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

Moving us into the future

HAWKE'S BAY REGIONAL COUNCIL

TE KAUNIHERA Ā-ROHE O TE MATAU-A-MĀUI

Transport Planning

Hawke's Bay Regional Land Transport Plan

2024-2034

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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 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, and 350km of coastline to the east. The landscape constrains transport opportunities into and throughout the region with challenging terrain with cliffs, bluffs, and road bridges through deep gorges.

The two 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.

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 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 onto 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. It is essential that clearly planned and adequately funded alternative routes are provided for across our transport system. The proposed Future Form and Function review will provide a clear and concise all of system view, by corridor, and set out the improvements, enhancements, and levels of resilience required across our transport system for the next 30-40 years.

The economic cost from Cyclone Gabrielle related state highway closures reached over $500m, which is around 4% of the Hawke's Bay and Tairāwhiti's annual GDP. Continued and future risk of disruption will undermine business confidence, reduce the competitiveness of the regions' economy and result in further economic loss. It is estimated that State Highway closures alone cost our regional economy $3 million per day. It is vital that we invest to secure reliable and resilient journeys on these vital lifeline links, along with repairing and enhancing the resilience of our local roading network.

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

Our region needs enhanced funding support for the years ahead to enable a full rebuild and recovery across the local roading network. Sustained investment and support is required to tackle the full quantum of work involved. Assessments undertaken to quantify the scope of work across the region outline the need for the current Funding Assistance Rates (FARs) plus a minimum of 20% additional assistance, along with further bespoke funding.

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 which impacted our transport system. Communities were severed, primary industry business were unable to harvest produce or get livestock off farms severely impacting our regional economy. The required recovery and rebuild works are estimated to be in excess of $1 billion.

The demands on our transport system grow as our economy and employment does.

Hawke's Bay supports significant primary industry business, with sectors such as farming, forestry, horticulture, and viticulture making large 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 2023–24 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.

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.

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

The reality is that our local roading network, in particular the rural roads, were 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.

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 this vision are the long-term strategic objectives that articulate the key elements of our future transport system:

- Resilience, security, and asset management
- Drive a low emissions transport system.
- A safe transport system for communities and people
- Inclusive access
- 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 – overall, $4.7 billion is needed over the next decade. Our communities want and need action. As a region we can't afford for the rebuild and resilience works to take decades. Without immediate investment, vulnerable communities remain at risk of isolation.

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

As a region we must continue to make effective 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 improve resilience across the system.
- focus on significantly enhanced business as usual (maintaining our system).
- strengthen community connections.
- secure safe and resilient journeys on the lifeline state highways
- strengthen 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 need:

- **$595m** on maintenance, operations, and renewals along with pothole prevention over the next three years across local roads and state highways, including emergency works already underway.
- **$40m** over three 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.
- **$27m** over the next three years to invest in walking and cycling as genuine transport alternatives on our local roads.
- 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.
- **$800 – 900m** to strengthen the connections between the two main urban areas
- **$46m** to keep our people safe across our local road and state highways, including road safety promotion and safety works already in progress.

It is important to note that the total investment would be split across a range of time horizons and is highly dependent on securing the necessary funding from the National Land Transport Fund. 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 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, while 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 have also been considered in the development of this Regional Land Transport Plan, 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.

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 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.

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 off communities 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 on record to impact the region, 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.

The power of the flood waters tore through homes, orchards, viticultural and horticultural properties, lifted roads, destroyed bridges, damaged culverts, and caused significant damages to other key lifeline infrastructure. Many marae, papakāinga, urupā, and wāhi tapu sites were significantly damaged or isolated by Cyclone Gabrielle.

Cyclone Gabrielle highlighted that the regional land transport system was at the limit of its durability and lacking in resilience. State Highway 2 north to Wairoa was closed for over three months due to damage, 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 from land transport connections for several days, relying on air and sea connections to provide access to the city for emergency response teams.

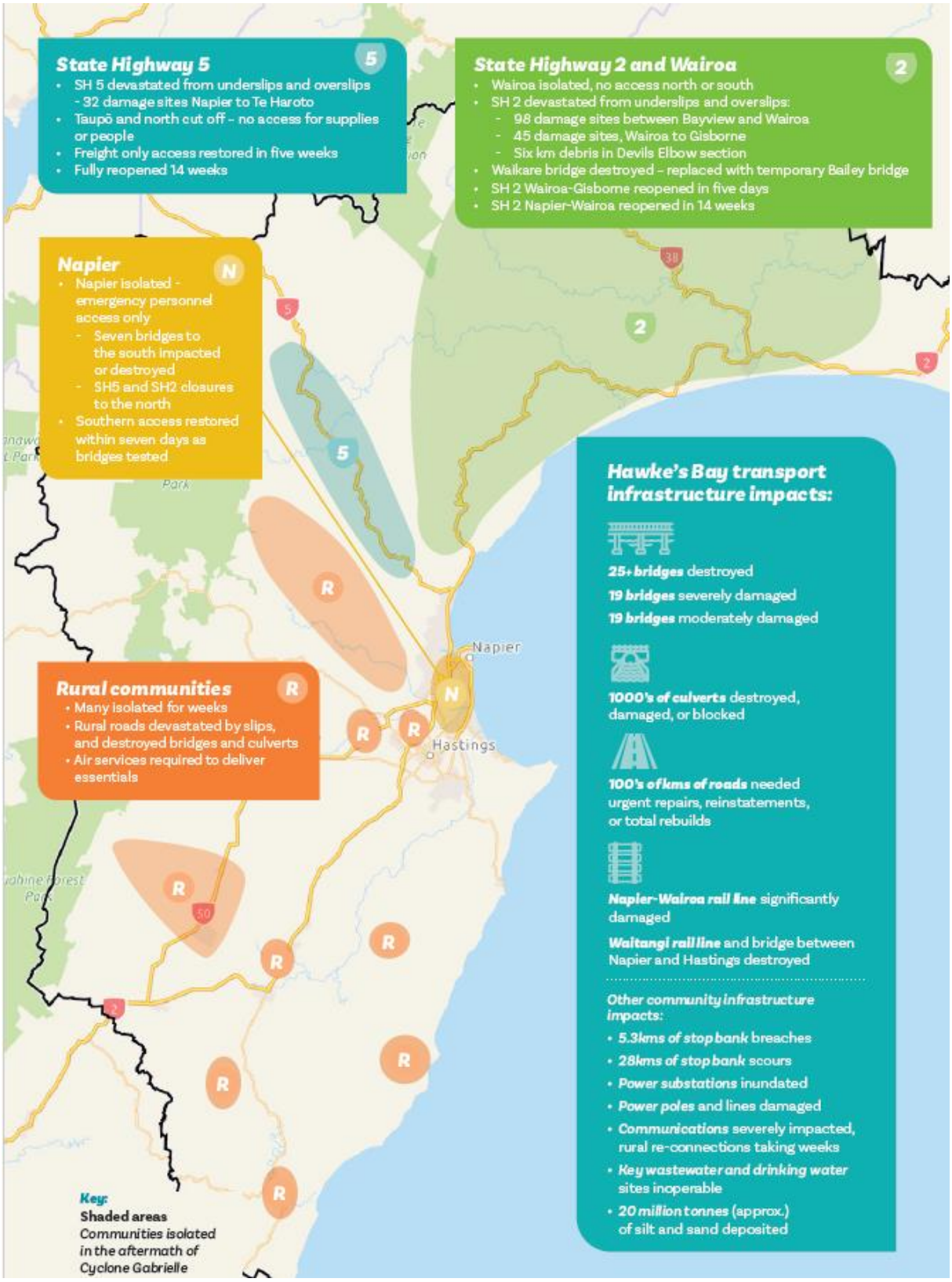


Figure 1: Cyclone Gabrielle transport system damage – immediate aftermath of the event.

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.

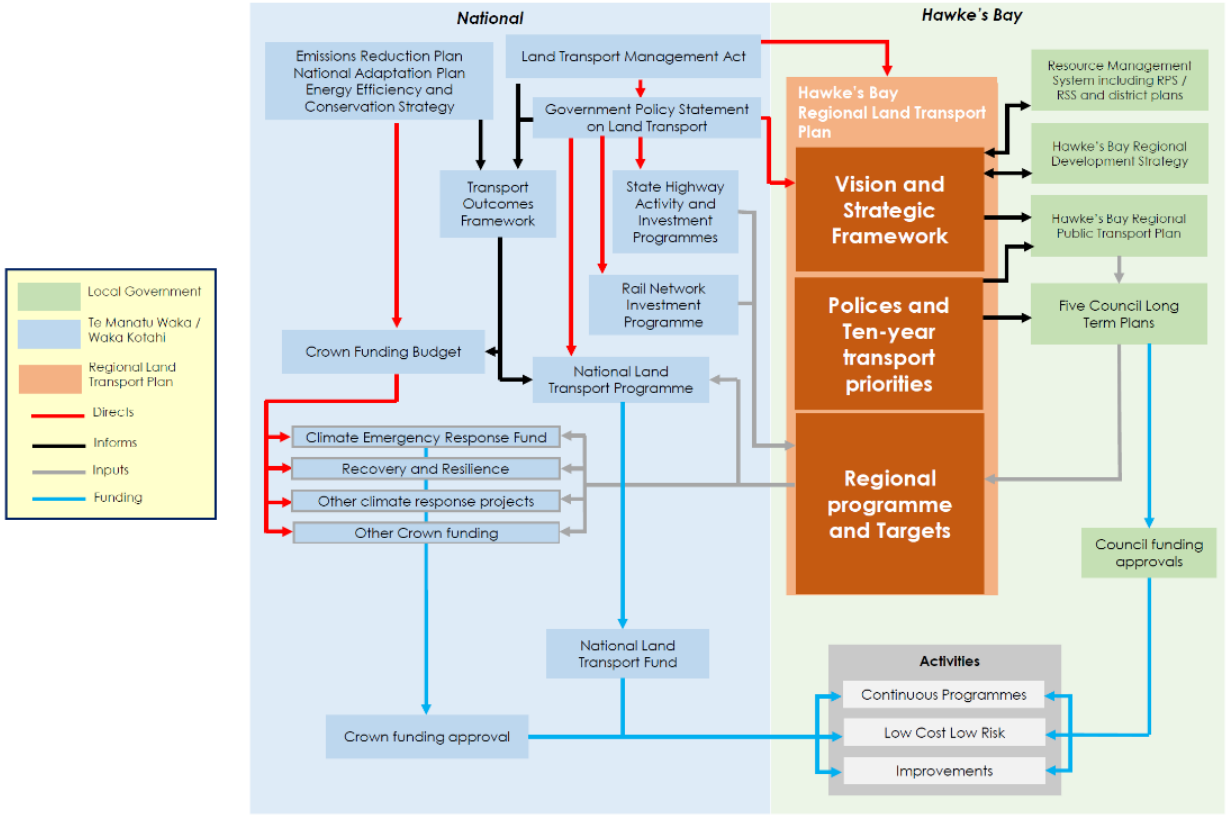


Figure 2: The National and Regional Policy Environment

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 and 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, 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. Hawke's 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. The Tuai Power Scheme, located close to the lake Waikaremoana on State Highway 38, is a key piece of regional infrastructure helping to provide power to the East Coast of the North Island.

Mahia Peninsula, east of Wairoa township, is home to the renowned space company 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 7 km apart along State Highway 2. Smaller townships include Ōtāne, Takapau, Tikokino, Ongaonga, and Pōrangahau.

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% 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 Hawke's 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, while also ensuring that community facilities, housing and infrastructure are integrated with development and are 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 Napier-Hastings 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 are 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 Pipfruit 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.

Cyclone Gabrielle 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 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.

[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 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% 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 Hawke's 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%, 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.

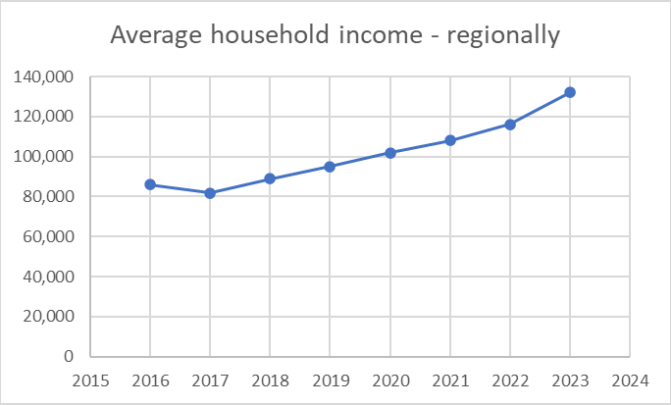


Figure 3: average household income in Hawke's Bay 2015 – 2023

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.

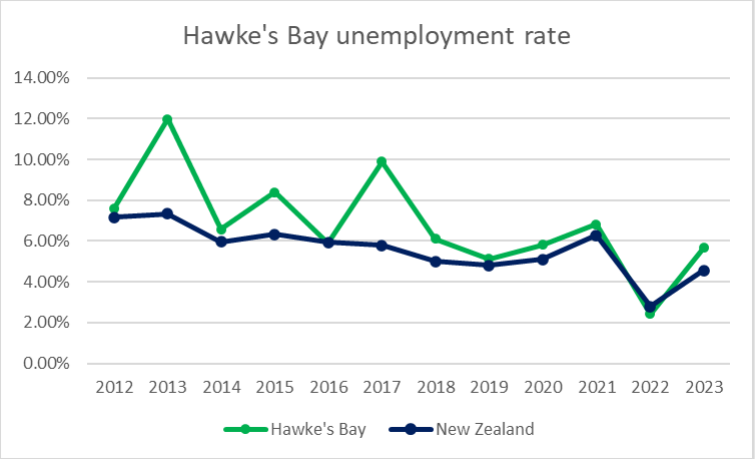


Figure 4: Hawke's Bay unemployment rate 2012 – 2023

The Covid-19 pandemic had an impact on the Hawke's Bay economy and employment, increasing the unemployment rate to 6.8% 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% 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

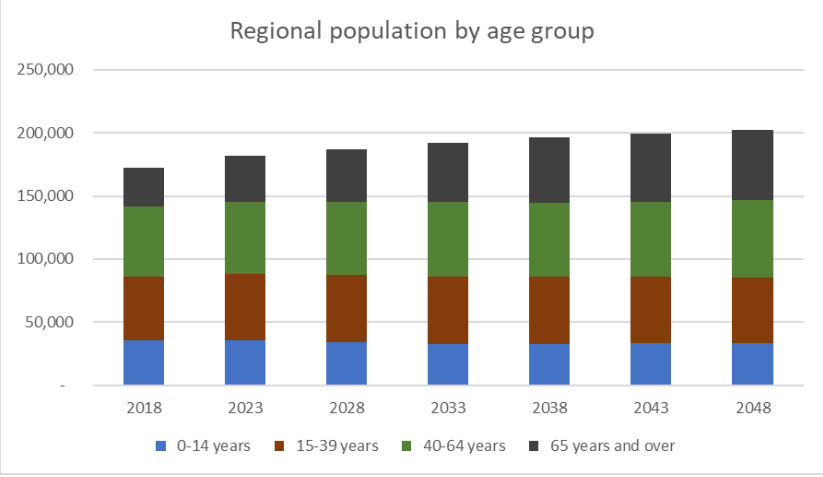


Figure 5: Regional population by age group

Hawke's Bay is home to an estimated 184,800 people (Ministry of Buiness, 2023) with 76% 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% 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

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

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%) of the Hawke's Bay population identify as having a disability, with a mobility (physical) disability most common (13%).[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% of Hawke's Bay adults meet physical activity guidelines, compared to 52.9% 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% compared to the national average of 43.1%.
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 pollution in New Zealand. In 2016, 157 premature deaths [8]were attributed to air pollution in Hawke's Bay.

[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

[8] Ministry of Health. (2023). New Zealand Health Survey data, 2017-2020.

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% of women and 71.4% of men living in Hawke's Bay are considered overweight or obese, compared to 60.4% of New Zealand women and 67.8% of New Zealand men. Māori (79.4%) and Pacific adults (79.8%) 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% of girls and 29.85 of boys living in Hawke's Bay are considered overweight or obese compared to 31.85% of New Zealand girls and 29.9% of New Zealand boys. Māori (42.6%) and Pacific children (42.2%) 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 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.

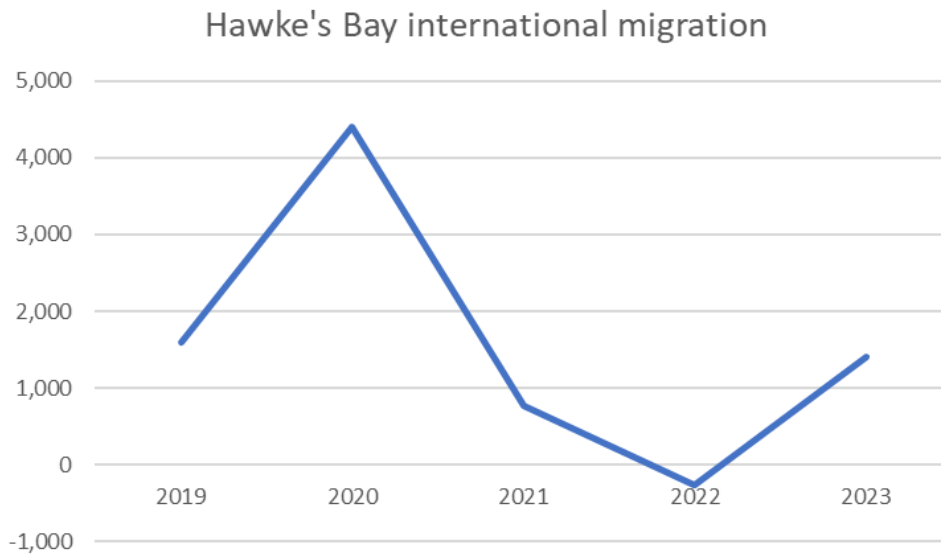


Figure 6: Hawke's Bay international migration, MBIE 2023

[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.

