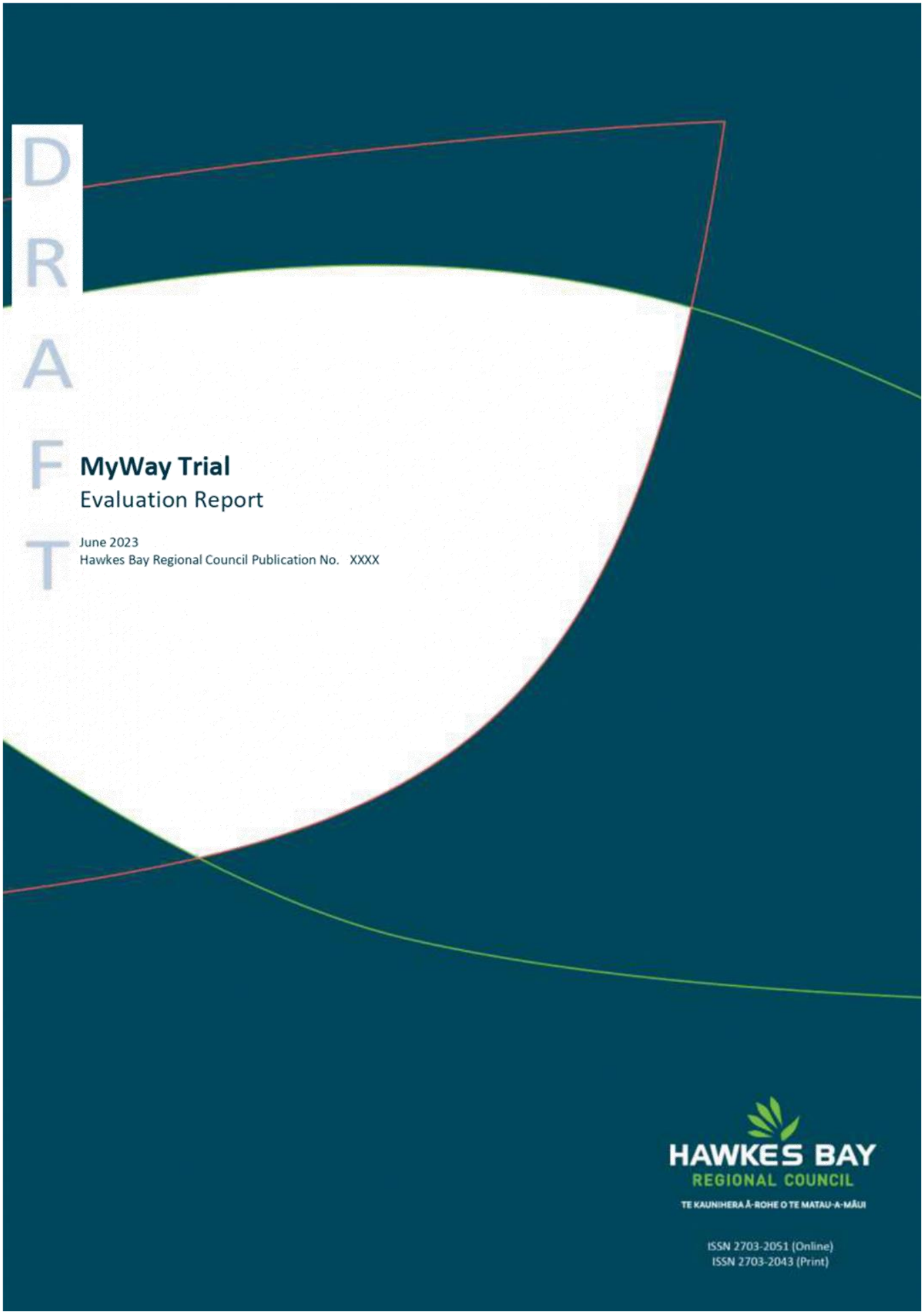
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DRAFT

MyWay Trial
Evaluation Report

June 2023
Hawkes Bay Regional Council Publication No. XXXX

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Scope of this report

This scope of this report is the first 12-months of the On Demand Public Transport (ODPT) trial in Hastings. It includes learnings and information from the discovery, design and implementation phases of the trial and aims to reflect on the success of the trial. At time of writing the service is still live in Hastings and lessons are continually being learnt about the application and delivery of ODPT in Hastings and community and customer engagement with the service. The results presented in this report are a synthesis of working experience, continuous learning, and quantitative and qualitative research conducted during the trial.

