

AGENDA/KAUPAPA



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MEMBERSHIP: Ani Pahuru-Huriwai (Chair), Debbie Gregory, Rob Telfer, Teddy Thompson, NZ Transport Agency Director Regional Relationships (Central North Island) Linda Stewart.

**REGIONAL TRANSPORT/WAKA WHENUA/MOANA/RANGI Ā-ROHE
Committee**
DATE: Wednesday 5 March 2025
TIME: 1:00PM
AT: Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne

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Regional Transport

Reports to:	Council
Chairperson:	Cr Ani Pahuru-Huriwai
Deputy Chairperson:	Cr Teddy Thompson
Membership:	As specified in the Land Transport Management Act 2003: Four Councillors – Cr Debbie Gregory, Cr Rob Telfer and Cr Teddy Thompson One NZ Transport Agency representative
Quorum:	Three
Meeting Frequency:	Four times a year

Purpose

Under s 106 of the Land Transport Management Act 2003, the purpose of the committee is to:

- To prepare a regional land transport plan, or any variation to the plan, for the approval of the Council.
- To provide the Council with any advice and assistance the Council may request in relation to its transport responsibilities.

Terms of Reference

- Facilitate the overall aim of achieving an integrated, safe, responsive and sustainable transport system in the region that satisfies, as far as practicable, the objectives of the Land Transport Act 1998 and the Land Transport Management Act 2003.
- Oversee, prepare and monitor:
 - Regional Land Transport Plan (RLTP)
 - Regional Public Transport Plan
 - Regional Land Transport Programme or variations.
- To approve submissions to external bodies on policy documents likely to influence the content of the RLTP.
- Co-ordinate applications for regionally distributed funding.
- Facilitate the objectives of economic development, safety and personal security, public health, access and mobility, cultural interests and environmental sustainability.
- To adopt a policy that determines significance in respect of variations made to the regional land transport plan and the activities that are included in the regional land transport plan.

Power to Act

- To make all decisions necessary to fulfil the role and scope of the Committee, subject to the limitations imposed.
- To appoint advisors to assist the Committee.

Power to Recommend

- To Council and/or any Council committee as it deems appropriate.

Special Notes

The Committee has no delegated authority.

- **The NZ Transport Agency:** The Land Transport Management Act 2003 requires a NZ Transport Agency representative to be appointed by the Council as a member of the Regional Transport Committee. The NZTA representative has full voting rights on every matter before the Committee.

The Council has provided the NZ Transport Agency member the ability to appoint another person to act as the NZ Transport Agency representative in the event the NZ Transport Agency member cannot attend a Committee meeting. The delegate has full voting rights.

The NZ Transport Agency member may abstain from voting on issues that they consider have political repercussions.

3. Confirmation of non-confidential Minutes

3.1. Confirmation of non-confidential Minutes 28 November 2024

MINUTES

Draft & Unconfirmed



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MEMBERSHIP: Ani Pahuru-Huriwai (Chair), Debbie Gregory, Rob Telfer, Teddy Thompson, NZ Transport Agency Director Regional Relationships (Central North Island) Linda Stewart.

MINUTES of the REGIONAL TRANSPORT/WAKA WHENUA/MOANA/RANGI Ā-ROHE Committee

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Thursday 28 November 2024 at 1:00PM.

PRESENT:

Debbie Gregory, Rob Telfer, Teddy Thompson, NZ Transport Agency Director Regional Relationships (Central North Island) Linda Stewart.

IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Lifelines Tim Barry, Chief Advisor Māori Gene Takurua, Director Sustainable Futures Jo Noble, Democracy & Support Services Manager Julian Rangihuna-Tuumuli and Committee Secretary Teremoana Kingi.

Secretarial Note: Julia Mclean representative for the Equestrian Community Vulnerable Road Users and James Llewellyn Tith Consulting -Project Manager attended via audio visual link.

The meeting commenced at 1pm with a prayer/karakia.

Secretarial Note: Items were heard out of the order described in the agenda. For ease of reference the Minutes have been recorded in agenda order.

1. Apologies

MOVED by Cr Thompson, seconded by Linda Stewart

That the apologies from Cr Pahuru – Huriwai be accepted.

CARRIED

2. Declarations of Interest

There were no interests declared.