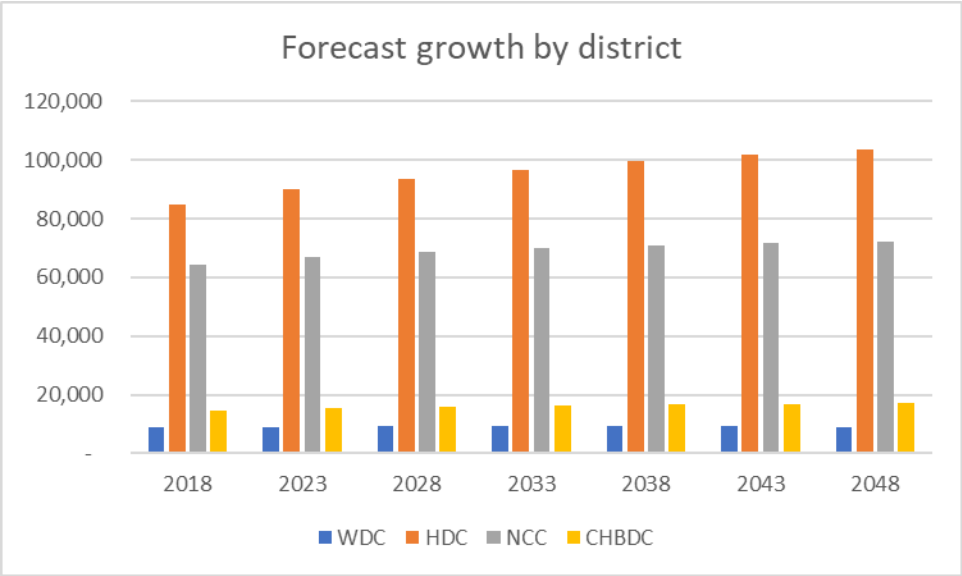


Figure 7: Population forecasts by district, Stats NZ 2019

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% 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% of all gross emissions. Transport emissions are growing, increasing by 89.7% 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.

The challenges our regional transport system has faced highlights the pressing need to ensure that network alternatives and network redundancy is clearly planned for adequately funded across the entire transport system. Enabling the development and implementation of suitable network alternatives would enhance transport system resilience across Hawke's Bay.

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. SH38 through Waikaremoana is the primary corridor providing access to the Tuai power scheme, a site with three power generations stations supplying renewable energy into the national grid. Secure and reliable access to the Tuai power scheme is key for maintenance, operations, and renewals of the generation sites.

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.

Hawke's Bay airport and Napier Port are also critical lifeline links. Maintaining and improving reliability and connectivity of land transport connections to these assets remains an essential part of improving regional resilience.

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

NZTA has worked at pace to develop two large Resilience Strategic Response programmes 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 smarter.

These projects may change and evolve over time and will be subject to available funding. The figure following 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.

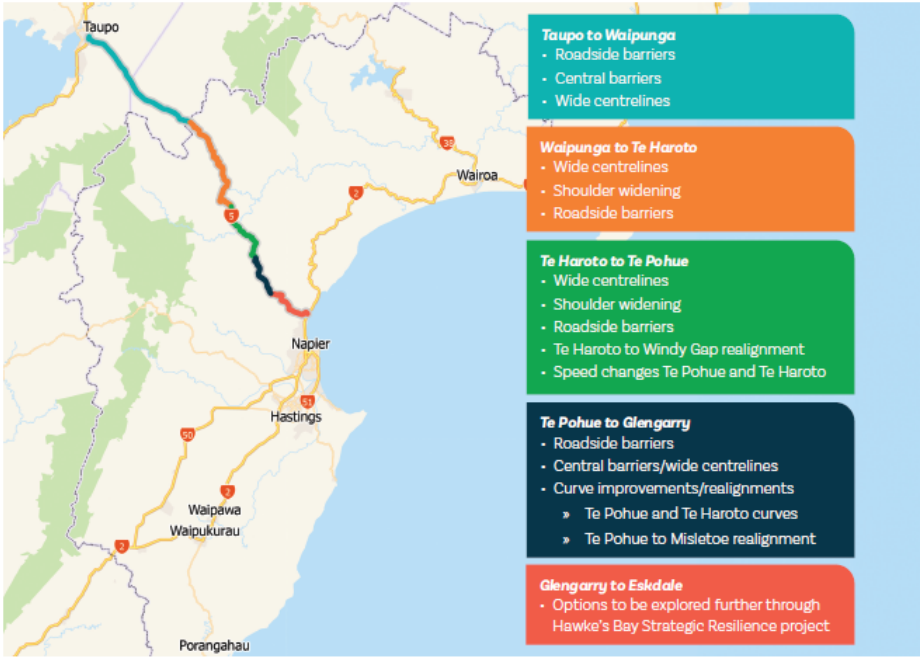
State Highways 'Business as Usual"

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, 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

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. The infographic 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 is a broad and extensive proposed programme of works to rebuild our vital state highway lifeline links. The programme will add resilience to the corridors and includes works to State Highway 2 and State Highway 5. All projects are subject to funding.

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. Key proposed projects within the programmes across the next decade are:

- SH5 Taupo to Napier highest risk resilience sites
- SH2/SH5 Eskdale flood management and intersection improvements
- SH5 Mohaka bridge upgrade
- SH5 Taupo to Napier resilience sites priority 2
- SH2 Napier to Takapau resilience sites.

Another large, proposed resilience programme of work developed by NZTA covers the Wairoa Tairāwhiti area. This focuses heavily on the State Highway 2 connection as well as the state highway network around the East Cape. All projects are subject to funding. While not discussed in detail in this RLTP, the programme and key projects are included in our Capital Works Programme as it encompasses a large part of our region. Key proposed projects within the programmes across the next decade are:

- SH2 Waikare Gorge Realignment
- SH2 Devil's Elbow
- SH2 Opotiki to Napier highest risk resilience sites
- SH38 Tuai sub – station to Wairoa resilience sites
- SH2 Opotiki to Napier resilience sites priority 2
- SH38 Murupara stage 2
- SH38 Frasertown bridge End of Life replacement.

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 was 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 cell phone 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 forms 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, compared with 26,463 in 2019. This represents a sustained increase at a key junction along our transport spine.

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. It could also present the opportunity to implement a safe and segregated active transport path down the corridor. 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. Further, investing significant sums in this corridor

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.

To recognise the essential role of the Airport as a lifeline utility and ensure secure and reliable land transport access to the Airport, Hawke's Bay Airport Limited is investigating options for a second access point off State Highways 2. This project is identified in Appendix 8: Projects on the horizon.

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 which initiated a vital regional service post-cyclone creating a 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 enable 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.

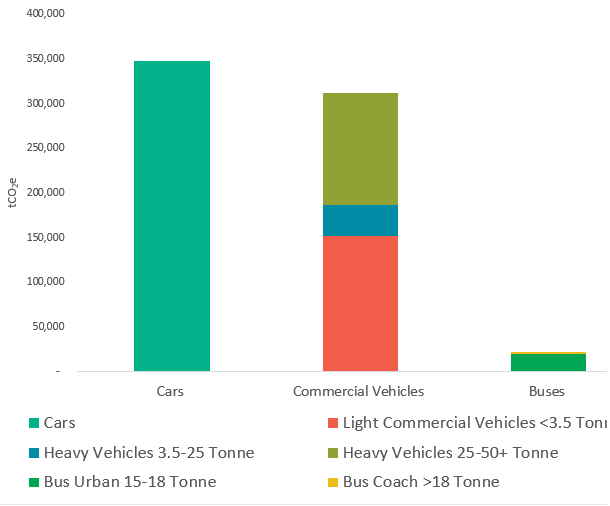


Figure 9:

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.

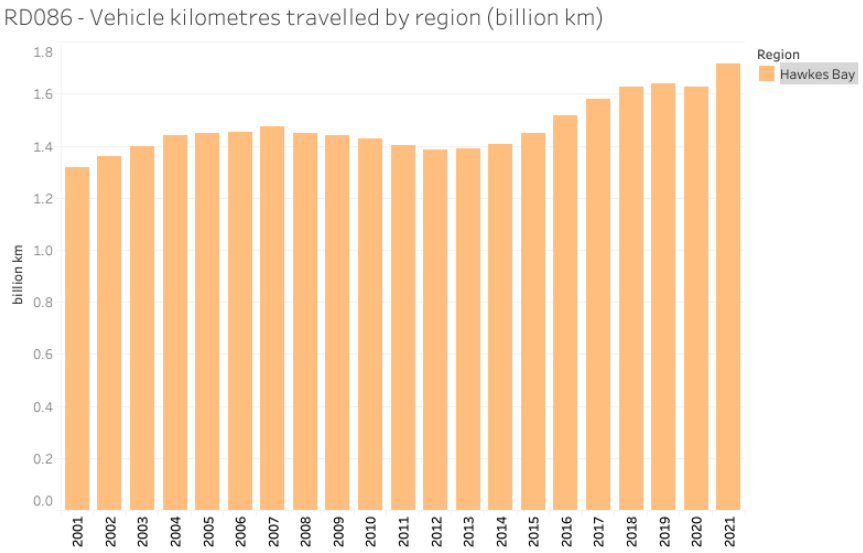


Figure 10: Vehicle kilometres travelled, Hawke's Bay (billion km)

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.

From a Public Transport perspective, a modern well-maintained fleet has the potential to play a role in effectively reducing transport related emissions. Coupled with a sustained uptake in patronage on public transport services, a modern fleet and more users means reduced congestion on key roads, more efficient and effective travel times, and reduced emissions.

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 is 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 Programme) 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.

[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.

- **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 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.

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

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.

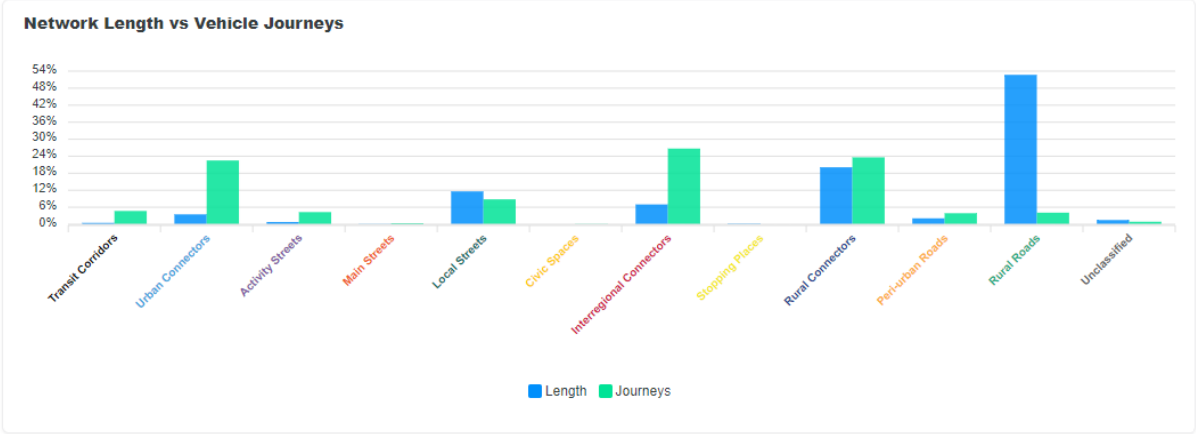


Figure **11***: Network length versus vehicle journeys*

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

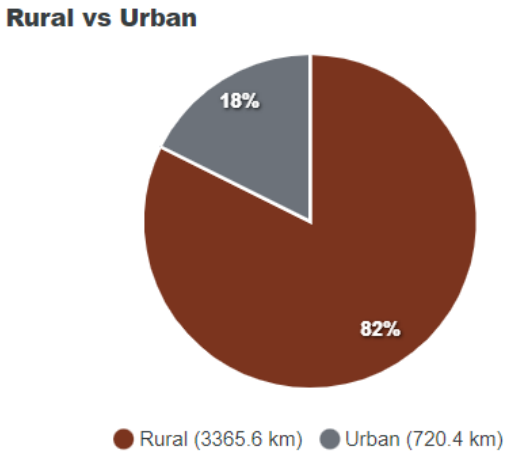


Figure 12: rural vs urban roading split

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, Hawke's 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 Average Daily Traffic (AADT) Counts

Section	2019 AADT	2022 AADT
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
SH2 north of Te Onepu Road	7,500	7,763
Maraekakaho Road south of Longlands	6,318	6,341

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, but also 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 a consistent risk to communities. Given the scale of maintenance now facing our region's 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. Although 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.
- **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. Although 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.

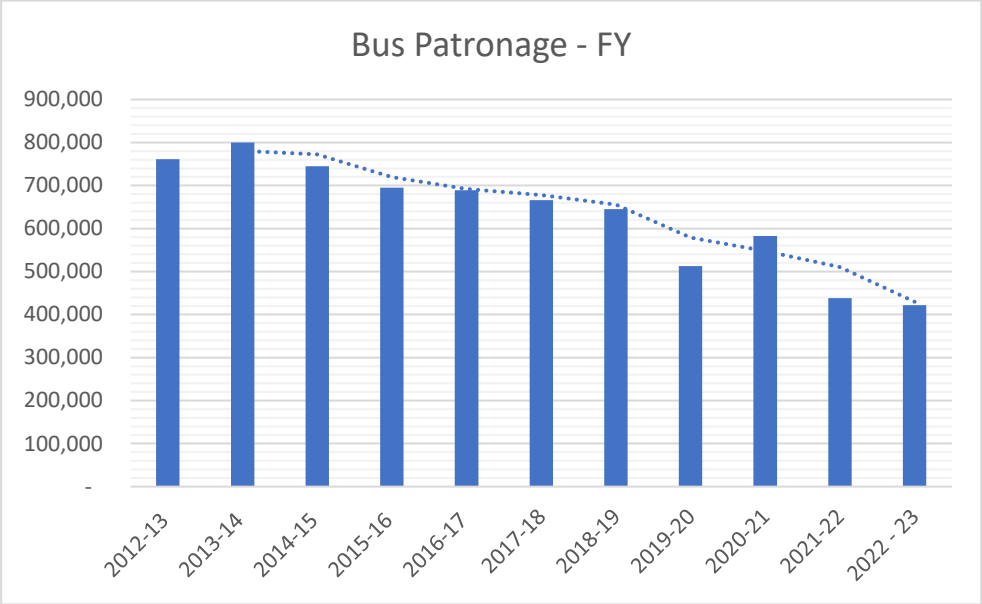


Figure 13: bus patronage 2012-13 – 2022-23

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 uses GPS technology to match customers travelling in the same direction and works 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.

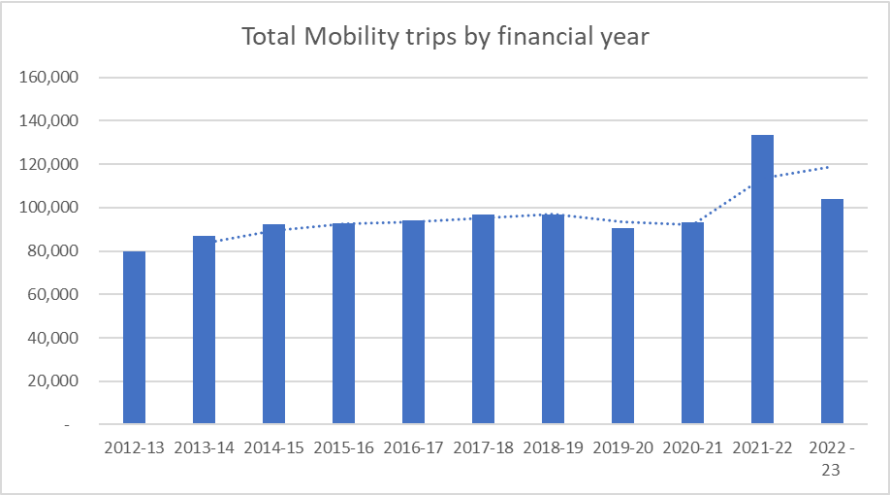


Figure 14: Total Mobility trips from 2015-16 – 2022-23

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.

Subject to funding, the RPTP sets out a step change across Hawke's Bay from mid-2025 seeking to deliver a public transport service that is efficient, 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 and efficiency across the network.

The new bus service proposes a 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 and frequency.

Importantly, our proposed 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.

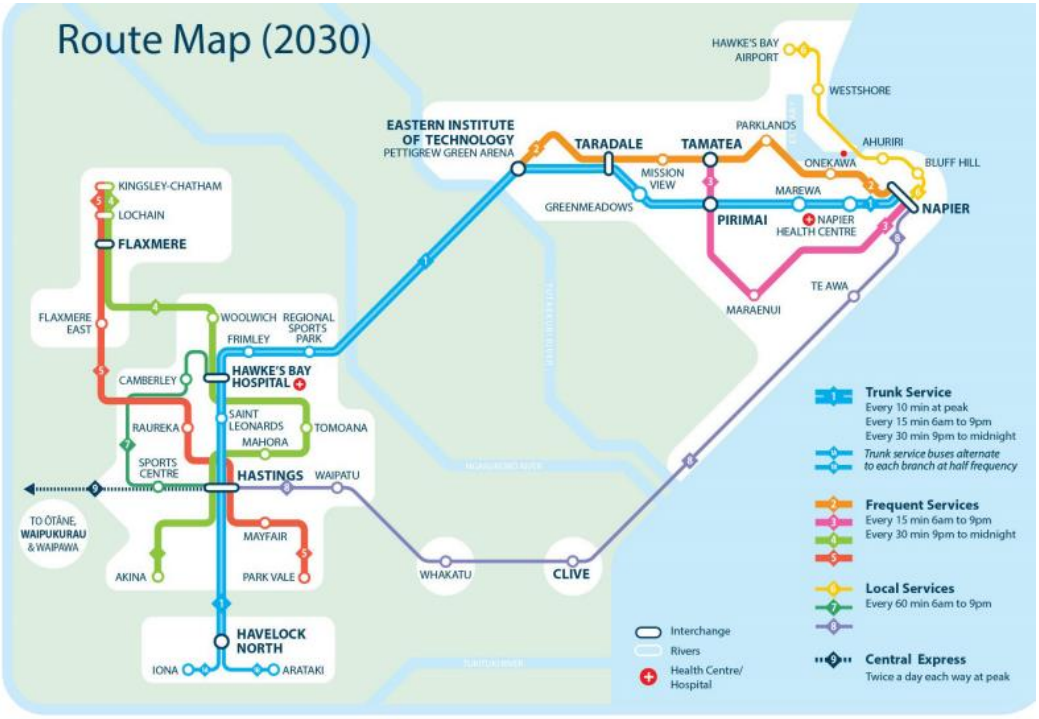


Figure 15: 2030 bus service route map

Some key elements of the proposed 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
- introducing a new bus service to Hawke's Bay airport.