Background

In response to the issue of declining use of public transport and the need to reduce emissions from transport, the Hawke's Bay Regional Council looked at innovative and new technologies to revitalise the public transport offering in the region.

On the back of the country's first on-demand public transport service pilot by Environment Canterbury in Timaru it was determined that on-demand public transport may further enhance the achievement of public transport objectives in Hawke's Bay. On demand public transport offers a flexible delivery model, more focused on customers and their needs. It provides a real and attractive transport choice for the community, including those who would normally use private vehicles, increasing public transport beyond the traditional focus of the transport-disadvantaged population. The trial replaced three existing fixed route services that had a long history of poor performance and patronage. Access to this new service is via an App or phoning to secure a booking.

The trial was approved and incorporated in the Hawke's Bay Regional Council's 2021-31 Long Term Plan. The trial was funded by Hawke's Bay Regional Council (HBRC), Waka Kotahi (New Zealand Transport Agency) and revenue collected through bus fares.

Hawke's Bay public transport challenges

Providing public transport outside of main centres has long proved a challenge in New Zealand. The Regional Public Transport Plan 2019-2029 identifies three main problems:

(1) The ease of driving in the region and general perception of public transport is leading to reduced usage from those that have their own vehicles.

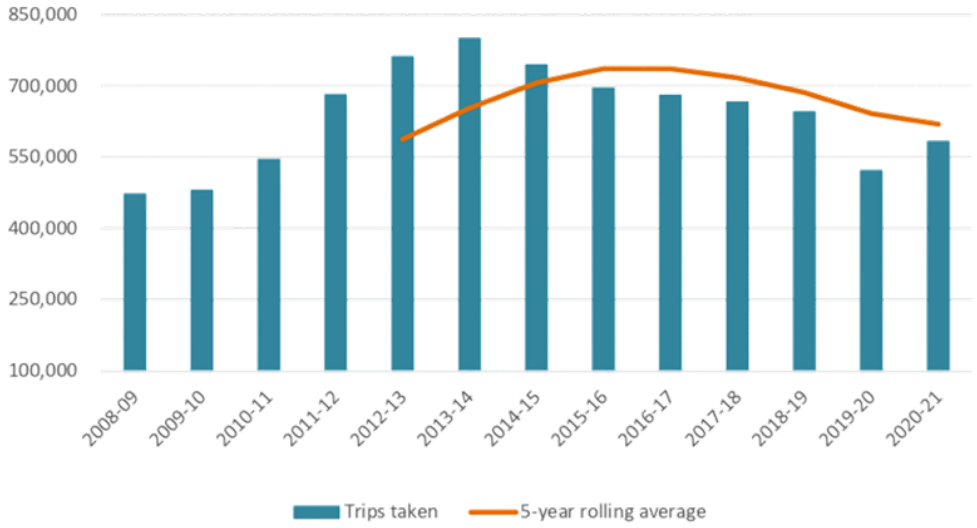
(2) The current car focused investment model in rural and provincial areas is leading to a suboptimal transport system that does not effectively integrate public transport.

(3) Limited accessibility and frequency of bus services is leading to under-utilisation of public transport.

In Hawke's Bay, there are bus services running both within and between Napier and Hastings. Patronage increased significantly between 2009 and 2014 (from 480,000 to nearly 800,000) but has steadily declined since as illustrated in Figure 1.

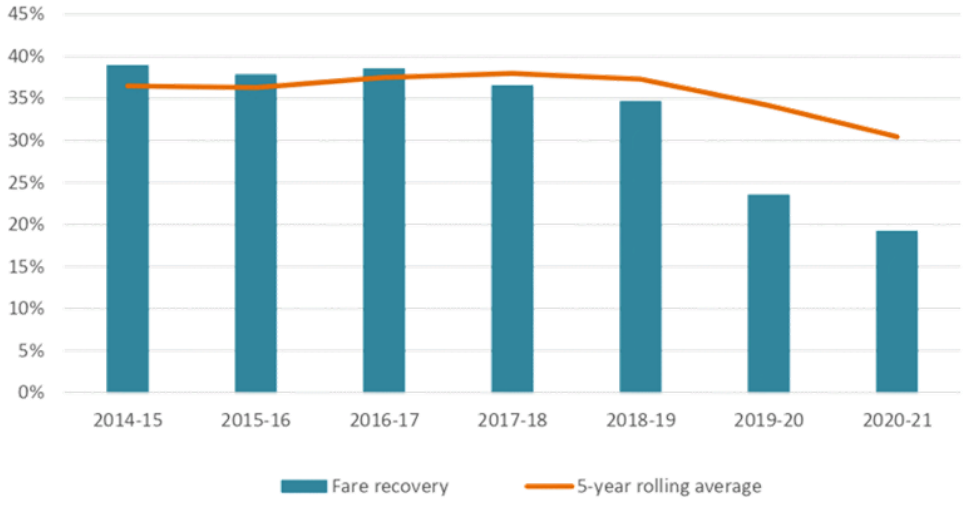
Version

Figure 1: All bus trips in Hawke's Bay 2009-2021 with the rolling 5-year average.