3. Confirmation of non-confidential Minutes

3.1 Confirmation of non-confidential Minutes 4 September 2024

MOVED by Cr Gregory, seconded by Linda Stewart

That the Minutes of 4 September 2024 be accepted.

CARRIED

3.2 Confirmation of non-confidential Minutes 11 September 2024

MOVED by Cr Gregory, seconded by Linda Stewart

That the Minutes of 11 September 2024 be accepted.

CARRIED

3.3 Action Register

Noted.

3.4 Governance Workplan

Noted.

4 Leave of Absence

There were no leaves of absence.

5 Acknowledgements and Tributes

New Zealand Land Transport Agency (Waka Kotahi) received recognition for the excellent results from their engagement survey.

6. Public Input and Petitions

6.1 Road Issues at Waipiro

Presented by residents of Waipiro Bay.

- The Waipiro Bay community requested that the Gisborne District Council consider the communities viewpoint.
- The road closure between Te Puia to Waipiro Bay Road was closed without notifying the community.
- There are major issues which include completely eroded roads and unmarked dropouts between Te Puia and the Bay Village. The poor road conditions add an extra 30 minutes to travel time.
- Residents aged 60+ struggle to navigate the current road conditions.
- The community includes people with medical needs and services. Work vehicles required for community health needs face difficulties gaining access to clients.
- Patients who need to travel to Gisborne for medical appointments are impacted. At-risk and vulnerable members find it harder to get necessary help and health services, influencing some whānau to move away.
- Students are impacted as the school buses cannot navigate the roads, especially during raining weather.

- There is a fear of the river washing across the land at the Marae. The Marae is unable to receive gas bottle deliveries due to road conditions. Community events at the Marae including Tangihana have been impacted.
- Community signatures were collected at a recent Annual General Meeting showing the whanau's desire for the road to be reinstated.
- There is a loss of connection within the community members and also the community are losing connection with whānau outside the area. There are many environmental concerns including the impact on the river.
- The community suggests addressing these issues through continuous Council engagement. They emphasise the importance of incorporating local knowledge and insights in planning and decision-making. Additionally, they recommend beginning repairs on damaged roads and improving infrastructure to better manage water diversion and prevent future problems.

6.2 Equestrian Community Vulnerable Road Users

Presented by Julia Mclean.

Question of clarifications included:

- Local government is being approached to request their support and encourage legislative change. There is support from other Government Agencies around awareness and sharing the "Pass wide and slow New Zealand " campaign.
- The equestrian community asks the Gisborne District Council to formally support their proposal in a letter to the Minister, requesting so they be taken seriously as part of the road users' legislation.
- New Zealand Transport Agency Waka Kotahi (NZTA) were contacted for information around near misses that included horse rider and carriage. There are a lot of near misses and crashes involved with horse and rider and there seems to be a lack of data and information captured around these events.
- Engagement with New Zealand Transport Agency Waka Kotahi (NZTA) has not resulted in sharing of the awareness of the campaign "Pass wide and slow New Zealand". There is no training or messaging to support and encourage awareness. There is a request for change to reduce the risk and serious events to horse and riders and carriages.
- Presentations have been made to 13 Council Committees throughout New Zealand, and some of these committees have shown their support.

7. Extraordinary Business

There was no extraordinary business.

8. Adjourned Business

There was no adjourned business.

9. Notices of Motion

There were no notices of motion.

10. Reports of the Chief Executive and Staff for INFORMATION

10.1 24-275 Funding Outcomes for 2024-27 NLTP Funding Bid

Presented by Director Lifelines Tim Barry.

Questions of clarification included:

- The Government considers several factors, including limited funding and a prioritisation program. They also take into account geological and other factors, which are weighted differently across regions. Comparing our region to high metropolitan areas is challenging due to these differences.
- The heavy vehicle route was not prioritised in the Te Tairāwhiti Regional Land Transport Plan 2024-2027. However, this project was revitalised as a result of the submissions made. Historically there have been many challenges which have impacted progression.
- The inclusion of a roundabout next to the Mobil Preside gas station was not prioritised in the National Land Transport Fund (NLTF).
- TREC is piloting a risk-based traffic management approach via the new temporary guide to traffic management requiring contractors to develop tailored traffic management systems for each case rather than following a fixed set of rules.
- The Minister has clearly outlined expectations for all traffic management, acknowledging that different stages of implementation exist, but the program is being rolled out nationwide.
- Considerable changes have been made by Council including standardising certain elements. The current process involves a sign-off procedure with contractors to ensure they comply with traffic management requirements.
- Traffic management will be handled on a case-by-case basis, and the public may not be fully aware of the processes and efforts involved.
- The minister now mandates reporting on traffic management costs and expenses to gain visibility, collect data, and understand the average benchmarks.
- Reporting on the cost of traffic management expenses is now required on a quarterly basis. New Zealand Land Transport Agency Waka Kotahi (NZTA) have made this information available to the public.