Ultimately, the full implementation of the Regional Public Transport Plan and the new network will be subject to available funding.

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. One example of an educational campaign to enable greater uptake of active transport is to further encourage 'taking the lane'. Take the lane is part of the NZTA Cycling Code and encourages cyclists to move right towards the centre of the lane in certain circumstances to avoid hazards and prevent unsafe passing. Any form of long-term sustained education would need to apply across the transport system, for both drivers and cyclists.

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 from Palmerston North 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

[18] https://berl.co.nz/sites/default/files/2019-12/14.7FreightAssessment.pdf

events. Following Cyclone Gabrielle, it is likely that the feasibility of this section of the line will be 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 of 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 volume, 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.

Air

Airfreight through Hawke's Bay Airport provides for the import and export of high value, critical timeline goods such as medical supplies, mail and courier packages. The Air New Zealand network and direct private charters currently offer some service capacity for air cargo deliveries in to and out of Hawke's Bay Airport. There is potential for the role of air freight in Hawke's Bay to grow. The development of an industrial park and air cargo services at the airport could unlock higher value domestic and international cargoes from the region's high value horticulture, manufacturing, and distribution sectors.

[19] https://www.napierport.co.nz/corporate/annual-reports/

3.8.1 Regional Freight Distribution Strategy

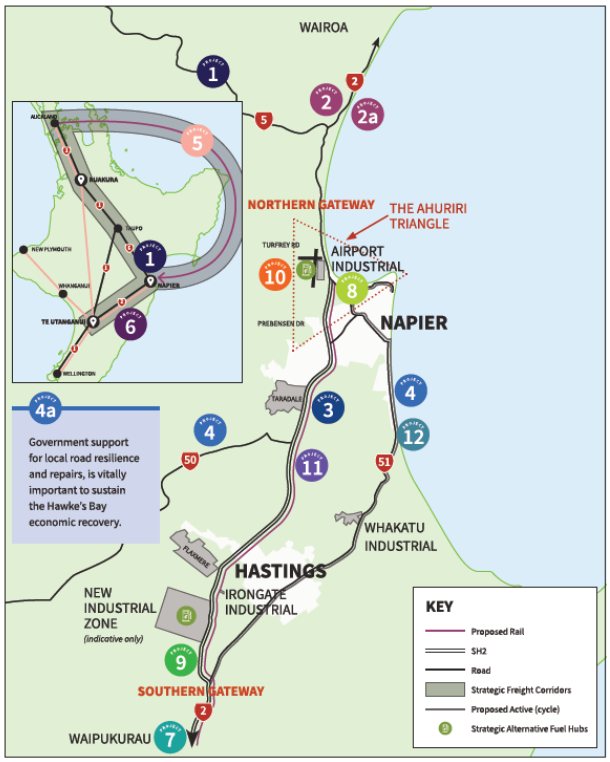
In late 2022 the Matariki Governance Group commissioned the development of a Regional Freight Distribution Study (RFDS), taking a 30-year strategic view of our freight network. Matariki is a governance group of leaders within Hawke's Bay, including local government, iwi, Ministry for Social Development, 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 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:
    - 2.1 reduce emissions through mode shift
    - 2.2 reduced road tonne / kms
    - 2.3 create resilience
    - 2.4 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.

PROJECT 1 SH5 resilient and efficient

PROJECT 2 SH2 Wairoa to Napier resilient & efficient

PROJECT 2a Complete an emergency options analysis to connect the East Coast

PROJECT 3 SH2 Napier to Hastings dual carriageway and rail feasibility study to realign on the same corridor

PROJECT 4 SH50 and SH51 repairs and resilience

PROJECT 4a Rural road network repaired to support economic recovery

PROJECT 5 Complete a study on rebalancing container import and export supply chains

PROJECT 6 Ensure the Rail Network Investment Program (RNIP) supports a resilient, safe and reliable rail service between Napier and Palmerston North

PROJECT 7 Complete a feasibility study to transfer logs from road to rail including total cost analysis across the road and rail networks

PROJECT 8 Reduce mode interaction risks in the Ahuriri triangle focussing on broader community and transport objectives

PROJECT 9 Ensure the future development strategy reflects the need for industrial land growth in the SH2 corridor near Paki Paki

PROJECT 10 Develop the Napier Airport freight hub including a freight demand study

PROJECT 11 Complete a detailed business case to realign intra-region rail along the SH2 corridor between Paki Paki and Napier Port

PROJECT 12 Complete a feasibility study to repurpose the existing rail corridor along SH51 into active modes and/or urban transport routes

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 2-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 3-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
- 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.

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.

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

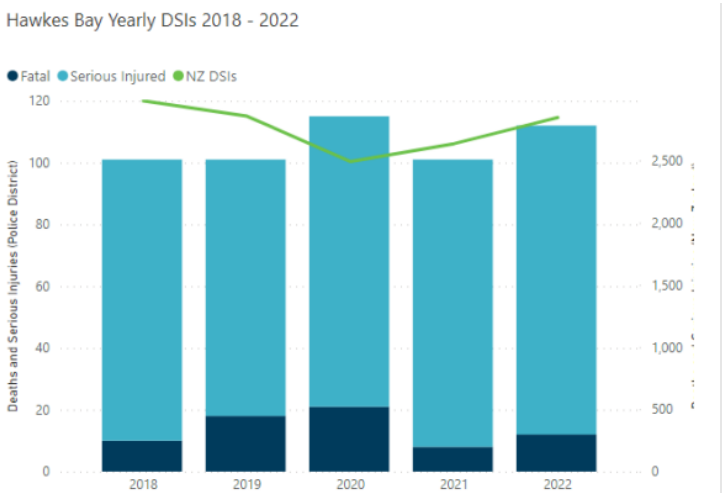


Figure 17: Deaths and Serious Injuries in Hawke's Bay Police District 2018 - 2022

The Ministry of Transport (MoT) has 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.

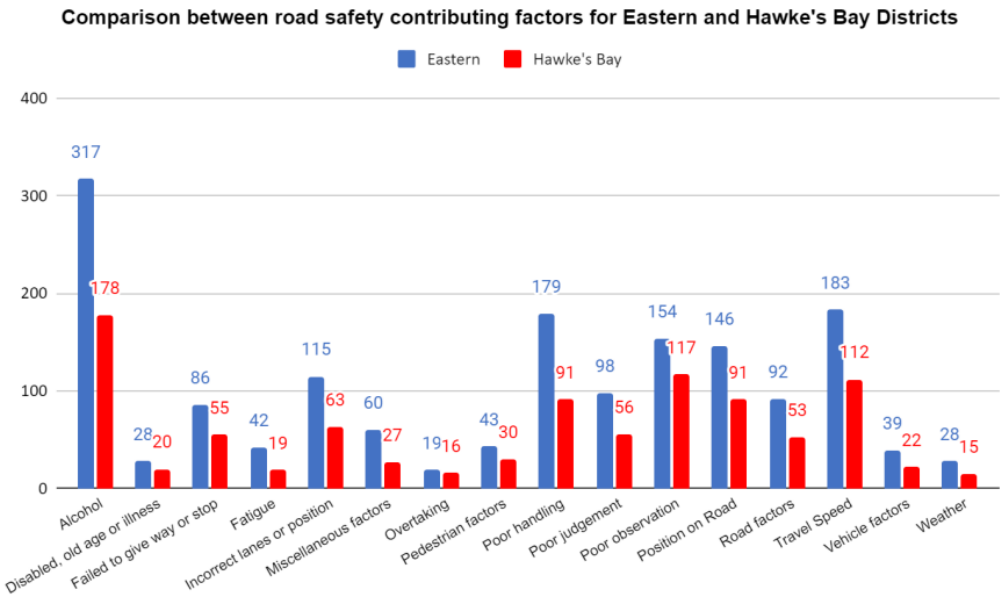


Figure 18: DSI contributing factors

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.

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 the figure**Error! Reference s ource not found.** below highlights, a large proportion of serious injury crashes occurred in areas with a speed limit of 50km/h. The data highlights that low level speeding is an enduring challenge.

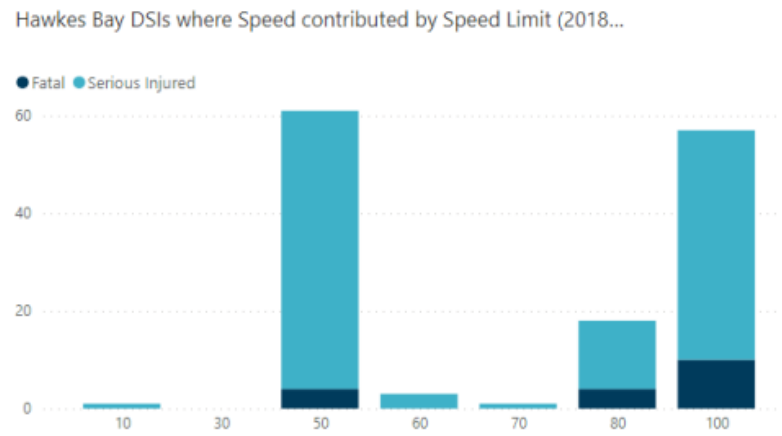


Figure 19: DSIs where speed was a factor

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 over-represented and 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.

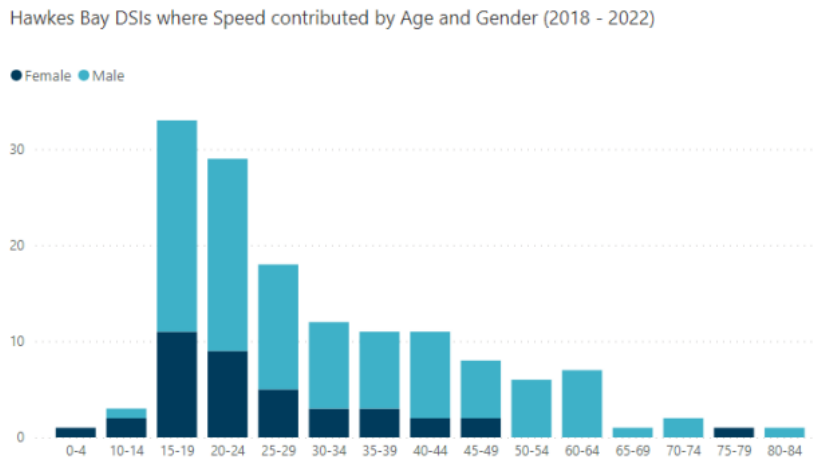


Figure 20: DSIs where speed contributed by age and gender

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.

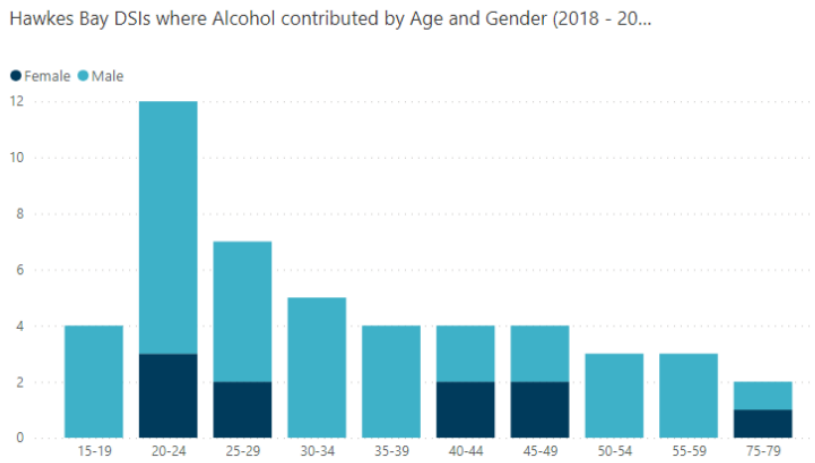


Figure 21: DSIs where alcohol contributed by age and gender

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 22 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.

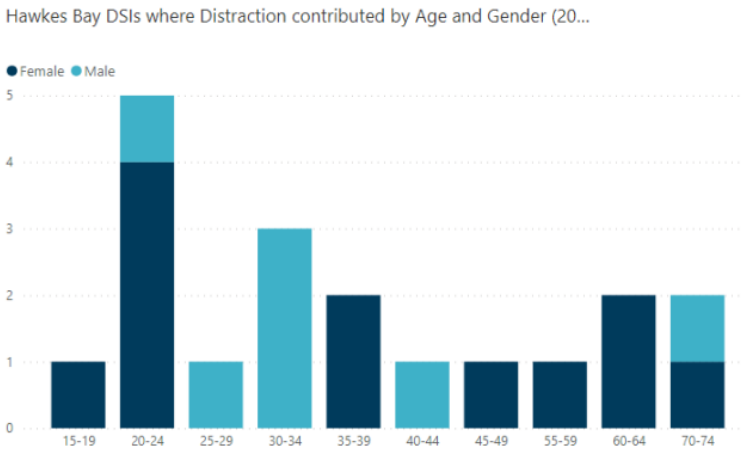


Figure 22: DSIs where distraction contributed by age and gender

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 lifelong messaging, education, advocacy, and enforcement.

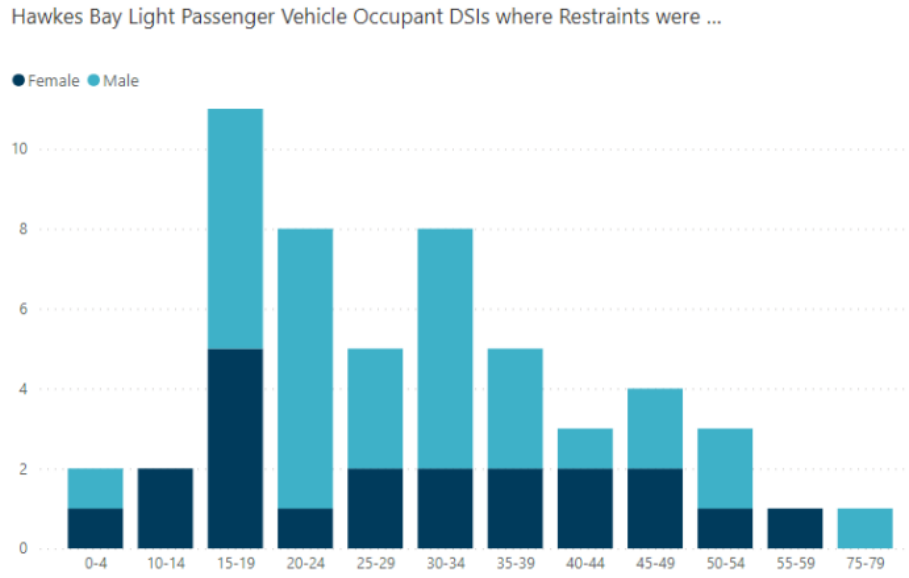


Figure 23: DSIs where restraints were a factor

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. Importantly, this will review will provide both a comprehensive view of the future transport system, and how, where, and why we will enhance and improve resilience across the system.

The work will bring together each council's growth and development plans – i.e. Future Development Strategy, 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 and a pipeline of investment to secure resilient and reliable journeys across the transport system.

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 percent 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.
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.

Category of innovation	Potential future applications
	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 sources.