In turn with a down trend in passenger numbers, farebox recovery rates have also declined from nearly 39% in the 2014/2015 financial year to below 20% in 20/21. This has been more acutely felt during the COVID-19 lockdown and subsequent alert levels as fares were temporarily abolished and followed by a flat fare structure from August 2020 (see in Figure 2 below). Declining bus patronage in the region is also partly attributable to changes in bus routes, the introduction of a flat fare structure, lower fuel prices and a general trend of increased car ownership due to the convenience of private vehicles.

Figure 2: Proportion of total service costs covered by fares 2014-2021 with rolling 5-year average.



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What is on-demand public transport?

On-demand public transport (ODPT) is a flexible type of public transport service with no fixed route. It responds in real-time to passenger demand to determine route and deliver passenger trips. On-demand public transport systems require passengers to request a journey by booking with a central dispatcher (software and/or a person), which determines the journey options available given the users' location and destination. The three most common operating modes are:

- Anywhere-to-anywhere.
- Anywhere to/from a common point i.e. a transport hub, hospital etc.
- Fixed route deviation – vehicle adheres to a fixed route but may deviate within certain parameters on request.

The Hastings trial is an anywhere-to-anywhere operating model but restricted to a defined area, collecting passengers from a 'virtual stop' nearby and dropping them off at or close to their destination.

Benefits of on-demand public transport

There are a number of benefits to on-demand public transport, including:

- Convenience and flexibility – on-demand public transport is more convenient as passengers are able to choose the time they travel, they have the ability to manage their journey via a mobile application and can pay by various payment methods.
- Accessibility and/or social benefit – a more flexible service increases the accessibility of public transport for people within a community due to a combination of smaller vehicles being able to access more streets, no walking to bus pick-up/drop-off locations and less waiting outside in the weather.
- Environmental – vehicle supply can be relatively scaled to fit demand meaning fewer empty vehicles running in off-peak periods. This is particularly true when ODPT services are compared with fixed route services running on timetables.

Alignment to strategic objectives

The on-demand public transport delivery model supports the achievement of both national and regional strategic objectives.

Table 1: National and regional strategic objectives meet by on-demand public transport.

National	
Government Policy Statement on Land Transport 2021/22 – 2030/31	**Better Travel Options Priority** Have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport. Providing people with better travel options to access places for earning, learning, and participating in society. **Climate Change Priority – Inclusive access** Mode shift in urban areas from private vehicles to public transport, walking, and cycling will support efforts to reduce emissions.

National	
New Zealand Health Strategy	**Flexible, appropriate care** Developing services that are focused on preventing illness and delivering care closer to home, and support access for the most under-served communities.
National Policy Statement on Urban Development 2020	**Objective 8:** New Zealand's urban environments: (a) support reductions in greenhouse gas emissions; and (b) are resilient to the current and future effects of climate change. **Policy 1:** Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum: (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport.
New Zealand Disability Strategy 2016-2026	**Outcome 5 – accessibility** We access all places, services and information with ease and dignity.
Regional	
Hawke's Bay Regional Land Transport Plan 2021 – 2031	**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. **Objective 4**: Transport choices for all users to meet social, economic and cultural needs. **Policy 4.1**: 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. **Headline target: have** 30% of population travelling to work and 65% travelling to education will walk, cycle and use public transport by 2030.
Hawke's Bay Regional Public Transport Plan 2022 – 2032	**HBRC's vision for public transport is:** To deliver public transport that is safe, accessible, and supports the shift to reduce driving and emissions in Hawke's Bay, while improving the economic, social, and environmental well-being of the people of Hawke's Bay. **Network objectives:** ▪ An efficient network that gets good value for money, by supporting the greatest number of journeys it can from the resources used to operate it. ▪ Services run right across the day to be available for people to use whenever they want to travel. **Customer objectives:** ▪ People in the urban areas of Hastings and Napier have access to public transport services to connect them to employment, shopping, medical, entertainment, and recreational and educational facilities.