MOVED by Cr Gregory, seconded by Cr Telfer

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

1. Notes the contents of this report.

CARRIED

10.2 24-313 2024-2025 Quarter Once RLTP Monitoring Report.

Presented by Director Sustainable Futures Joanna Noble.

Questions of clarification included:

- A new speed limit rule has been released, and staff are currently reviewing the necessary provisions to ensure compliance. They are still interpreting and investigating the changes, so there is no definite timeframe for implementation.

MOVED by Cr Gregory, seconded by Cr Telfer

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

1. Notes the progress made 1 July 2024 to 30 September 2024 against planned activities and expenditure under the RLTP.

CARRIED

10.3 24-322 Strategic Network Resilience Programme Business Case Update

Presented by James Llewellyn, Taith Consulting -Project Manager.

Questions of clarification included:

- The Strategic Network Resilience Programme Business Case is anticipated to be finalised by May 2025. Community engagement has started and will continue over the next two to three months. A formal public consultation on the draft business case is expected to occur between March and April to facilitate community input.

MOVED by Cr Gregory, seconded by Cr Telfer

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

1. Notes the contents of this report.
2. Provide any feedback on the problem and benefit Statements.

CARRIED

Secretarial Note: The meeting adjourned for a break at 2.15pm and reconvened at 2.20pm.

10.4 24-340 New Zealand Transport Agency Waka Kotahi September 2024 Regional Update

Presented by Linda Stewart NZ Transport Agency Director Regional Relationships (Central North Island).

Questions of clarification included:

- The implementation of the Variable speed limits by school gates for every school nationwide deadline is 1 July 2026. This process will include updating the speed management system.
- Preparatory work for the Hikuwai Bridge, including site setup, will commence in early 2025 and is scheduled for completion by July 2026.
- The National Ticketing System includes the removal of cash payments on buses nationwide.

MOVED by Cr Telfer, seconded by Cr Gregory

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

1. Notes the contents of this report.

CARRIED

13. Close of Meeting

There being no further business, the meeting concluded at 3:06 pm.

Teddy Thompson
DEPUTY CHAIR

3.2. Action Register

Meeting Date	Document	Item No.	Item	Status	Action Required	Assignee/s	Action Taken	Due Date	Days Overdue
28-11-2024	Regional Transport - 28 November 2024	10.0	Reports of the Chief Executive and Staff for INFORMATION	Not yet started	<p>Feedback was given at the Regional Transport Meeting 4 September via a deputation from Te Runanga Ngati Porou on the current National and Regional investment into State Highway 35.</p> <p>The committee has requested Staff report back to the Regional Transport Committee around the following points raised:</p> <ol style="list-style-type: none"> 1. Possible amendments to the Regional Land Transport Plan (RLTP) to address feedback received via the deputation. 2. Available options, to address feedback received via the deputation. 	Dave Hadfield, Tim Barry		5-03-2025	
28-11-2024	Regional Transport - 28 November 2024	10.0	Reports of the Chief Executive and Staff for INFORMATION	Not yet started	The committee requested a letter of support for the Equestrian Community Vulnerable Road users to be addressed to the Minister. Provide a report back to the committee or council options to proceed with the letter of support requested.	Dave Hadfield, Tim Barry		5-03-2025	
28-11-2024	Regional Transport - 28 November 2024	10.1	24-275 Funding Outcomes for 2024-27 NLTP Funding Bid	Budget approval pending	Report back to the committee an update and timelines around the progression of the heavy vehicle route.	Tim Barry, Tina Middlemiss	22/01/2025 Tina Middlemiss No funding or resource available for construction in 2024-27 NLTP period. Transport Modelling has 'probable' status for funding in 2024-27 NLTP period and work is in progress on scope which includes planning for the preferred HV routes.	5-03-2025	
28-11-2024	Regional Transport - 28 November 2024	10.2	24-313 2024-2025 Quarter One RLTP monitoring report	In progress	Report back to the committee the timelines, changes and updates around the new rules for the variable speed limits.	Tim Barry, Tina Middlemiss	22/01/2025 Tina Middlemiss Refer report 25-29 to 5th March RTC for update	5-03-2025	