These and other developments will be closely monitored both within the region and across New Zealand, working closely with Waka Kotahi who has 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

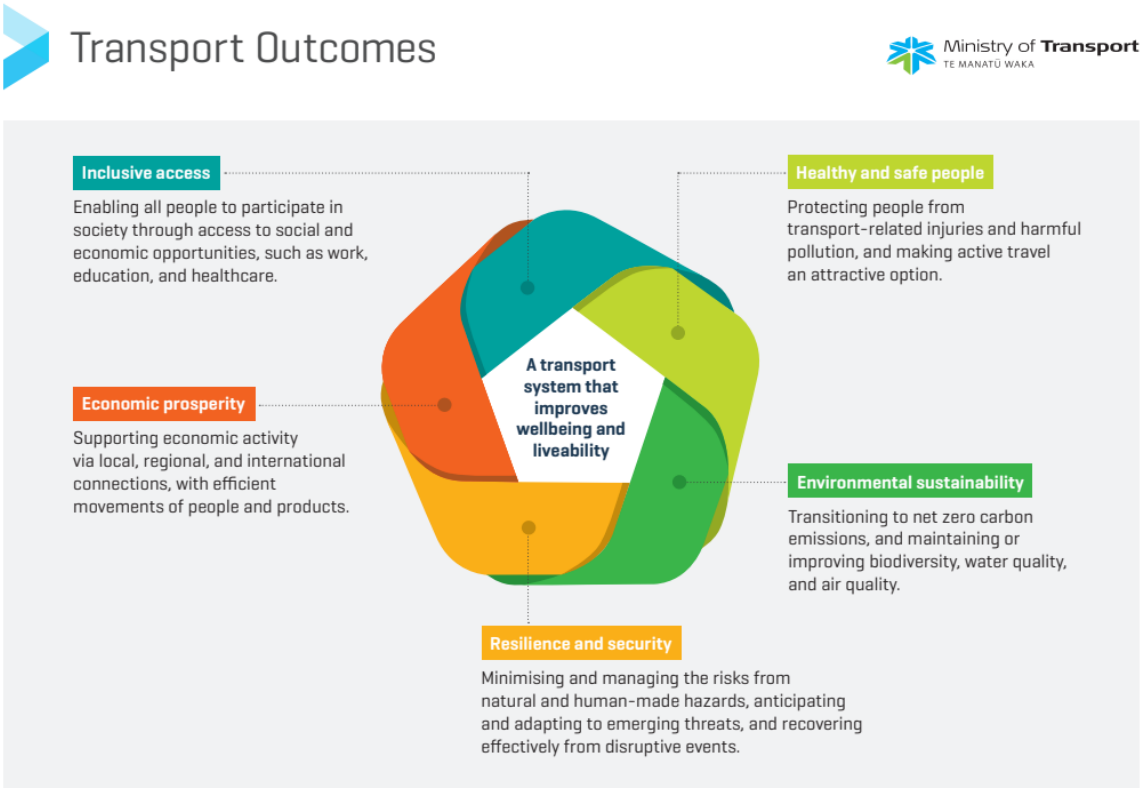
Draft Government Policy Statement on Land Transport 2024 The LMTA requires the Minister of Transport to issue the Government Policy Statement on Land Transport (GPS) every three years. The GPS sets out the government's priorities for expenditure from the National Land Transport Fund over a 10-year period, 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, 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

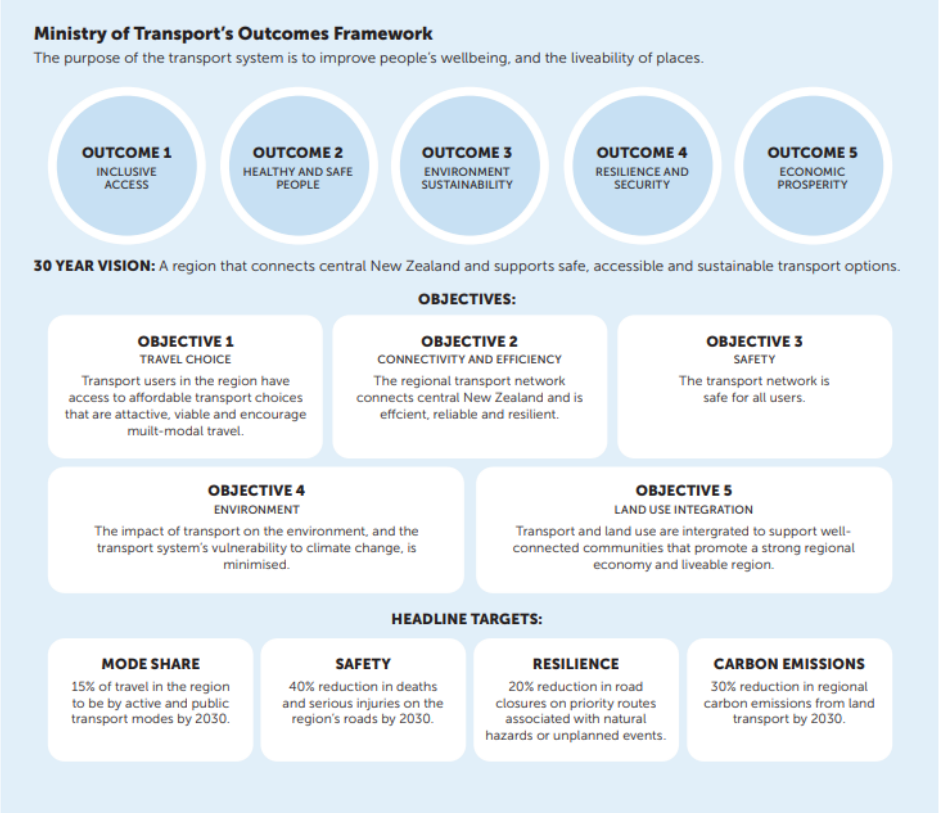
Regional Resource Management Plan (**RRMP**) covers both the Regional Policy Statement (RPS) and Regional Plan for the Hawke's Bay and is prepared under the RMA. The RPS section describes the regionally significant natural and physical resource issues and provide an overall management framework of objectives 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: *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 New Zealand'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.



The headline targets for the Hawke's Bay region can be found in section 9 of this RLTP.

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 and 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, NZTA, 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 that reduces the risks associated with global warming.

Policies for objective 2

P2.1. Subject to funding, 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 additional funding to invest in alternative transport options, including commuter routes, outside the main urban areas, in accordance with the Regional Public Transport Plan.

Policies for objective 2

P2.3	Subject to funding, 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 that reduce the economic and social cost of crash injuries.

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 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

Support 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 Subject to funding, 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.

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, Security, and Asset Management 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 choice 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: Healthy and Safe People 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. The table 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 AND 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**. Subject to funding, 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 network.
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 three years, and the next decade to get our transport system to an efficient, safe and reliable state. It is important to note that these proposed investments are a snapshot in time and may change. Essentially, they are proposed investments.

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

Activity type	Activity name / location	Proposed investment
Maintenance, Operations, and Renewals (MOR)	Local road operations	$ 162,606,434.00
	Local road pothole prevention	$ 180,978,699.00
	SH operations	$ 185,357,296.00
	SH pothole prevention	$ 66,349,473.00
	MOR sub total	***$ 595,291,902.00***
Enhancing roads short and long term	Local roads (LCLR)	$ 92,629,912.89
	SH (only LCLR)	$ 5,889,999.99
	SH2 passing opportunities	$ 13,773,887.00
	NE Connector	$ 18,200,000.00
	Te Mata roundabout	$ 4,000,000.00
	Enhancing roads sub total	***$ 134,493,799.88***
Efficient transport choice	LCLR improvements	$ 2,071,191.00
	PT infra Network wide	$ 445,441.00
	PT service improvements	$ 28,125,358.00
	PT service operation	$ 40,231,310.00
	Walking / Cycling investment	$ 27,731,094.02
	Efficient transport choice sub total	***$ 98,604,394.02***
Strengthening our urban connections	Expressway four lane (incl. planning & property)	$ 959,342,121.00
	urban connection sub total	***$ 959,342,121.00***

Activity type	Activity name / location	Proposed investment
Securing reliable and resilient State Highway journeys	Waikare Gorge	$ 372,600,000.00
	SH2 Ōpōtiki to Napier - High risk resilience sites	$ 343,923,332.00
	SH2 Devil's Elbow	$ 485,660,000.00
	SH2 Eskdale - Takapau	$ 382,380,000.00
	SH38 Wairoa to Murupara	$ 11,868,597.00
	SH38 Corridor to Waikaremoana	$ 126,044,000.00
	SH2 Waipukurau Revocation	$ 1,962,000.00
	SH2 Eskdale CVRSC	$ 5,871,000.00
	SH5 Napier to Taupo Improvements	$ 136,250,001.00
	SH5 Taupo to Napier - priority 2 resilience sites	$ 302,145,000.00
	SH5 Eskdale - Waipunga	$ 250,460,000.00
	SH5 Te Pohue - Glengarry	$ 262,300,000.00
	SH5 Mohaka bridge upgrade	$ 147,060,000.00
	Weight right Napier Port	$ 14,170,000.00
	Other SH investments	$ 21,440,946.99
	Securing SH journeys sub total	***$ 2,864,134,876.99***
Keeping our people safe	Maraekakaho / York construction	$ 5,014,000.00
	Road safety promotion	$ 2,617,090.00
	SH5 Matea Rd improvement	$ 14,385,515.00
	SH51 Napier to Hastings	$ 24,584,204.00
	Safety sub total	***$ 46,600,809.00***
Planning for the future	Form & Function	$ 418,000.00
	Investment Management	$ 5,558,151.00
	Planning sub total	***$ 5,976,151.00***
Total proposed investment 2024 – 2034		**$ 4,704,444,053.89**

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 1 in appendix 7 provides a total ten-year financial forecast for all the proposed activities included within the programme that make up the submission for funding as part of the National Land Transport Plan (NLTP. It is valuable to note that the 10year forecast will change, along with the activity classes once the draft GPS has been finalised. Essentially, the current 10-year forecast is a snapshot in time. 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
  - 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. 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 6. 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

	Rank	Project	Brief description	Score
	1	Waikare Gorge Implementation	Realignment of 4km of road including new bridge	92.5
	2	Future Form and Function Review and PBC	A piece of work to set the future form and function of our regional transport system	91.3
	3	SH2 4-laning	Increasing capacity of the Hawke's Bay expressway	85.0
Tairāwhiti Wairoa Resilience – Rebuild programme.	4	SH2 Devil's Elbow	Planned repairs and enhancements following Cyclone Gabrielle	82.5
		SH2 Opotiki to Napier – Highest Resilience risk sites	Planned repairs and enhancements following Cyclone Gabrielle	
		SH38 Tuai sub-station to Wairoa and Frasertown bridge	Planned repairs and enhancements following Cyclone Gabrielle	
		SH38 Wairoa to Murupara stage 2		
		SH38 Frasertown bridge EOL replacement	End of life bridge replacement	
Hawke's Bay Resilience rebuild programme.	5	SH5 Taupo to Napier – highest resilience risk sites	Planned repairs and enhancements following Cyclone Gabrielle	82.5
		SH5 Lucky Hill Bridge to SH5 / SH2 and Eskdale flood management	Planned repairs and enhancements following Cyclone Gabrielle	
		SH5 Mohaka bridge upgrade		
		SH5 Taupo to Napier priority 2	Planned repairs and enhancements following Cyclone Gabrielle	
		SH2 Napier to Takapau	Minor resilience enhancements	
	6	Mahia Connectivity	Project seeking to secure long term access to Mahia	78.8
	7	SH2 Waipawa bridge shared path	Shared mode clip on bridge	76.3
	8	SH5 (incl. safety) programme of work	Large work programme to address safety and efficiency issues	73.8
	9	Te Mata – Waimarama roundabout	Local road safety improvement project	65.0
	10	North Eastern Connector – Hastings	Unlocking better access for freight on local roads	61.3
	11	SIP SH2 Paki Paki to Napier – Median Barrier	Instillation of median barriers on remainder of corridor	48.8
	12	SH2 Eskdale commercial vehicle rolling safety centre	Commercial vehicle weight and safety station	40.0
	Capital projects for future consider / future years			
	SH2 Waipukurau revocation		Currently scheduled to commence in the 27-30 NLTP period. Retained in the overall programme for visibility and future programmes	
	Wairoa bridge walking / cycling connection		Important multi modal link for Wairoa community. The project forms a key missing link in the Wairoa CBD transport system. Project retained for visibility and consideration in future years.	

The region's prioritised list of capital projects is outlined in further detail in appendix 5. Included in the table 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.

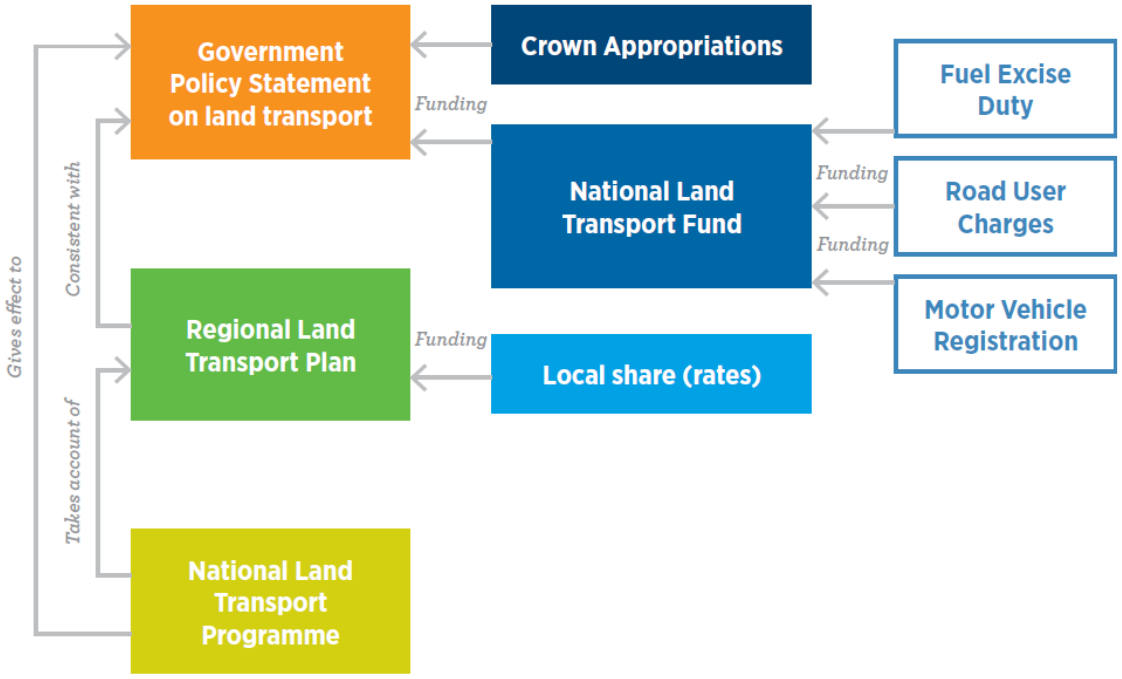


Figure 24: Summary of Funding Process

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 FARs. While these FARs 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.

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.

Alternative funding sources

While most transport system investments are funded from a blend of NLTF and local share, the use of alternative funding sources should also be considered for transport system investments across Hawke's Bay. Examples of alternative funding sources include Public Private Partnerships, as utilised with the Transmission Gully corridor, or tolling of newer roads. However, tolling does currently require a suitable alternative route to be available. Other alternative funding options exist that could have applicability across the Hawke's Bay transport system and suitable ones should be investigated on a case-by-case basis.

Hawke's Bay roading recovery – forward works programme

The Regional Recovery Agency has worked closely with the local councils, as the respective road controlling authority, to understand and quantify the scope and scale of roading recovery works required across local roads. Most of the works, presented in Table 7 are bridge replacements or repairs, culvert replacement or repairs, and slip and dropout repairs.

Each council has developed detailed programmes of work that sit behind the summary presented below, ultimately used to manage the programme of works. The summary set out below is snapshot in time and is based on known project information as of June 2024. This may be updated and revised as site investigations and the recovery and rebuild continues. To fully realise the economic potential of Hawke's Bay it is necessary to carry out the recovery and rebuild with urgency and priority. However, the sheer scope and scale of works presents affordability challenges for councils. To fully enable the rebuild of the local road in a timely manner enhanced FARs are required for a sustained period.

Table 7 below presents the list of required rebuild and recovery works on local roads, along with estimated project costs and timings. The table does include NIWE Crown funded projects as agreed with councils.

Table 7: Hawke's Bay roading recovery forward works programme by Council.

Hastings District Council (HDC)		
Site	End date	Project estimate
Structures (bridges)		
Bridge 805 Brookfield	Jun-31	$60,260,165
Bridge 816 Redclyffe	Jun-31	$84,000,000
Bridge 122 Moeangiangi	Jun-29	$6,490,000
Bridge 144 Ellis Wallis	Jun-30	$19,353,000
Bridge 225 Mangatutu Low Level	Jun-27	$6,240,000
Bridge 210 Follies	Jun-29	$15,342,000
Bridge 105 Darkeys Spur No1	Jun-25	$470,000
Bridge 207 Dartmoor Replacement	Jun-27	$23,669,000
Bridge 226 Matapiro Replacement	Jun-25	$11,020,000
Bridge 237 Whanawhana	Jun-29	$9,983,500
Bridge 245 Puketapu Replacement	Jun-25	$18,564,849
Bridge 248 Rissington Replacement	Jun-26	$24,317,000
Bridge 108 Arapaoanui Low Level	Jun-25	$2,073,900
Culverts		
Crystal Twin culvert	Jun-25	$2,420,000
Kereru Gorge No.3	Jun-25	$4,370,000
Kahika Culvert	Jun-25	$866,000
McVicars Culvert	Jun-30	$2,576,000
HDC Cyclone Recovery - Culverts		$77,600,000
AWPT – Sealed (Pavement Rehabilitation)		
HDC Cyclone Recovery - Roads and associated 73%	Jun-30	$119,500,000
HDC Cyclone Recovery - Roads and associated 100%	Jun-27	$23,000,000
Recovery slips		
Waihau Rd T2/3 Slip RP2444	Jun-26	$70,000
Waihau Rd T2 Slip RP2640	Jun-26	$70,000
Matahoura Rd T2 slip - RP 9806	Jun-27	$1,208,550
Matahoura Rd T2 slip - RP 9990	Jun-27	$1,733,550
Matahoura Rd T2 slip - RP 11840	Jun-27	$1,966,608
Matahoura Rd T2 slip - RP 12990	Jun-27	$1,418,550
Pohokura Rd T2 slip - RP 12500	Jun-26	$1,941,576
Pohokura Rd T2 slip - RP 23700	Jun-27	$2,558,976
Maraetotara Rd T2 slip - RP 3148	Jun-27	$1,834,389
HDC Cyclone Recovery - Slips Tier 2 & 3	Jun-30	$154,950,000
Taihape Rd T3 slip - RP 11230 & 11302	Jun-25	$561,679
Taihape Rd T3 slip - RP 40141	Jun-25	$1,677,124
Taihape Rd T3 slip - RP 40228	Jun-25	$582,899
Taihape Rd T3 slip - RP 40275	Jun-25	$1,251,800
Taihape Rd T3 slip - RP 42347	Jun-25	$1,051,259
Taihape Rd T3 slip - RP 45422	Jun-25	$588,844
Taihape Rd T3 slip - RP 49726	Jun-25	$1,617,144
Taihape Rd T3 slip - RP 49849	Jun-25	$429,656
Taihape Rd T3 slip - RP 49999	Jun-25	$674,312
Dartmoor Rd T2 slip - RP 10324	Jun-25	$568,360
Dartmoor Rd T2 slip - RP 10970	Jun-25	$818,097
Dartmoor Rd T3 slip - RP 13575	Jun-25	$1,636,544
Dartmoor Rd T3 slip - RP 13674	Jun-25	$573,240
Dartmoor Rd T3 slip - RP 14384	Jun-25	$772,861
Dartmoor Rd T3 slip - RP 16981	Jun-25	$719,017
Kereru Rd T3 slip - RP 11200 & 11224	Jun-26	$3,323,018
Kereru Rd T2 slip - RP 12800	Jun-26	$1,974,236