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Regional	
Hawke's Bay Regional Council 2021 – 2031 Long Term Plan	**Community Outcomes** Healthy Environment ▪ By providing sustainable transport options, reducing emissions and creating a healthier environment. Resilient Community ▪ By providing access for the transport disadvantaged, and access to essential services and amenities.

By providing better transport choices for the community, on-demand public transport also supports the achievement of the region's goal of net zero greenhouse gases by 2050. Experience elsewhere shows that patronage levels increase significantly with an on-demand model. The anticipated reduction in private vehicle use, addresses climate change mitigation measures which is a key focus area for both the Regional Council and government. On-demand public transport is also consistent with two level of service statements in the 2021 – 2031 Long Term Plan:

(1) HBRC will develop and implement the region's transport planning documents to promote integration, a low carbon future and sustainability of all transport modes and a resilient, efficient, and reliable network.

(2) HBRC will provide an accessible, integrated public transport service for the people of Hawke's Bay and work with the relevant territorial authority to ensure appropriate service infrastructure to meet transport needs and transition to a low carbon economy.

Feasibility study

The decision to proceed with the on demand public transport trial was pre-determined through the Hawke's Bay Regional Council's 2021-31 Long Term Plan planning process. However, a feasibility study was prepared to help understand why the trial was being undertaken, why Hastings was chosen and the timing of the trial. As the trial was modelled on the Timaru experience the population demographics of the two cities was also compared. The study reinforced the decision to trial the service in suburban Hastings, replacing the underperforming 16A, 16B, and 17 routes – which had a combined average of 110 passengers each day across the three services.

Prior to consulting on the trial as part of the Long Term Plan, consideration was also given to reviewing and adjusting routes 16A, 16B, and 17 to ensure maximum benefit. This would have likely seen them combined into a route 18 to gain coverage due to the low number of users, however this would not have supported mode shift to public transport and would have likely seen patronage decline further.

Current users - Hastings fixed routes

Given the trial would be replacing several bus routes, current bus users of the Hastings fixed routes were surveyed in the pre-engagement stage of the trial. During these surveys it was identified that though the move from a fixed route service to an on-demand service wouldn't impact many people, it would have a greater impact on the small number of people that do use the service. The groups identified that would be most disrupted by the change in service were students, commuters transferring to connecting buses, and low socio-economic 65+. This was predominantly because the current Hastings fixed routes serviced senior housing, and low socio-economic areas.

Most of the 65+ bus users were residents of Council flats, or Masonic villages travelling on the bus during off-peak times using their SuperGold card. During pre-engagement it became apparent that not only would these users not be able to use the booking app, they also did not have landlines to make a booking via phone. 100% of this user group identified that they use the bus as they have no other means of getting around, and given the timetable and stops don't change, they're able to get where they need to go without relying on a phone or the internet. Consideration was given to continue to offer a fixed route service for this user group operating with an on-demand minivan from 9.00am to 3.00pm to ensure all residents continue to have inclusive access to the network, however the decision was ultimately taken to work with Hastings District Council to address the inequity directly.

Approximately 80% of peak time users of the fixed routes were students, most of which were transferring to or from other buses either in the on-demand zone, or another area such as Flaxmere, Havelock North or Napier. Commuters using the fixed routes fell into two categories - those using one bus to get to the center of Hastings to walk to work and those using one service to transfer to another to reach their work outside of Hastings.

Objectives of the trial

The overall objective of the trial was to make Hawke's Bay's public transport network a more accessible and attractive transport option for everyone. However, specific objectives of the trial were to:

(1) Increase bus patronage in the Hastings urban area (from a baseline of around 25,000 complete trips per annum, 2020-21)

(2) Bring a public transport service within 400m walking distance of every Hastings urban household – target 100% (from a baseline of 69.2%)

(3) Increase use of public transport (bus service) as a main means to:

3.1 travel to work – from a baseline of 0.5% compared with a national average of 4.2%; and

3.2 travel to education – from a baseline of 2.6% compared with a national average of 7.1%

(4) Reduce maximum wait times for a bus service during operating hours to 30 minutes (from an average baseline between 1-3 hours).

Budget and targets

The budgeted cost of the trial on-demand service were as follows.

Table 2: budgeted cost of the on-demand trial in Hastings.