Hastings District Council (HDC)		
Site	End date	Project estimate
Waimarama Rd T2 slip - RP 7772	Jun-26	$1,818,521
Kahuranaki Rd T2 slip - RP 7503	Jun-26	$1,483,561
Dartmoor Rd T3 slip - RP 7690	Jun-25	$2,187,870
Puketitiri Rd T2 slip - RP4463	Jun-25	$220,000
Puketitiri Rd T3 slip - RP6645	Jun-25	$350,000
Puketitiri Rd T2 slip - RP11014	Jun-25	$300,000
Puketitiri Rd T2 slip - RP12956	Jun-25	$60,000
Puketitiri Rd T2 slip - RP15610	Jun-25	$650,000
Puketitiri Rd T2 slip - RP19780&19870	Jun-25	$400,000
Puketitiri Rd T2 slip - RP20515	Jun-25	$110,000
Puketitiri Rd T2 slip - RP21103	Jun-25	$565,000
Puketitiri Rd T2 slip - RP25638	Jun-25	$520,000
Puketitiri Rd T2 slip - RP26300	Jun-25	$410,000
Puketitiri Rd T2 slip - RP32162&32200	Jun-25	$550,000
Puketitiri Rd T2 slip - RP32340	Jun-25	$1,000,000
Glengarry Rd T2 slip - RP181	Jun-25	$606,529
Glengarry Rd T2 slip - RP10120-140-240	Jun-25	$1,231,763
Glengarry Rd T2 slip - RP14271	Jun-25	$1,412,224
Waihau Rd T2/3 Slip RP2444	Jun-26	$355,000
Waihau Rd T2 Slip RP2640	Jun-26	$355,000
Waihau Rd T2 Slip RP8233 & 8347	Jun-26	$1,165,000
Waihau Rd T2 Slip RP8479 & 8501	Jun-26	$555,000
Waihau Rd T2 Slip RP8739 & 8782	Jun-26	$1,125,000
Waihau Rd T3 Slip RP20571	Jun-26	$4,735,000
Waihua Rd T2 Slip RP10403	Jun-26	$455,000
Waihau Rd T2 Slip RP20870 & 20978	Jun-26	$10,905,000
TOTAL		**$732,213,171**

Wairoa District Council		
Site	End date	Project Estimate
Awamate Road - Dropout	Jun-24	$100,000
Awamate Road - Bridges	Jul-26	$557,000
Brownlie Road - Dropout	Dec-24	$80,000
Brownlie Road – Bridges (2)	Jan-25	$631,000
Browns Rise - Landslip	Jul-25	$80,000
Cricklewood Road - Landslide (5 projects)	Jul-25	$60,000
Cricklewood Road - Dropout (10 projects)	Jul-29	$1,297,000
Dufty Road - Bridge	Jul-27	$39,000
Erepiti Road - Bridge	Jul-25	$143,000
Glenbrook Road - Dropout	Jun-25	$696,000
Glenbrook Road - Bridge	Jul-28	$6,159,000
Haliburton Road - Dropout	Jul-29	$400,000
Hereheretau Road - Landslide	Jul-25	$220,000
Hereheretau Road - Dropout (8 projects)	Jul-29	$1,258,000
Hunt Road – Dropout (2 projects)	Jul-29	$577,000
Kakariki Farm Road - Bridge	Jul-27	$1,346,000
Kinikini Road - Dropout (11 projects)	Jul-29	$2,221,000
Kinikini Road - Bridge	Jan-26	$50,000
Kiwi Valley Road - Landslide	Jul-25	$6,000
Kokako Road - Souring	Dec-25	$4,500
Kokohu Road - Bridge	Jul-27	$6,000
Kotare Road – Bridges (2)	Jan-26	$144,000
Mahia East Coast Road - Dropouts (4 projects)	Jul-25	$1,257,000

Wairoa District Council		
Site	End date	Project Estimate
Mangapoike Road - Dropout (6 projects)	Dec-25	$673,000
Mangapoike Road - Landslide (5 projects)	Jul-25	$139,800
Mangapoike Road - Bridge (5 projects)	Jul-28	$2,745,000
Mohaka Coach Road Dropouts (6 projects)	Jul-29	$1,193,000
Mokonui Road – Dropouts (2)	Jul-29	$607,000
Murphy Road - Bridge	Jan-26	$609,000
Newcastle Street - Landslip	Jul-25	$5,000
Ngamotu Road - Dropout	Dec-25	$248,000
Nuhaka Opoutama Road - Landslide	Jul-25	$15,000
Nuhaka Opoutama Road - Bridge	Jul-25	$38,000
Nuhaka River Road - Landslip	Jul-25	$8,000
Ohuka Road - Bridge (3 projects)	Jul-27	$333,000
Ohuka Road - Dropout (2 projects)	Jul-29	$194,000
Omana Road - Dropout	Dec-24	$30,000
Opoutama Village Road - Bridge	Jul-26	$10,000
Papuni Road - Landslide	Jul-25	$1,000,000
Papuni Road - Dropout	Jul-29	$287,000
Patunamu Road - Dropout (3 projects)	Jul-29	$278,000
Ponui Road - Dropout (4 projects)	Jul-29	$380,000
Putere Road - Landslide	Jul-25	$30,000
Putere Road - Dropout (19 projects)	Jul-29	$3,889,000
Putere Road - Bridge (2 projects)	Jul-27	$113,000
Rangiahua Road - Dropout	Jun-25	$328,000
Riverina Road - Bridge	Jan-26	$404,000
Rohepotae Road - Bridge	Jul-24	$286,000
Rotoparu Road - Bridge	Jan-26	$15,000
Ruakituri Road - Dropout (3 projects)	Jul-29	$1,284,000
Ruakituri Road - Bridge	Jul-25	$9,000
Ruapapa Road - Bridge	Jul-27	$359,000
Ruapapa Road - Landslide (6 projects)	Jul-25	$200,300
Ruapapa Road - Dropout (8 projects)	Jul-29	$2,033,000
Russell Parade - Dropout	Jul-25	$1,300,000
Tait Road - Dropout	Dec-27	$221,000
Te Pairu Road - Landslip	Jul-25	$14,000
Tiniroto Road - Bridge	Jul-25	$1,640,000
Tiniroto Road - Dropout (3 projects)	Dec-27	$95,000
Titirangi Road - Dropout	Dec-25	$413,000
Tunanui Road - Dropout (2 projects)	Jul-29	$892,000
Tunanui Road - Landslide	Jul-25	$22,000
Waihi Road - Landslide (6 projects)	Jul-25	$94,000
Waihi Road - Dropout (4 projects)	Jul-29	$705,000
Waihua Valley Road - Dropout	Jun-24	$80,000
Waihua Valley Road - Landslide	Jul-25	$52,000
Waihua Valley Road - Bridge	Jul-26	$299,508
Waikaremoana Road - Landslip	Jul-25	$21,000
Waikopiro Road - Dropout	Jul-29	$270,000
Whakamahi Road - bridge	Jul-27	$9,000
Willowflat Road - Dropout (7 projects)	Jun-25	$2,595,000
Willowflat Road - Bridge	Jul-27	$9,000
Woodland Road - Dropout	Dec-24	$1,141,000
Woodland Road – Bridges (2)	Jul-27	$1,382,000
TOTAL		**$46,329,108**

Central Hawke's Bay District Council		
Site	**End date**	**Project estimate**
Te Awa Road	Jul-26	$292,500
Scannells Bridge	Jul-26	$718,750
Purupuru Road Culvert	Jul-26	$211,250
McGreeveys Box Culvert	Jul-26	$191,875
Wakarara Road	Jul-26	$438,750
Whangaehu Road	Jul-26	$365,625
Kahuranaki Road	Jul-27	$1,337,500
Cooks Tooth Road Projects	Jul-27	$8,187,500
Tourere Road projects	Jul-27	$6,912,750
Ugly Hill Road	Jan-27	$211,250
Purimu Bridge	Jan-27	$718,750
Patangata Bridge	Jul-27	$63,250,000
Old Station Bridge	Jul-28	$1,046,875
Rotohiwi Road	Jul-28	$1,018,750
Porangahau Road Projects (x4)	Jul-28	$1,328,125
Pourerere Road Projects (x5)	Jul-28	$4,371,250
Lake Station Road	Jan-28	$431,250
Macauleys Culvert	Jan-28	$643,750
Rotohiwi Road	Jul-28	$731,250
Blackhead Road	Jul-28	$585,000
Ngahape Road	Jul-29	$940,625
Wilson Cutting Road	Jul-29	$862,500
Mill Road	Jan-29	$731,250
Rotohiwi Road	Jan-29	$215,265
Tipenes	Jan-29	$270,000
Wilson Cutting Bridge	Jul-30	$5,750,000
Middleton Road (x2)	Jul-30	$1,316,250
Hutana Bridge	Jul-29	$287,500
Northblock Ford	Jul-29	$718,750
Rangitoto Road	Jul-29	$292,500
Farm Road	Jan-30	$981,250
Burnside Bridge	Jan-31	$11,500,000
Cheviot Slab	Jan-29	$234,375
Hulls Bridge	Jan-30	$254,375
Te Uri Road	Jan-30	$287,500
Old Hill Road	Jan-30	$438,750
School's Road	Jan-30	$292,500
Peacocks Bridge	Jan-30	$251,250
Bush Road Culvert	Jan-30	$215,625
Skippers Road Projects (x2)	Jul-32	$1,150,000
Gollans Bridge	Jul-31	$340,625
Wharetoka Bridge	Jun-27	$365,625
Holdens Bridge	Jun-27	$343,750
Braeview Road	Jul-31	$292,500
Matheson Rd Culvert	Jun-26	$262,500
Epae Culvert	Jun-26	$209,375
St Lawrence Rd	Jul-31	$292,500
Wakaraeo Bridge	Jul-31	$300,000
Hiranui Rd and Bridge (x3)	Mar-26	$1,303,750
Hunters Culvert	Jun-28	$209,375
Herick Street	Jun-27	$359,375
Old Waipawa River Bed Bridge	Dec-29	$4,312,500
Te Uri Road projects (x4)	Jun-31	$3,306,250
Otowhao Road	Jul-31	$718,750
TOTAL		**$132,599,890**

Based on work undertaken by the Reginal Recovery Agency, in collaboration with local councils, the substantiated repair and rebuild investment required is approximately $1.1 billion across the Hawke's Bay transport system local roads that will need to be remedied. Between Wairoa District Council, Hastings District Council, and Central Hawke's Bay District Council there is sufficient local share available to enable approximately $400 million of recovery and rebuild works, leaving approximately $700 million unfunded across the programmes. The council recovery programmes span 5 – 7 years and need to be completed at pace to secure reliable journeys for our communities and goods and provide long term investment confidence for our regional economy. There is also a risk that cyclone impacted sites, if not addressed in a timely manner, will become even more expensive to repair and reinstate as time goes on. Additionally, in the event of another severe weather event before sites can be repaired, the risk of compounding consequential damage, resulting in higher costs, could be exponential.

The reality is that the level of local share available will not be sufficient to support the level of work required. To deliver all of the rebuild and recovery works, long-term enhanced Government support is required. Essentially, a normal FAR will not allow a timely recovery across the impacted councils. The region requires a confirmed long-term emergency FAR of +20% to enable recovery.

Committed long term emergency FAR rates will provide significant support for councils to execute their pipeline of work. However, it is likely that the enhanced emergency FARs will not be enough and bespoke funding support for each council will be required based on affordability. Table 8 below sets out the annual recovery programme by council for the next four years. Importantly, it identifies the total cost, FAR contribution (at an assumed FAR + 20%), and the level of additional bespoke funding required to enable the works.

Table 8 presents the four-year transport recovery – proposed recovery funding enhancements by council.

Note – the funding in the table has a number of assumptions built in, being:

- Proposed FARs include the +20% enhanced FAR
- CHBDC contribution is (generally) $2m flat rate contribution
- Assumed HDC will contribute 12% of the cost
- WDC contributions are set out as per the table.

Table 8: Proposed transport funding by Council including enhanced FARs and bespoke funding

	Year 1	Year 2	Year 3	Year 4
CHBDC				
Total cost	$ 38.4m	$ 38.7m	$ 41.5m	$ 10.4m
NZTA FAR @ 79%	$ 30.3m	$ 30.5m	$ 32.8m	$ 8.2m
Council contribution budgeted	$ 2m	$ 2m	$ 2m	$ 0.5m
Additional ask	*$ 6.1m*	*$ 6.1m*	*$ 6.7m*	*$ 1.7m*
HDC				
Total cost	$ 24.6m	$ 36.6m	$ 81.5m	$ 98.2m
NZTA FAR @ 73%	$ 17.95m	$ 26.7m	$ 59.5m	$ 71.7m
Council contribution budgeted	$ 2.95m	$ 4.4m	$ 9.8m	$ 11.8m
Additional ask	*$ 3.7m*	*$ 5.5m*	*$ 12.2m*	*$ 14.7m*
WDC				
Total cost	$ 9.1m	$ 15.3m	$ 15.6m	$ 11.5m
NZTA FAR @ 95%	$ 8.6m	$ 14.5m	$ 14.8m	$ 10.9m
Council contribution budgeted	$ 0.1m	$ 0.8m	$ 0.8m	$ 0.2m
Additional ask	*$ 0.28m*	*$ 0.46m*	*$ 0.47m*	*$ 0.5m*
Regional total cost	**$ 72.1m**	**$ 90.6m**	**$ 138.6m**	**$ 120.1m**

Table 8 represents the first four years of recovery efforts and provides a clear view of the high levels of investment required in the recovery and rebuild. With enhanced support and closer partnership with Government, Hawke's Bay will be able to materially accelerate the rebuild process and, in some instances, proactively add and enhance the resilience of our local roading networks.

Budget 2024 provided $330 million dollars for local roading response and recovery for all North Island Weather Events (NIWE) affected regions out to July 2025. The overall funding allocation will help to accelerate response and recovery efforts across NIWE regions, of which Hawke's Bay is one. Specific regional appropriations are yet to be finalised, with any additional contribution welcomed by Hawke's Bay. As a region, Hawke's Bay will need to continue close collaboration across councils to secure additional funding via budget allocations for future years to ensure the recovery and rebuild process continues at pace.

Looking from a long-term lens, enabling the recovery and rebuild of the local roading network to be undertaken in a timely manner with provide investment confidence for businesses, vital community connection, and the free flow of goods and services across the region. The local roading networks, as previously outlined in this RLTP, is a key feeder to the state highway network and is a vital enabler of economic development and growth along with community connection.

Securing reliable and resilient journeys across our regional transport system, particularly our local roads, requires investment to occur at pace over the next four to seven years. Achieving this will greatly enhance our regional economy and provide ample opportunity for regional growth, but economic and community.

Committed projects

There are a number of projects that commenced in previous RLTP cycle and are due to be completed in future RLTP periods. Some projects will be completed during the 2024 – 2027 RLTP. The table below sets out the committed projects.

Table 9: regionally committed projects

Approved organisation	***Project Name***	***Phase***	***Status***
Hastings District Council	Maraekakaho / York Roundabout Construction	Implementation	Funding Approved
Hawke's Bay Regional Council	Regional Consortium Interim Ticketing Solution	Implementation	Funding Approved
Hawke's Bay Regional Council	Regional Consortium Interim Ticketing Solution	Implementation	Funding Approved
NZTA (Hawke's Bay)	EW TREC Gabrielle Recovery HB 20230213	Construction	Funding Approved
NZTA (Hawke's Bay)	SH2 Inter-Reg connections: Passing Opps	Implementation	Funding Approved
NZTA (Hawke's Bay)	SH38 Wairoa to Murupara Business Case	Pre-implementation*	Funding Approved
NZTA (Hawke's Bay)	SH38 Wairoa to Murupara Business Case	Implementation	Funding Approved
NZTA (Hawke's Bay)	SH5 Matea Road to SH2 S IMPR	Implementation	Funding Approved
NZTA (Hawke's Bay)	SH51 Napier to Hastings	Implementation	Funding Approved
NZTA (Hawke's Bay)	SH51 Napier to Hastings	Implementation	Funding Approved
Wairoa District Council	EW: Emergency Works June 2023	Construction	Funding Approved
Wairoa District Council	EW: Emergency Works March 2022	Construction	Funding Approved

Inter-regionally significant projects

There are many transport system projects in flight at any one time. Given Hawke's Bay's need to be connecting to key distribution areas, and having the strategic export asset of Napier Port, it is necessary to identify inter-regionally significant projects that will have an impact on our regional transport system. The table below sets these out.

Hawke's Bay is bordered by Horizons to the south, Waikato to the northwest, and Tairāwhiti to the north. There is a clear need for a complete, consistent, and resilient transport system across all regions.

Table 10: Inter regionally significant projects.