LTP option basic	Y1 (1 month)	Y2
Set up costs / one off		
Via Set up	72,500	
Decals	15,000	
Fare tech	57,000	
Marketing	50,000	
Trial overlap	10,769	
Opex		
Via hastings	4,350	52,200

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Go bus Hastings	19,706	236,477
Total costs	**229,326**	**288,677**
less fare revenue	-5,447	-65,365
after fare revenue	223,879	223,312
LTP budget	355,957	238,549
Variance to LTP	**-132,078**	**-15,237**
Carry forward	-	132,078
Unused budget available to carry forward	**132,078**	**147,315**

The initial budget was developed based on known costs at the start of 2022. However, the service, along with others has incurred 31% indexation (NZTA specific CPI for public transport). Essentially, this means it costs at least 31% more than initially budgeted to simply run the service as described in this review. The indexation figure does not represent any further changes, modification, innovations, or additional capacity.

When the MyWay service was first developed it was necessary to develop an understanding of the current performance of the fixed route services that were being replaced. It was also necessary to develop some performance metrics to measure the MyWay service against. The key indicators and associated targets are:

- Patronage - targeted increase of 70% compared to baseline fixed route services
- Annual gross operating costs - costs kept to a 104% increase compared with fixed route services
- Fare revenue – Fare revenue on the On Demand service increases by 298% p/a compared to historic fixed route performance
- Subsidy per trip – the increase in subsidy rate per trip kept to no more than 10%

The above targets were based on modelling developed from a range of sources, including similar trials of on demand services and historic performance of fixed route services.

Community and customer engagement

Prior to commencing the trial Council engaged with Environment Canterbury to understand lessons learnt from the Timaru trial that would help the Hastings trial succeed. Key learnings shared were:

- Engagement is key – know your audience, know who will influence your audience, know the right messages and channels to use to talk to your audience.
- Resource well – people and funding.
- Build community ownership – through champions and competitions.

The launch of the trial was supported by an engagement plan and a communications and marketing plan both of which were informed by the pre-engagement with current bus users. Council took a community-focussed approach to engagement and tailored it to the needs of the different community groups and organisations, engaging with them in the months leading up to the trial, as well as holding public workshops. Council built relationships with 'champions' from within the community who acted as liaisons, offered advice on engagement and communication, and tested the initial service. Alongside the champions, Council also connected with key businesses who operate a 'call on behalf' service to make ride bookings for users.

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The marketing campaign for the on-demand service launched six weeks before the trial began and targeted messaging and mediums to the demographic of current users of the 16A, 16B, and 17 routes as well as potential users of the service. The marketing campaign included digital mediums (social media, websites, digital advertising, etc.) and hard copy (posters in shop windows, flyer drops, information through community drop-in sessions, etc.). Marketing has continued throughout the trial.

MyWay service design

The MyWay service launched publicly on 7 June 2022, after a two-week test period, with a group of 100 users. These champions trialled the service for free, providing valuable feedback that allowed any issues to be resolved or improved before the public launch. The service operates from 6.00am to 6.00pm Monday to Friday in suburban Hastings. The boundary for the service is outlined in Figure 3 below.

Figure 3: The boundary of the MyWay service.

Users book a ride through either the MyWayHB App, the call centre or a booking service centre. By using demand responsive software, MyWay matches customers who are travelling in the same direction and calculates an optimised flexible route to pick up users from a 'virtual stop' – a maximum of about 200 metres away – and drop off point at, or close to, their destination.

The service incurs a $2 fare, for all rides from anywhere in Hastings. Super Gold card holders travel for free from 9am to 3pm, child concessions and the community services card half price concession also applies. If a rider is transferring to another fixed route service, they do not pay more than $2 for their total trip. The $2 fare is double the current single zone fare using a BeeCard, but is justified by increased frequency,

availability, and proximity. The decision to set the fare to $2 was for cost recovery, given the cost to operate the service is higher than the fixed route services, however it was considered to represent reasonable value for money given the increased flexibility. At the time the service was launched those with alternative transport options felt the fare was reasonable. However, those with no alternative transport options felt the was expensive.

Riders can pay via card in-app or using their Bee card in-vehicle. Cash fares are not accepted. Top-ups can be made on the service. Riders using the service for the first time, who may need to use the service to get to town to purchase a Bee Card, are eligible for a free trip using a promo code. The reason for not facilitating cash fares is due to the lack of space in the driver area of the vehicle, and the perceived safety issues associated with the possibility of drivers being one to one in a vehicle at times.