Significant inter-regional activities between Horizon's and Hawke's Bay	
Activity	Reason for inter-regional significance
Te Ahu a Tūranga, Manawatū-Tararua Highway	Construction of Te Ahu a Tūranga, Manawatū-Tararua Highway, the new primary east-west route, will enable the efficient, effective, reliable and safe movement of people and freight between the Horizons and Hawke's Bay regions. Construction is well-underway and will be completed in the 2024-27 funding period.
State Highway 2 Kakariki Road and Woodville Commercial Vehicle Safety Centre (weigh station)	Ensuring heavy vehicles meet the required safety standards is key to ensuring safe connections between the Horizons and Hawke's Bay regions.
KiwiRail – weather response, rail line maintenance and repair	Investigation and repair/improvements to the rail network between the Hawke's Bay and Horizons regions following the Cyclone Gabrielle weather event.
National ticketing solution	This project will see nation-wide consistency in paying for public transport. It will reduce barriers associated with different systems, cards and requirements in each region. While nationally important, at a regional level it is particularly significant for Horizons and Wellington due to the inter-regional services currently operating between the two regions.
Huarahi Tūhono – Weber to Wimbledon (Route 52)38	Upgrade sections 44 and 63 of Route 52 between Weber, Tararua District, and the boundary of Central Hawke's Bay

Significant inter-regional activities between Te Tairawhiti and Hawke's Bay	
Activity	Reason for inter-regional significance
Wairoa – Tairawhiti Resilience Strategic Response	A significant programme of works in response to damage from Cyclone Gabrielle. The programme seeks to recover, rebuild, and enhance resilience on SH's 2, 35, 38 through Wairoa and the East Cape.
Significant inter-regional activities between Hawke's Bay and Waikato region	
Activity	Reason for inter-regional significance
State Highways 5 safety and efficiency PBC	A key lifeline link from Hawke's Bay to the West and North, SH5 has had ongoing safety issues and historic underinvestment. This PBC will address safety and efficiency deficiencies across the corridor. Once complete, this will result in increased speed limits on portions of the corridor. It will deliver greater safety and more secure journeys for people and freight
Hawke's Bay Resilience Strategic Response	This programme of work is in response to damage from Cyclone Gabrielle and covers all the state highways across Hawke's Bay. The programme encompasses a range of different activities and investments that will rebuild lifeline links and enhance long term resilience

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

8.1 Transport priority 1: Resilience, security, and asset management

Transport priority 1: Resilience, security, and asset management 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 responses 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, particularly Wairoa, 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 impact. • 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 is 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. • Rail access to Napier Port is challenging due to numerous level crossings, a low

	clearance bridge and single-track limiting rail access. This needs to be considered in conjunction with the road access via Ahuriri in the context of future projects to protect the freight corridor for Hawke's Bay businesses. • 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 its 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 payback for centralised investment. Developing resilient network corridors can be clearly allocated for certain activities, further driving value and efficiency as new roads do not always need the be built and corridors are being used for their intended form and function.

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. • 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

Area	Summary of impact
Central Hawke's Bay District	• 600+ slips across the roading network. • $100+ million damage to roads. • 110 out of 400 roads closed / impacted. • 1,500 culverts damaged or destroyed. • 662 bridge faults or impacted, 6 destroyed. • $55m of existing road network damages prior to Cyclone Gabrielle. These damages were existing from 2022, the wettest year on record.

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
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 councils 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**
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
- 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 NZ Transport Agency 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 SH5, closures due to resilience issues such as slips, rockfall and hazardous trees can result in a 2+ hour detour which disrupts the movement of goods and severs people from whānau, employment, education and healthcare. There was an estimated $84-115m of GDP lost through disruption on SH5, with 36 closure days in the year following Cyclone Gabrielle with a daily cost of closure estimated at $3m per day.

Closures due to slips, rockfall and other resilience issues on SH2 can result in a 5-7 hour detour, isolation for communities and severance of lifelines. There was an estimated $310-440m of GDP lost through Cyclone Gabrielle related disruption on SH2.

The initial loss of the SH2 Waikare Bridge for three months until a temporary Bailey bridge was installed resulted in significant economic losses in the order of $160m GDP to the Hawke's Bay and Tairāwhiti regions' economies. The economic cost arising from the closure of SH2 south of Wairoa and diversion of this freight traffic was initially around $3m per day.

The economic cost from Cyclone Gabrielle related state highway closures reached over $500m, which is around 4% of the Hawke's Bay and Tairāwhiti's annual GDP. Continued and future risk of disruption will undermine business confidence, reduce the competitiveness of the regions' economy and result in further economic loss.

Supporting economic growth and productivity is the Government's 'top priority' for transport investment in the GPS. Supporting economic growth can occur through growing the economy but just as importantly by preventing economic losses. The resilience improvements recommended in the Resilience Strategic Responses and the SH2 Waikare Gorge Realignment project are focused on delivering more secure and reliable access and preventing further economic losses from occurring.

Strategic lifelines – proposed long-term proposed resilience solutions

Following Cyclone Gabrielle, the NZ Transport Agency Waka Kotahi has investigated staged investment for improving the resilience of the two key interregional routes SH2 and SH5, to provide critical lifeline, economic, emergency and community access. A series of corridor and large resilience projects have been considered and are subject to funding. Enabling these projects to proceed will be key to securing reliable and resilient journeys into, out of, and around Hawke's Bay.

State highway corridor critical resilience sites

1. SH2 Ōpōtiki to Napier

The full recommended programme identifies 166 sites for resilience works, resulting in a step-change in resilience for 340km of SH2. The initial recommended stage addresses the 68 highest risk sites.

2. SH5 Napier to Taupō

The full recommended programme addresses 37 sites for resilience works. The initial recommended stage addresses the 68 highest risk sites.

There is also a focus on sections which suffered significant cyclone damage and disruption, where temporary solutions are in place or where infrastructure may be vulnerable to future natural hazards such as extreme weather or large seismic events.

Large resilience projects

3. SH2 Waikare Gorge Realignment

A 4km realignment of the Waikare Gorge which is susceptible to slips and rockfall. Includes a new bridge to replace the bridge that was washed away during Cyclone Gabrielle.

4. SH2 Devil's Elbow

Targeted widening of this 6km section of road and realignments at spurs to reduce the risk of full closures. A new curved bridge or arch culvert, easing the sharp bend at Devil's Elbow to improve safety and manage water flows better. Stormwater and drainage upgrades throughout.

5. SH2/SH5 Eskdale flood management, bridge replacement and intersection upgrade

Improved drainage and raising and strengthening SH5 and SH2 at specific locations. Upgrading the SH2/SH5 intersection to a single lane roundabout. Replacing the SH2 Esk River Bridge which is vulnerable to seismic and weather events.

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. • Assess 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.

Area	AMP Approach to Resilience
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 characterised 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 as:

- 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.

Proposed investment and benefits

The Waka Kotahi Resilience Strategic Response (RSR) Programme Business Cases for both Tairāwhiti/Wairoa and Hawke's Bay set out a wide-ranging programme of potential investments, which will be subject to further investigation and delivery over the next decade, subject to funding. A high-level snapshot of some of the work is set out below, along with a planned programme business case to address safety and efficiency issues on state highway 5.

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.

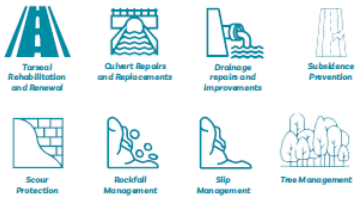
Projects in this programme of work include:

- 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"

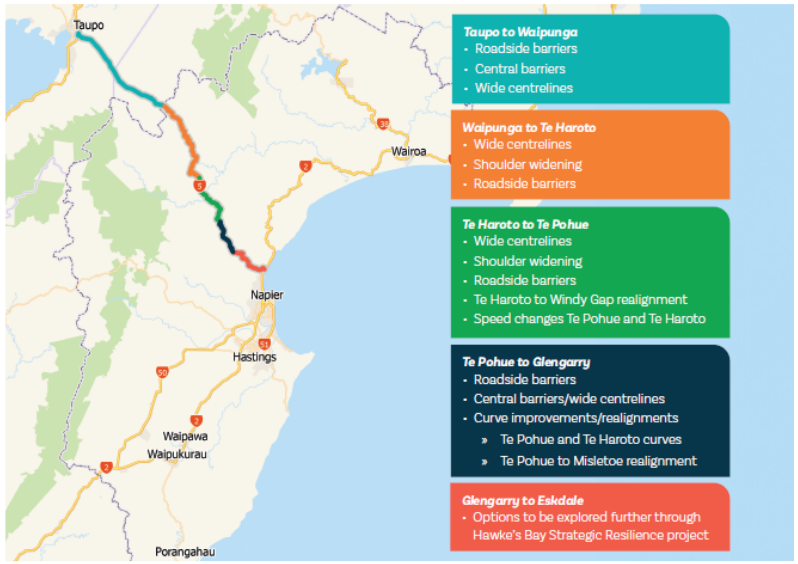
Maintenance, operations, and renewals activities will continue to be carried out across the SH network including Hawke's Bay's State Highways of 2, 5, 50, 51, and 38. These are often unseen works as they are not always 'shiny' or 'new'. They are, however, critical to increased resilience, reliability, 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, 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

Each of the four council AMPs sets out the proposed investment in asset maintenance and renewals, to address resilience:

Table 11: Proposed investment in asset management (2024-27)

Area	Proposed investment
Wairoa District	Total investment 2024-27 — $47.7 million: • Operations and maintenance: $40.7 • Renewals: $7 million • Two major capital projects: • Nuhaka Opoutama Road "Blowhole" Retreat. • Coastal Erosion Protection.
Napier City	**Total investment 2024-27:** $43.8 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 — $133.9 million: • Large spend planned for 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 — $51.4 million: • 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.

It is valuable to note that these proposed funding levels may change over time once the NLTF allocations and associated local share funding levels become clearer.

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 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). • 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: • 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.

Area	AMP Evidence of maintenance backlog
	• 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 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 region 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.

Asset class	Benefits of investment
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.
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 always present a commercially competitive option for freight into and between 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. This fragility became evident during Cyclone Gabrielle, with the rail line sustaining significant damage.
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.

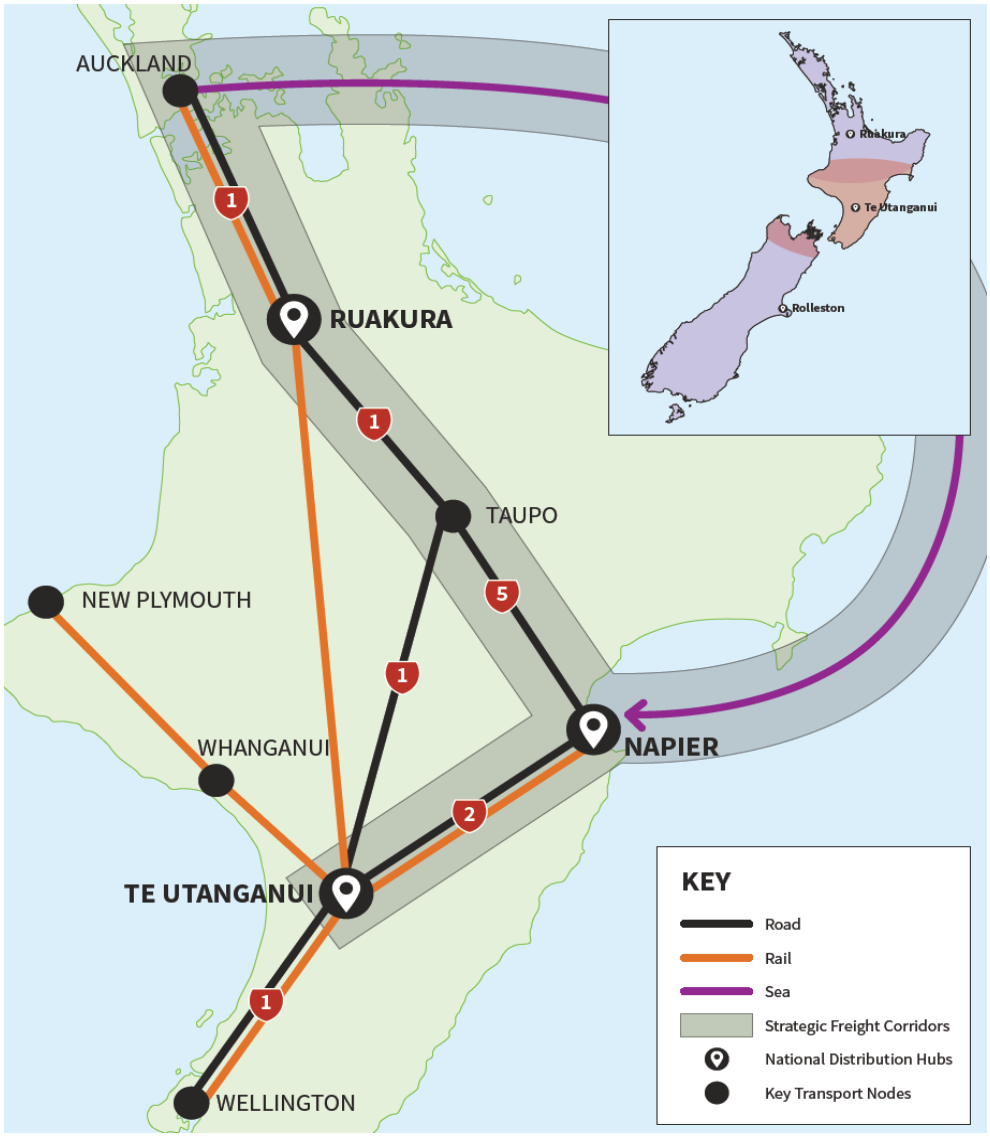


Figure 25: North Island Strategic Freight Corridors

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.

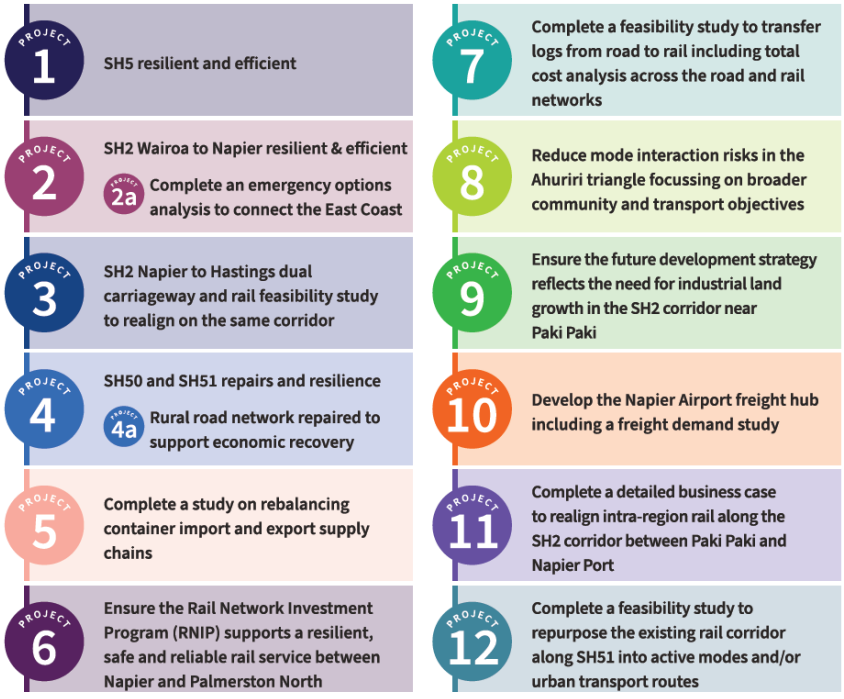


Figure 26: Potential Priority Projects for Further Investigation

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.

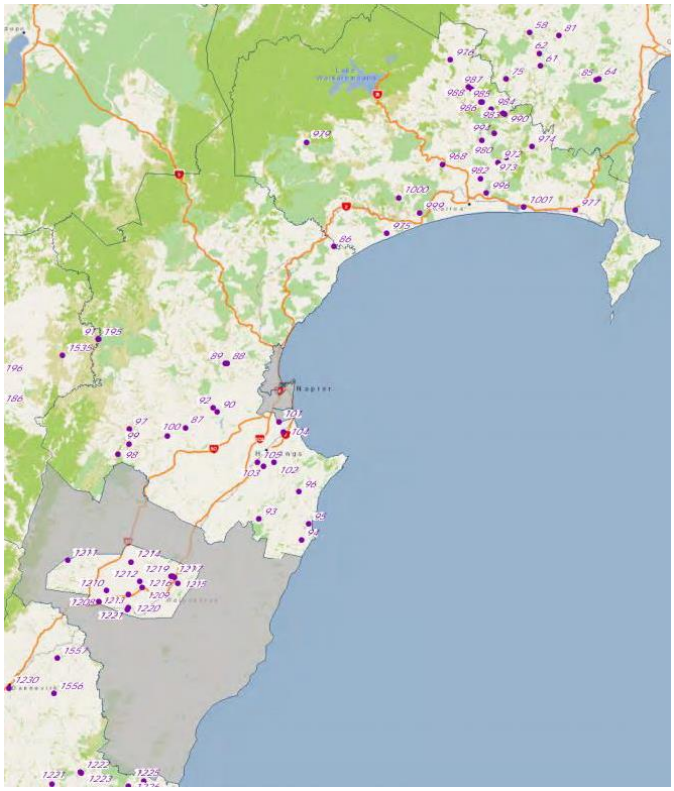


Figure 27: Locations of Weight Restricted Bridges

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.
- 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.