In total there a three vans operating in the MyWay fleet. One of these is a lower floored wheel chair accessible van, with all rolling stock being modern efficient diesels. The vans operate on a revolving roster.

Service delivery adjustments

-During the trial period there were some small service parameter changes designed to make the service more user friendly. This included changing the pickup time bands from 30 – 45mins to enable a greater catchment of potential riders. The overall capacity remined the same throughout the trial, with three vans in operation.

Trial evaluation

Assessment against the objectives of the trial

Table 3: National and regional strategic objectives meet by on-demand public transport.

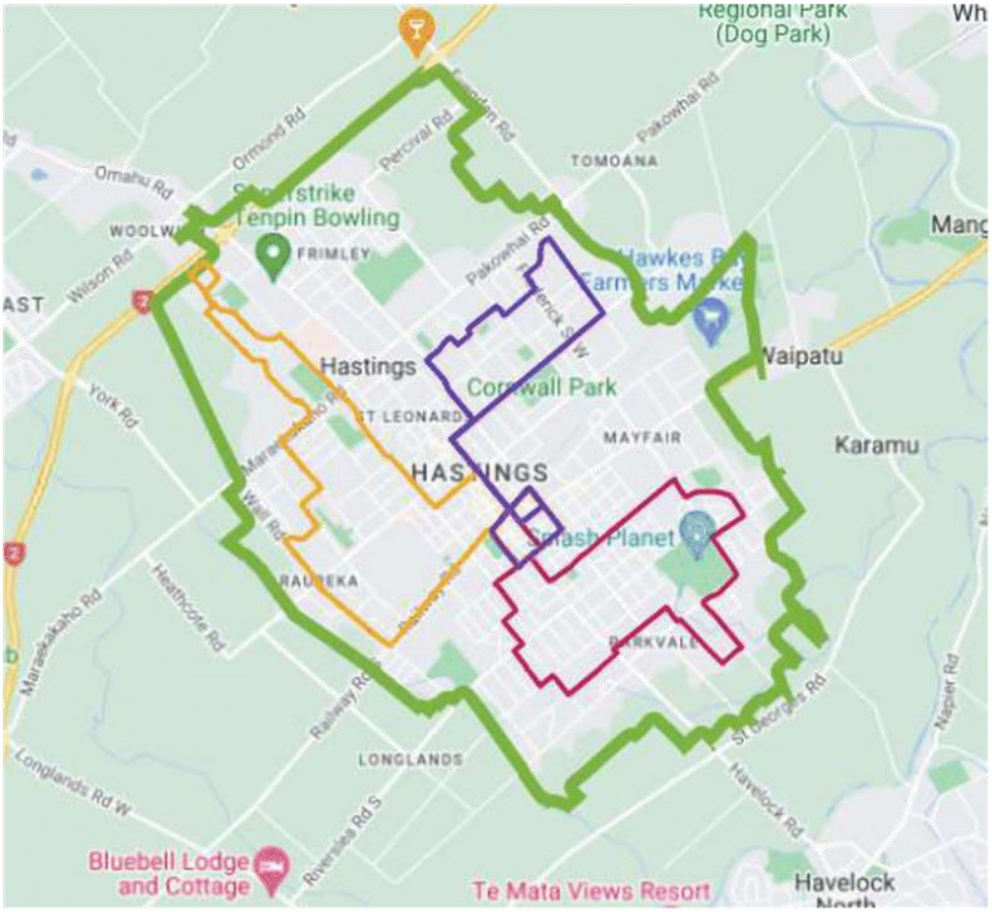
Objective	Commentary
Increase bus patronage in the Hastings urban area against the three replaced fixed route services.	From June 2022 – June 2023 34,644 trips were completed using the MyWay service. This is a 50% increase on the baseline of 23,000 trips per annum for the three services in place prior to the trial.
Bring a public transport service within 400m walking distance of every Hastings urban household	The MyWay service brought public transport to within 400m walking distance of 100% of the trial catchment within urban Hastings households.
Reduce number of cars in the CBD without seeing a reduction in retail foot traffic and spend	The increased use of public transport has not been significant enough to see a notable reduction of private vehicles within the CBD to support a material change. Carparking incentives and / or cheap parking continue to be a challenge to the increased uptake of public transport services. Ultimately, a service such as MyWay has the potential to create fast, efficient, and relatively direct access to a range of activities, such as shopping, for users.

Objective	Commentary
Increase use of public transport (bus service) as a main means to: a. travel to work – from a baseline of 0.5% compared with a national average of 4.2%; and b. travel to education – from a baseline of 2.6% compared with a national average of 7.1%	This objective cannot be measured until new census data is released

Accessibility and integration

The map below sets out the operational area of the MyWay service. Within the trial area there are many virtual stops that help the rider, driver, and app to decide the most optimal route for any given ride.

Figure 4: MyWay boundary and removed fixed routes.



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Virtual stops

The virtual stop is a key feature of the Via technology that drives the MyWay service. A virtual stop enables the rider to be collected from a pick up point that is no further than 200m from where they are at the time of booking. For riders with mobility challenges a driveway-to-driveway service can be used. These virtual stops are not fixed, and no infrastructure is required to support them. Virtual stops can be a range of things, with examples including a shop, street corner, or nearby driveway. The virtual stop is managed with in the MyWay app and is distance-based measurement, overlaid with landmarks in the area – if there are any. This could mean that a pickup or drop off point is at a location that may require riders to walk to.

As noted above the MyWay service brought public transport to within 400m walking distance of 100% of the trial catchment in urban Hastings households (excluding Havelock North and Flaxmere) from a baseline of 69.2% of Hastings households. However, one challenge that has arisen throughout the trial is the lack of standard and / or safe "drop zones" for safe pick-up and drop-off for the service. Users may be required to cross roads where there are no feasible means of safety crossing to meet their pick up and drop off points. Naturally, this creates unexpected, and in some cases unnecessary, access and mobility challenges for some users.

Passenger demographics

Broadly, the household catchment for the trial encompassed most suburbs in Hastings, not including Havelock North and Flaxmere. Across the trial catchment area there are a range of riders from different socio – economic backgrounds, some with access to alternative means of transport who simply liked the access, ease, and pricing of an on-demand service, while others from lower socio-economic backgrounds had no alternative and effectively no choice.

Passengers in low-socio economic suburbs have been disproportionately disadvantaged by the on-demand service. By removing the fixed route service and making on-demand their only option, riders in lower socio-economic areas must have access to a mobile phone or landline to utilise the service. Unfortunately, this is not the case for many of the population in areas like Camberley, Raureka, Mayfair, and some of the elderly community.

Members of these communities may not have access to mobile phones or land lines, and no immediate network to assist. The impact of this is that these people have been left with even more limited, and in some cases non-existent transport choice. Additionally, the cost of the service could not be subsidised to the same extent that fixed route services were, and the cost of the on-demand service was $2 as opposed to $1 for the fixed route service. For those that relied on public transport to access essential services, they were financially impacted.

Access and modal integration

The service is accessible, but limited, due to only one of the three vans being wheelchair accessible for people with mobility needs. Given the other two vans have steps, they are difficult for those with limited mobility to access and use with ease. Conversely, with the smaller size of the MyWay van, relative to a bus, access has been somewhat improved for some riders due to the swift ability to get on and off.

Integration with other modes has not been as successful as expected either. Due to the inability to fix bike racks to the vehicles, other than the wheelchair accessible van, the use of bikes to extend trip length and flexibility has not been enabled. Given the variable nature of ride arrival times and ride lengths, the service doesn't integrate well with other routes within the public transport network as there is limited certainty of connection. This means that in its current form the service operates well independently, but not as part of an integrated network.

Since the implementation of the trial in June 2022, the Regional Public Transport Plan (RPTP) was drafted, consulted on, and adopted. This has seen the development of a new public transport network set to begin in August 2025. The RPTP provides for a step change in the way public transport services are delivered in Hawkes Bay and includes a new network with three updated routes for Hastings. The RPTP sets the strategic direction for the public transport service and currently does not provide for on demand public transport past the trial period.

Patronage

During the trial period patronage increased when compared with the performance of the fixed route services that the MyWay trial replaced. During the trial period there were 34,644 completed rides across the 12 months. The met demand rate, a measure that sets out the percentage of rides requests and completed was 93.8%, indicating good service performance overall. The service had clear peak demand periods around school and work start and finish times.

There were 1245 active riders across the trial period with 6,869 driver hours logged. Importantly, there were 3,910 accounts created over the trial period, indicating sustained community interest in the service during the trial period.

On Demand trial performance against targets

Table 4 below sets out the actual trial performance against the targets following a year of operation. The targets have been developed based on the baseline data available – the historic performance of the fixed route services the trial was replacing.