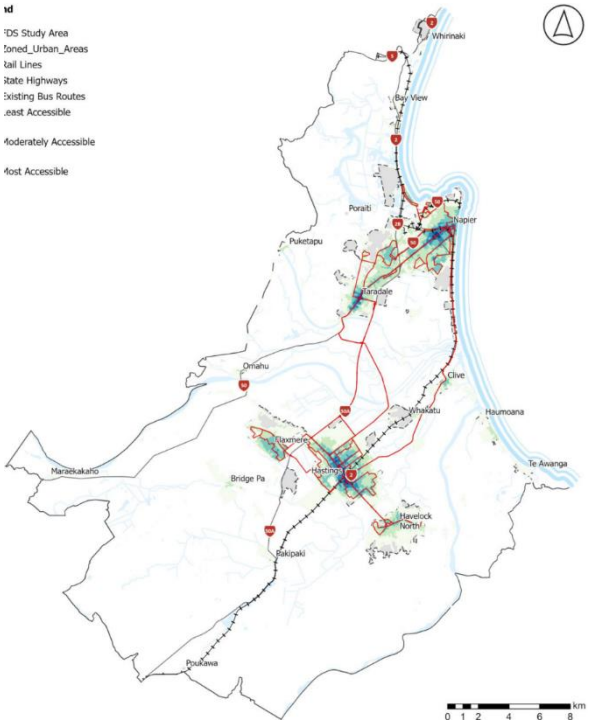


Figure 29: Existing Levels of Accessibility

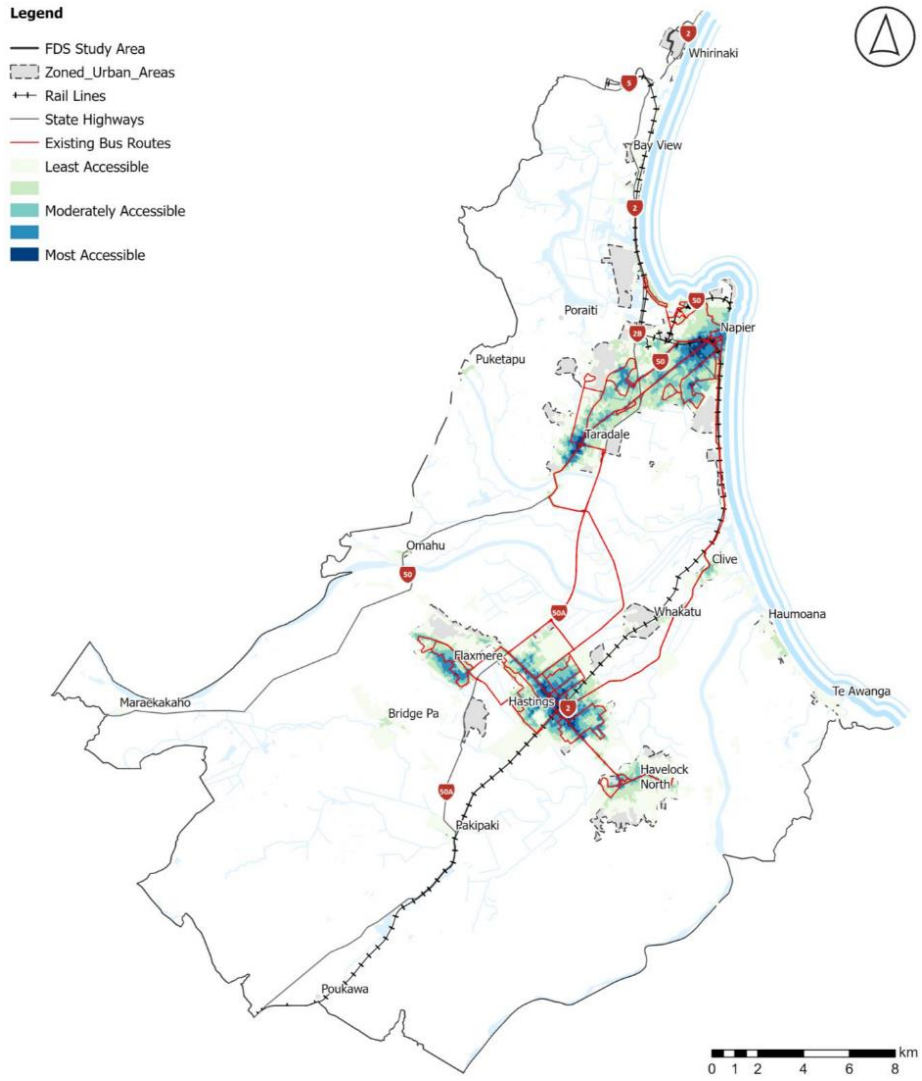


Figure 30: Future Levels of Accessibility

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 4-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 $4 - 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.
- 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
- 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, Cyclone Gabrielle 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: Transport Choice

Transport Priority 2: Transport Choice Provide 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 easier and more 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 indicators	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

Area	Activities and opportunities
	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 (pending funding) 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

Project	Summary description and benefits
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
Battery Road upgrade	Provision of shared walking/cycling facilities
Total	

In Hastings there is a similarly comprehensive set of network proposals (pending funding) 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

Project	Summary description and benefits
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

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 to:

- 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.

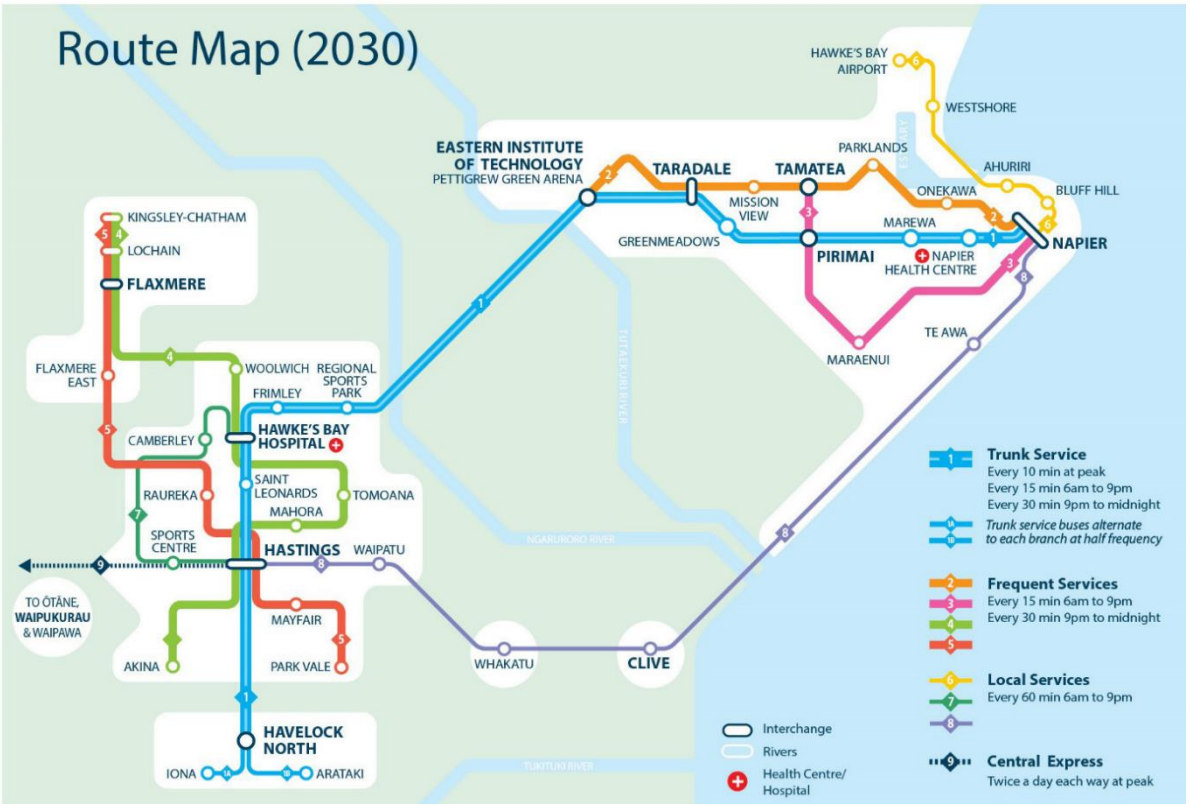


Figure 32: Proposed Network Frequencies and Routes

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 $4 - $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% or more.

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 to:

- 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.
- there 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.
- there 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.

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.

While 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, 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.

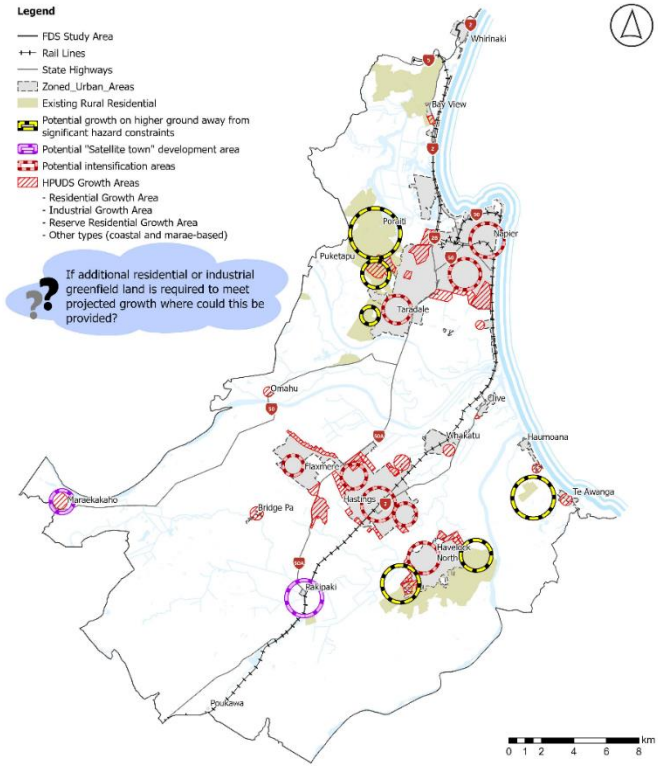


Figure 33: FDS Study Area Map

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
- 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
- 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: Healthy & Safe People

Transport Priority 3: Healthy & Safe People 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 Hawke's 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
	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 at 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.
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).

Risk area and evidence base	Activity description
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 communities. This is a multi-faceted challenge with a range of causal factors and is particularly prevalent in lower socio-economic communities	• 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. • 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.

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 / Headline target	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		Availability increases by 30% by 2035
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		10% reduction in Transport GHG's by 2034
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)		30% reduction in all DSIs by 2034
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 (2018) 15% for school (2018)	10% travel to work by public and active travel by 2030 25% travel to school by public and active travel by 2030
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		Increase availability by 20% by 2034

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 lower levels of compliance with licensing requirements	Driver licence records		
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
- 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

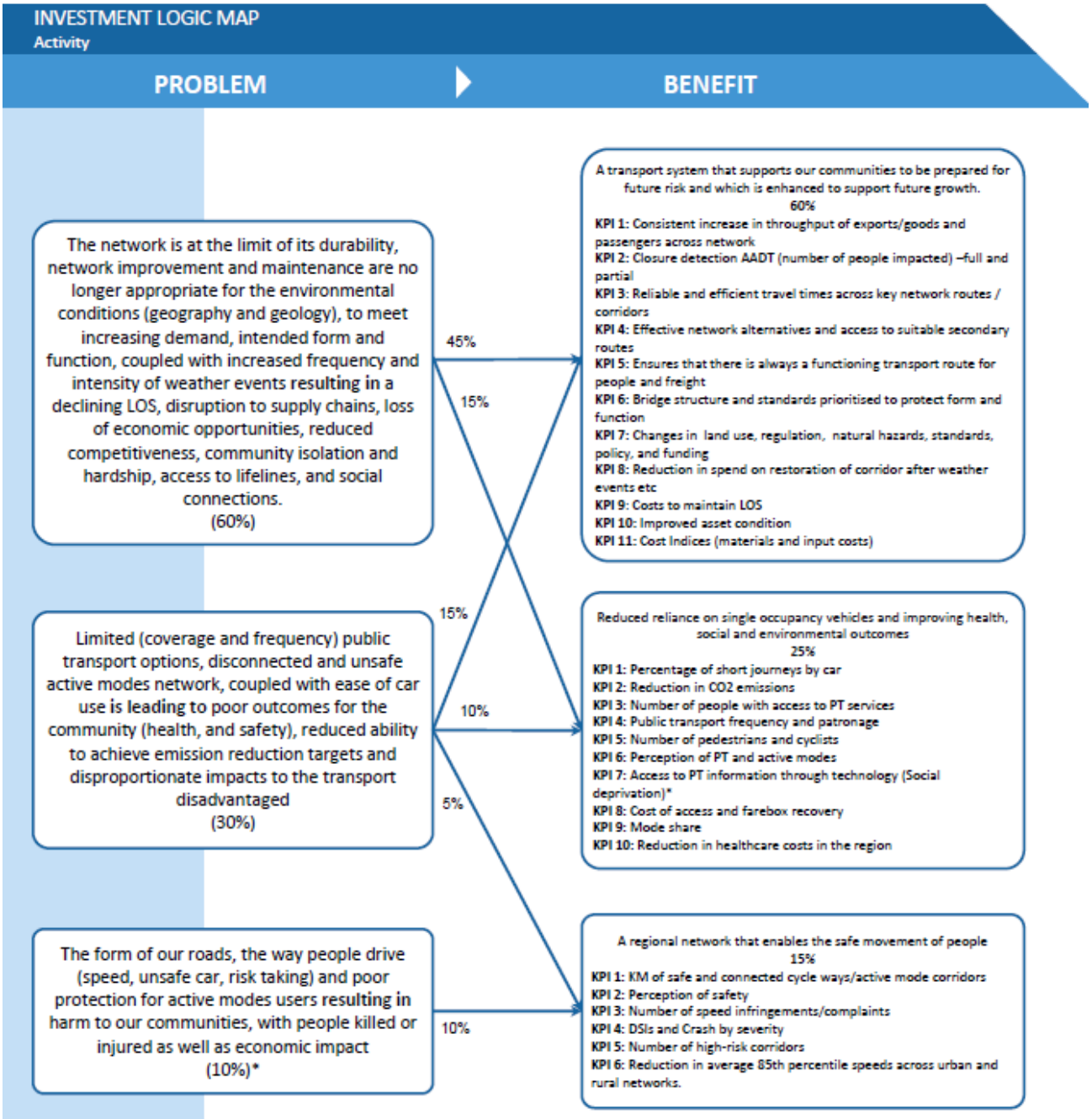
LTMA Reference	Provision	Assessment
s14(a)(i)	The RTC must be satisfied that the RLTP contributes to the purpose of the LTMA: to contribute to an effective, efficient, and safe land transport system in the public interest.	The RLTP contributes to the purpose of the LTMA in the following manner: **Effective 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 sector's annual contribution 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 Pipfruit (HA)	8,400
Pipfruit production affected by Cyclone (HA) - Category 1 - 3	4,000
Total number of Pipfruit growers in Hawke's Bay	150
Number of growers affected by Cyclone - Category 1 - 3	80

Production impact			
	Apple and Pear NZ impact description	Proprty 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. Combined, this provides investment confidence for business and growers, ensuring they can get the necessary inputs when required, but importantly, can get products to processing and export destinations at the peak of their quality.

Appendix 5: RLTP Capital Projects – description

The projects in this list were those put forward during the programme development phase in the last quarter of 2023. The majority of investments come from the State Highway Improvement Programme (SHIP). It is likely that the SHIP may change as the GPS is confirmed. To that end, it is likely the capital projects will also change.

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 to 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 programme	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: • SH2 Devil's Elbow • SH2 Opotiki to Napier – highest risk resilience sites • SH38 Tuai sub-station to Wairoa and Frasertown bridge • SH38 Wairoa to Murupara stage 2 • SH38 Frasertown EOL bridge replacement It will also provide some resilience enhancements across state highways' 2, 35, 38.	82.5
5	Hawke's Bay resilience rebuild - programme	NZTA	A significant programme of work that has been developed following Cyclone Gabrielle to address damaged and destroyed transport system infrastructure and assets and secure reliable journeys for business and communities. Large scale projects include: • SH5 Taupo to Napier – highest risk resilience sites • SH5 Lucky Hill bridge to SH5 / SH2 and Eskdale flood management • SH5 Mohaka bridge upgrade • SH5 Taupo to Napier priority 2 • SH2 Napier to Takapau 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. It contains two projects within the overarching project - The Blowhole dropout repair, and the Nuhaka-Opoutama Road Coastal Erosion Structures. It contains two projects within the overarching project - The Blowhole dropout repair, and the Nuhaka-Opoutama Road Coastal Erosion Structures.	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. While not currently identified in the SHIP, the RTC has left it in as a prioritised Capital project due to its importance to the CHB community.	76.3
8	SH5 (incl. safety)	NZTA	A significant medium – long term programme of work designed to address safety and efficiency challenges and historic underinvestment	73.8

Rank	Project	Lead	Project overview	Project score
	programme of work		along the corridor. This will focus on making the corridor safer and addressing speed limit concerns	
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 Tōmoana.	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

Appendix 6: Capital project prioritisation process

It is a requirement of the Land Transport Management Act (2003) that the Regional Transport Committee, the statutory owners of the RLTP, use a prioritise process to objectively rank all of the regionally significant projects. Regionally significant projects are determined by the RLTP significance policy.

Broadly, regionally significant projects are capital improvements with a value of more than $2 million over the life of the project. Some examples proposed in this RLTP include the four laning of the Hawke's Bay expressway, the Hawke's Bay Resilience Rebuild, and the Te Mata – Waimarama roundabout.

A new prioritisation process was developed for the 2024 – 2034 RLTP. The prioritisation process is anchored with 8 evaluation criteria that seek to understand the alignment value, strategic value, and transformational value of a project. Each criteria has a possible score of 1 to 4 with each score having some level of explanation.

Weightings are applied to each of the evaluation criteria has a weighting associated with it to articulate the level of regional importance for the specific criteria.

Each proposed capital project is then run through the tool using the evaluation criteria, attracting a maximum potential score of 100.

At the 3 November RTC meeting the Committee discussed and agreed the prioritisation of the regionally significant projects for inclusion in the draft RLTP. The outputs are plotted on a bubble chart with four clear quadrants. These then enable a strategic conversation around the final scores and whether there are any other relevant considerations.

The evaluation criteria are set out following.