Table 4: actual performance against pre trial targets

Metric	Target percentage change	Actual percentage change
Patronage	+70% on fixed route historic performance	+50% on fixed route historic performance
Annual gross operating costs	+104% compared with fixed route operating costs	+ 159% compared with fixed route operating costs
Fare revenue	+298% against fixed route service	+140% against fixed route service
Subsidy per trip	+ 10% on fixed route subsidy amount	+73% on fixed route subsidy rate

The overall cost to run and manage an on demand public transport service is higher that fixed route services. This increase is reflected in the actual percentage change. It is valuable to note that the operational costs incurred indexation (essentially inflation) of 31%. The operating costs also experienced other unexpected cost increases.

While patronage increased by a significant amount it did not quite meet the target. However, from a passengers carried and overall utilisation perspective a 50% uplift is a positive result. Despite the increases in fare prices ($1 for fixed route vs $2 for MyWay) the actual fare revenue fell short of target expectation. This will be, in part, due to the performance of patronage – less people carried naturally results in a reduced fare revenue recovery.

The subsidy per trip increased significantly against the target uplift. This metric effectively measures the amount of ratepayer dollars that go towards subsiding the operational costs, down to an individual trip level. A 73% increase is significant and does not represent great value for rate payer investment, when

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viewed as a metric in isolation. This increase in subsidy rate can also be partly attributed to both the unexpected increases in indexation and the overall patronage levels.

Environmental impact and mode shift

Due to supply chain issues brought about by Covid-19 and budget constraints, the three MyWay vehicles could not be procured as zero emission units. Due to the nature of how the on-demand service works, that being it is a software-based transport solution that optimises the pickups and drop offs of multiple riders during a trip, it can be challenging for the service to adequately aggregate demand. Put simply, it can be difficult to fill the majority of seats on each trip, each day, making capacity utilisation variable. As a result, the overall average rider number per trip are 2.5, against a target of 5. Naturally, a higher utilisation rate means more people are being transported, and individuals' emissions are being reduced.

Given the flexibility of trip location/distance, the total annual distance travelled by the service is 141,064kms. This includes dead-running, which is a necessary operational element to take the vans back to base and relocate as needed during the day. Based on total passenger numbers, the effective distance per passenger is 4km. Excluding dead-running, it is 2.3km.

Additionally, while the Hastings trial introduced a new public mode, it did not increase transport choices, as the service replaced the existing fixed route services and was further supplemented by the remaining fixed route services. While passengers had increased flexibility in timings and locations of travel, they did not have increased mode choices.

Community and customer feedback

Following an HBRC user survey, conducted over February 2024, with 135 respondents, the following insights about the service were gathered:

- Over 80% are satisfied with the overall service.
- Over 70% of respondents prefer the on-demand service compared to a traditional, fixed bus route.
- Generally, affordability and convenience are the two key factors contributing the use of the service.
- The main benefits experienced by riders on MyWay are *Saving money, reduced commute times and commuting / travelling more often.*
- Of the main service usages, commuting to and from work was the primary usage, followed by daily errands, healthcare appoints, trips to and from education, and leisure.
- Only 33% of respondents used this service to connect to other forms of transport more than once a month.

Learnings from project partners

The call centre for the MyWay service was housed at HBRC, run by the HBRC Customer Experience (CX) team.

During the course of the trial the CX team received a significant amount of call traffic for MyWay. MyWay booking and service queries equated to approximately one third of the daily call volume. These calls typically took significantly longer as the CX team would be tracking where the van is for those riders calling in to the call centre.

The CX team also experienced some social issues, with MyWay calls producing the highest volumes of aggressive calls received by the call centre. This has had an impact on staff.

Some potential future changes suggested by the CX team to improve the service, if it were to continue include a better lost property system, looking at the option for pre-booking rides, increased capacity, extension of services to Havelock North and Flaxmere, and more clear messaging around how the virtual stop system works.

Conclusion

Based on the data and learnings throughout the trial period HBRC will extend the ODPT trial until the end of the current PT contract (31st July 2025) to maintain continuity of the service offering for the community.

A Napier MyWay trial was planned. Unfortunately, following Cyclone Gabrielle and the significant impact this had on Council finances, it is no longer financially viable to run a Napier trial.

To contract ODPT as a permanent service extensive changes to the current services contract would be required, along with potentially increased costs. Further, it would need to be determined what is required to make the service sustainable in the long term. Considerations include service levels, increased capacity, a better fleet, and extended hours. Ultimately, all of these come at increased costs. Overall, given these factors do not represent the best value for rate payer dollars.

Overall, the trial has made an impact on public transport service provision, and we will continue to investigate where ODPT will sit within our future PT service offerings.

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