		Strategic fit & Alignment				Regional Benefit			
		Strategic Urgency (strategic importance of project for resilience and future form +	Contribution to draft GPS strategic objectives	Contribution to RLTP Strategic objectives	Benefits realisation mix (ILM co-benefit alignment)	Ability to execute	Community impact / connection	Contribution to Transport System Resilience	Regional scale of change
Weight		10%	10%	20%	10%	5%	15%	15%	15%
Point Allocation	1	**Not very urgent** Project will maintain current levels of service	**Minimal** Limited contribution - aligns with 1 objective	**Minimal** Limited contribution to strategic objectives - primarily aligns with objective 5	**Minimal** Co benefits not clear - project focus on one key benefit - minimal ILM alignment	**Severely Constrained** Large multi year project, severe resource constraints, tight timelines, extensive consenting / compliance required, access to capital challenging. Challenging consenting and applications. Will take significant time to be shovel ready	**Do nothing / minimum** Does not increase community connection. No new transport choices or added safety	**Do nothing / minimum** Offer limited current or future resilience	**Do nothing / minimum** No change in levels of service
	2	**Somewhat urgent** Project will address some network issues and maintain current levels of service	**Low** Low contribution -aligns with no more than 2 objectives	**Low** Some contribution to strategic objectives - primarily with objective 1. Some co-benefits clearly set out.	**Low** Some co-benefits clearly articulated. Project has one clear primary outcome. Some ILM alignment, mostly with resilience	**Constrained** Large multi year initiative with resourcing, capital, and input constraints. Complicated consenting and application processes to work through. Will take some time to be shovel ready.	**Maintain** Impacts community connection and maintains existing levels of service. Some new transport choice and a safer network	**Maintain** Slight increase to curent and future resilience	**Maintain** Slight increase in BAU levels of service
	3	**Quite urgent** Project will address a challenging facet of the transport network, creating better connection / alternative and increasing resilience	**Medium** Aligns with 3 or more strategic objectives - focuses largely on resilience and maintaining the system	**Medium** Considerable contribution to strategic objectives - Primarily aligns with objectives 1, 4 with clear co-benefits for 2 & 3.	**Medium** Co-benefits articulated with a blended alignment to ILM problem statements	**Minimal Constraints** All necessary inputs easily accessible, resources (inputs + people) to hand, required capital accessible, normal consenting and application processes to work through.	**Significant change** Significant impact on community connection, provides new transport choice and enhanced network safety	**Significant change** Significant increased levels of resilience	**Significant change** Increased levels of service, resilience, and choice
	4	**Critically urgent** Project will address significant deficiencies on critical lifeline routes, significantly improving current and future resilience and / or create network alternative or ne routes / modes	**High** Significant contribution - aligns with all strategic objectives (clear co-benefits) with main focus on resilience, maintenance, and future focus	**High** Primarily aligns with and delivers on objectives 1,3, 4 with clear link to objective 2. Long term co-benefits exist for 5	**High** Clear and explicit co-benefits articulated with strong ILM alignment - 60% resilience, 25% transport choice, and 15% safety component as minimum	**No constraints** Resources, capital, inputs to hand. Shovel ready.	**Transformational** Transforms community connection signifcantly, has large positive impact on communities (e.g. better connection, much safer network, greater choice)	**Transformational** Totally transforms regional resilience	**Transformational** Regionally transformational project - significantly increases resilience, transport choice, and safety

Appendix 7: Ten – year financial forecast by activity class

The table below provides a 10-year forecast by activity class for each Road Controlling Authority for income and expenditure. These forecasts provide a snapshot in time and will likely change. The overall funding is subject to fluctuations from both the NTLF and Local Council LTP processes and figures contained within this forecast may differ from the investment proposal in Chapter 7. It is also valuable to note that these figures and activity class descriptions will change once the draft GPS 2024 is confirmed and overall NLTP allocations are finalised.

Organisation name	Activity class name	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34
Central Hawkes Bay District Council	Road to Zero										
	Public transport services	--	--	--	--	--	--	--	--	--	--
	Public transport infrastructure	--	--	--	--	--	--	--	--	--	--
	Walking and cycling improvements	--	--	--	--	--	--	--	--	--	--
	Local road improvements										
	Local road operations	19,472,216	20,640,549	21,878,981	23,191,720	24,583,224	26,058,217	27,621,710	29,279,013	31,035,753	32,897,899
	Investment management (incl. Transport Planning)										
	Coastal shipping	--	--	--	--	--	--	--	--	--	--
	Rail network	--	--	--	--	--	--	--	--	--	--
	Total expenditure	19,472,216	20,640,549	21,878,981	23,191,720	24,583,224	26,058,217	27,621,710	29,279,013	31,035,753	32,897,899
	- Approved organisation revenue	7,983,609	8,462,625	8,970,382	9,508,605	10,079,122	10,683,869	11,324,901	12,004,395	12,724,659	13,488,139
	- NLTF revenue										
	- Other revenue										
	Total Subsidised revenue	7,983,609	8,462,625	8,970,382	9,508,605	10,079,122	10,683,869	11,324,901	12,004,395	12,724,659	13,488,139
	Unsubsidised operational expenditure										
	Unsubsidised capital expenditure										
	Total Unsubsidised expenditure	--	--	--	--	--	--	--	--	--	--
	- Local Authority revenue										
	- Other revenue										
	Total revenue	--	--	--	--	--	--	--	--	--	--
Hastings District Council	Road to Zero	2,300,000	2,649,400	3,374,800	4,444,020	5,391,000	6,245,121	7,071,727	8,117,711	8,263,866	9,244,751
	Public transport services	--	--	--	--	--	--	--	--	--	--
	Public transport infrastructure	172,050	175,318	178,656	182,046	131,594	134,096	136,512	150,921	--	156,249
	Walking and cycling improvements	2,998,075	1,419,291	689,497	828,069	1,399,503	1,153,635	223,700	227,720	231,820	235,760
	Local road improvements	14,489,895	5,274,431	8,523,602	4,017,923	5,043,280	595,503	1,907,601	6,633,825	12,002,828	5,887,752
	Local road operations	20,100,100	22,009,482	24,085,121	25,545,707	26,997,182	28,524,448	30,035,204	31,629,170	33,230,718	33,819,185
	Investment management (incl. Transport Planning)	95,836	95,836	95,836	95,836	95,836	95,836	95,836	95,836	95,836	95,836
	Coastal shipping	--	--	--	--	--	--	--	--	--	--
	Rail network	--	--	--	--	--	--	--	--	--	--
	Total expenditure	40,155,956	31,623,758	36,947,512	35,113,601	39,058,395	36,748,639	39,470,580	46,855,183	53,978,706	49,439,533
	- Approved organisation revenue	19,285,639	19,088,239	19,229,239	19,379,639	19,511,239	19,652,239	19,802,639	20,527,113	19,103,953	19,383,133
	- NLTF revenue	21,747,635	21,525,035	21,684,035	21,853,635	22,002,035	22,161,035	22,330,635	23,147,596	21,542,756	21,857,576
	- Other revenue	--	--	--	--	--	--	--	--	--	--
	Total Subsidised revenue	41,033,274	40,613,274	40,913,274	41,233,274	41,513,274	41,813,274	42,133,274	43,674,709	40,646,709	41,240,709
	Unsubsidised operational expenditure	1,508,095	1,508,095	1,508,095	1,508,095	1,508,095	1,508,095	1,508,095	1,508,095	1,508,095	1,508,095
	Unsubsidised capital expenditure	5,001,354	1,596,464	1,424,950	3,473,450	3,678,050	723,050	933,050	1,909,350	908,350	3,537,750
	Total Unsubsidised expenditure	6,509,449	3,104,559	2,933,045	4,981,545	5,186,145	2,231,145	2,441,145	3,417,445	2,416,445	5,045,84
	- Local Authority revenue	6,129,418	6,077,718	6,076,918	6,077,118	6,041,718	6,041,718	6,042,218	6,053,018	6,052,018	6,051,418
	- Other revenue	2,712,199	2,712,199	2,712,199	2,712,199	2,712,199	2,712,199	2,712,199	2,712,199	2,712,199	2,712,19
	Total revenue	8,841,617	8,789,917	8,789,117	8,789,317	8,753,917	8,753,917	8,754,417	8,765,217	8,764,217	8,763,617

Organisation name	Activity class name	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34
Hawkes Bay Regional Council	Road to Zero	745,000	625,000	620,000	620,000	650,000	650,000	650,000	650,000	650,000	650,000
	Public transport services	6,813,354	10,142,675	11,543,986	12,895,820	14,247,655	15,448,038	15,756,998	16,072,138	16,393,581	16,720,453
	Public transport infrastructure	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000
	Walking and cycling improvements										
	Local road improvements										
	Local road operations										
	Investment management (incl. Transport Planning)	400,000	400,000	400,000	400,000	500,000	500,000	500,000	500,000	500,000	500,000
	Coastal shipping										
	Rail network										
	Total expenditure	7,981,354	11,190,675	12,586,986	13,938,820	15,420,655	16,621,038	16,929,998	17,245,138	17,566,581	17,893,453
	- Approved organisation revenue										
	- NLTF revenue										
	- Other revenue										
	Total Subsidised revenue	--	--	--	--	--	--	--	--	--	--
	Unsubsidised operational expenditure										
	Unsubsidised capital expenditure										
	Total Unsubsidised expenditure	--	--	--	--	--	--	--	--	--	--
	- Local Authority revenue										
	- Other revenue										
	Total revenue	--	--	--	--	--	--	--	--	--	--
NZTA (Hawkes Bay)	Road to Zero	69,030	69,030	69,030							
	Public transport services										
	Public transport infrastructure	150,000	150,000	150,000	165,000	165,000	165,000	181,500	181,500	181,500	181,500
	Walking and cycling improvements	333,333	333,333	333,333	366,667	366,667	366,667	403,333	403,333	403,333	403,333
	State highway improvements	258,939,188	293,441,811	368,911,236	475,371,194	400,274,160	443,619,724	375,536,226	502,059,678	431,944,918	291,010,824
	State highway operations	38,590,647	43,480,720	44,304,449	54,774,171	56,631,275	59,229,770	62,226,913	64,312,877	65,033,961	65,803,439
	Investment management (incl. Transport Planning)	826,775	1,144,885	190,174	154,054	154,054	154,054				
	Coastal shipping										
	Rail network										
	Total expenditure	298,908,973	338,619,779	413,958,222	530,831,086	457,591,156	503,535,215	438,347,972	566,957,388	497,563,712	357,399,096
	- Approved organisation revenue										
	- NLTF revenue										
	- Other revenue										
	Total Subsidised revenue	--	--	--	--	--	--	--	--	--	--
	Unsubsidised operational expenditure										
	Unsubsidised capital expenditure										
	Total Unsubsidised expenditure	--	--	--	--	--	--	--	--	--	--
	- Local Authority revenue										
	- Other revenue										
	Total revenue	--	--	--	--	--	--	--	--	--	--

Organisation name	Activity class name	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34
Napier City Council	Road to Zero	--	--	--	--	--	--	--	--	--	--
	Public transport services	--	--	--	--	--	--	--	--	--	--
	Public transport infrastructure	25,000	25,000	25,000	25,000	25,000	25,000	25,000	250,000	25,000	25,000
	Walking and cycling improvements	1,890,000	4,280,000	1,800,000	--	--	--	--	--	--	--
	Local road improvements	3,750,000	965,000	1,720,000	7,062,765	1,943,510	3,859,040	4,487,189	2,653,510	2,643,510	3,003,510
	Local road operations	14,027,414	14,766,134	15,134,244	14,836,183	16,527,564	18,442,613	18,606,730	19,197,794	21,580,460	22,061,385
	Investment management (incl. Transport Planning)	--	--	--	--	--	--	--	--	--	--
	Coastal shipping	--	--	--	--	--	--	--	--	--	--
	Rail network	--	--	--	--	--	--	--	--	--	--
	Total expenditure	19,692,414	20,036,134	18,679,244	21,923,948	18,496,074	22,326,653	23,118,919	22,101,304	24,248,970	5,089,895
	- Approved organisation revenue	9,649,283	9,817,706	9,152,830	10,742,735	9,063,076	10,940,060	11,328,270	10,829,639	11,881,995	12,294,049
	- NLTF revenue	10,043,131	10,218,428	9,526,414	11,818,213	9,432,998	11,386,593	11,790,649	11,271,665	12,366,975	12,795,846
	- Other revenue	--	--	--	--	--	--	--	--	--	--
	Total Subsidised revenue	19,692,414	20,036,134	18,679,244	22,560,948	18,496,074	22,326,653	23,118,919	22,101,304	24,248,970	25,089,895
	Unsubsidised operational expenditure	4,151,897	4,442,530	4,753,507	5,086,252	5,442,290	5,823,250	6,230,878	6,667,039	7,133,732	7,633,093
	Unsubsidised capital expenditure	--	--	--	--	--	--	--	--	--	--
	Total Unsubsidised expenditure	4,151,897	4,442,530	4,753,507	5,086,252	5,442,290	5,823,250	6,230,878	6,667,039	7,133,732	7,633,093
	- Local Authority revenue	13,801,179	14,260,235	13,906,336	15,828,986	14,505,366	16,763,309	17,559,148	17,496,677	19,015,727	19,927,141
	- Other revenue	--	--	--	--	--	--	--	--	--	--
	Total revenue	13,801,179	14,260,235	13,906,336	15,828,986	14,505,366	16,763,309	17,559,148	17,496,677	19,015,727	19,927,141
Wairoa District Council	Road to Zero	--	--	--	$ --	--	--	--	--	$ --	--
	Public transport services	--	--	--	$ --	--	--	--	--	$ --	--
	Public transport infrastructure	--	--	--	$ --	--	--	--	--	$ --	--
	Walking and cycling improvements	178,500	205,700	224,825	244,800	265,625	287,300	309,825	333,200	357,425	382,500
	Local road improvements	4,439,925	5,021,500	4,605,750	2,784,000	4,575,000	2,405,000	3,054,375	2,814,000	2,552,000	2,283,750
	Local road operations	14,905,411	16,422,432	16,374,079	18,309,109	19,750,163	18,335,980	19,578,772	21,349,773	19,479,668	22,524,648
	Investment management (incl. Transport Planning)	256,448	277,460	269,372	173,083	265,295	304,507	383,719	297,131	339,642	216,354
	Coastal shipping	--	--	--	--	--	--	--	--	--	--
	Rail network	--	--	--	--	--	--	--	--	--	--
	Total expenditure	19,780,284	21,927,092	21,474,026	21,510,992	24,856,083	21,332,787	23,326,691	24,794,104	22,728,735	25,407,252
	- Approved organisation revenue	4,945,071	5,481,773	5,368,506	5,377,748	6,214,021	5,333,197	5,831,673	6,198,526	5,682,184	6,351,813
	- NLTF revenue	14,835,213	16,445,319	16,105,519	16,133,244	18,642,062	15,999,590	17,495,018	18,595,578	17,046,552	19,055,439
	- Other revenue										
	Total Subsidised revenue	19,780,284	21,927,092	21,474,025	21,510,992	24,856,083	21,332,787	23,326,691	24,794,104	22,728,736	25,407,252
	Unsubsidised operational expenditure	203,349	202,032	222,715	112,398	104,582	282,315	126,448	131,132	135,815	140,498
	Unsubsidised capital expenditure										
	Total Unsubsidised expenditure	203,349	202,032	222,715	112,398	104,582	282,315	126,448	131,132	135,815	140,498
	- Local Authority revenue	203,349	202,032	222,715	112,398	104,582	282,315	126,448	131,132	135,815	140,498
	- Other revenue										
	Total revenue	203,349	202,032	222,715	112,398	104,582	282,315	126,448	131,132	135,815	140,498

Appendix 8: Projects on the horizon

The following tables provide a view of projects that are required across the Hawke's Bay Transport system but are currently unfunded from all sources.

Project title	Description	Supporting information (if applicable)
Hawke's Bay Airport Second Access	There is currently one land transport access point to Hawke's Bay Airport which poses a risk to the secure and reliable access of emergency services, civil defence personnel, airport staff and other airport associated service providers and travellers alike. The Airport has an obligation to ensure emergency services are able to access the airport in a timely manner. An additional access to the Airport would enable less congestion and enable timely emergency response, if and when required. The essential role of the Airport as a Lifeline Utility was highlighted during the Cyclone Garbielle response. A second access point would better accommodate the high number of incoming personnel and high traffic volumes, including military vehicles. HBAL have identified two potential locations for an additional roundabout access off SH2, towards the northern end of the Airport. The identified options enable the land subject to height limitations along the Esplanade to provide alternative access when the Watchman Road roundabout is closed. The primary benefits sought are to improve the resilience of the Airport and its ability to fulfil its function as a Lifeline Utility by ensuring secure and reliable land transport access to the Airport. Additional benefits include unlocking regional economic growth potential by enabling development of a freight hub at the Airport which will provide improved air freight opportunities for time sensitive products to reach international markets and reduce pressure from freight movements on the State highway network. Based on a New Plymouth example of roundabout costs provided by Waka Kotahi, the estimated construction cost is $15-18 million.	Crashes at the Watchman Road/SH2 roundabout which have closed the sole access to the Airport. HBAL is the third busiest airport in the North Island. 650,000 passengers were welcomed in 2022. Passenger numbers are expected to grow to 1 million by 2030. The Napier Spatial Picture and the Future Development Strategy Issues & Options paper identifies land at the Airport as appropriate for industrial development.

The table below provides the Transport Choices projects that were planed across our local councils. These projects seek to provide more liveable neighbourhoods for our communities and make getting around easier.

Area	Transport Choices Projects
Hawke's Bay Region	Hawke's Bay Bus Stop Accessibility: ten innovative bus shelters (smart stops), which will be solar powered for real-time information displays, and people will be able to charge scooters, bikes, and phones.
Wairoa District	Wairoa Cycling Programme: shared paths and protected cycle lanes around Tiaho Primary School and Te Kura Kaupapa Māori o Ngāti Kahungunu o Te Wairoa School, which will connect to other local cycling and health facilities.
Napier City	Western Gateway Tennyson Street CBD Connection: creating a separated cycling connection along Tennyson Street, from the end of Kennedy Road to the intersection with Milton Road, to create a safer and more enjoyable experience for cyclists.
	Napier cycle lane conversion programme: converting three existing cycle lane routes into separated cycleways.
Hastings District	Hastings Accessible Neighbourhoods: rolling out neighbourhood accessibility plans for the Camberley and Mahora neighbourhoods, with the proposed network focussing on links to healthcare, lighting, access to public transport and community facilities, traffic calming and community engagement.
	Heretaunga Arakura: supports sustainable school travel by calming traffic, and carrying out footpath repairs, crossing and intersection improvements. Builds on the Innovating Streets for People project and covers 25 urban and 15 rural schools.
Central Hawke's Bay District	Walkable Urban Hearts: introduce new footpaths and cycling options in small towns where none previously existed. The projects include: • New walking and cycle paths and upgraded intersection crossings in Otāne. • New footpaths in Pōrangahau to allow children to walk or cycle to the local school.