3.3. Governance Work Plan

2025 Regional Transport						Meeting Dates			
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	5-Mar	28-May	30-Jul	26-Nov
Sustainable Futures	Strategic Planning	Q3 RLTP Monitoring Report		Information (I)	Charlotte Knight				
Sustainable Futures	Strategic Planning	Annual 2024-2025 RLTP Monitoring Report		Information (I)	Charlotte Knight				
Community Lifelines	Journerys	Update on 2024 Rule Chanes to Setting of Speed Limits		Information (I)	Tina Middlemiss				
Community Lifelines	Journerys	Strategic Network Resilience Programme Business Case Update		Information (I)	Tina Middlemiss				
Community Lifelines	Journerys	25-36 2024-2025 Quarter Two RLTP progress Update		Information (I)	Tina Middlemiss				
Sustainable Futures	Strategic Planning	25-37 New Zealand Transport Agency Waka Kotahi March 2025 Regional Update		Information (I)	Kea Phillips				

10. Reports of the Chief Executive and Staff for DECISION



25-30

Title: 25-30 Strategic Network Resilience Programme Business Case Update
Section: Journeys Infrastructure
Prepared by: Tina Middlemiss – Journeys Asset Manager
Meeting Date: Wednesday 5 March 2025

Legal: No

Financial: No

Significance: **High**

Report to REGIONAL TRANSPORT/WAKA WHENUA/MOANA/RANGI Ā-ROHE for decision

PURPOSE - TE TAKE

The purpose of this report is to:

- Inform Regional Transport Committee (RTC) members as to progress of the Strategic Roding Network Resilience Programme Business Case (PBC).
- Invite feedback on technical input for the strategic, economic and financial cases from RTC members.

SUMMARY - HE WHAKARĀPOPOTOTANGA

The PBC is intended to provide guidance on investment programmes to deliver a more resilient transport network for Tairāwhiti. The approach recognises that the transport network is exposed to climate-related risks and other future trends that will impact the way the network is used and how investment should be prioritised.

The PBC is over halfway complete. The scope, problems and benefit statements were proposed and discussed in [report 24-322](#) at the previous RTC meeting.

Progress made to date includes:

- The strategic case is largely complete with technical inputs provided by WSP. A GIS tool has been developed to collate and analyse the data.
- Internal workshops with staff were held to test future climate change scenarios, local road importance and levels of service for the strategic case.
- A staff working group meets fortnightly to oversee the project consisting of Gisborne District Council (Council) senior roading infrastructure managers, NZTA investment advisors and the PBC consultants.
- A project governance group meets monthly to oversee progress and provide strategic direction, with representatives from the Regional Transport Committee from Council and New Zealand Transport Agency (NZTA).

- Updates on PBC progress have been provided alongside other Lifelines infrastructure projects at hui with local iwi and communities.
- A Participate web page has been set up to capture this continued early engagement during February and March before full public engagement begins.

Public consultation on the draft PBC is likely to take place in April 2025. The aim is to finalise the PBC document by end of June 2025 with peer review, council approval and final submission to NZTA mid-August 2025.

The decisions or matters in this report are considered to be of **High** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

- 1. Provides any feedback on the progress and the technical input for the strategic, economic and financial cases.**

Authorised by:

Tim Barry - Director Lifelines

Keywords: strategic roading network resilience program, NZTA, climate, regional transport committee.

BACKGROUND - HE WHAKAMĀRAMA

1. A detailed background on the rationale for the Strategic Roding Network Resilience PBC was provided in [report 24-322](#) at the previous RTC.
2. In summary, the business case is a response to the fact that network resilience and asset management is a top priority for the 2024-2027 Regional Land Transport Plan (RLTP). This reflects the impact that severe weather events have had on the network over the last three to four years, coupled with the continuing pressure which comes from heavy goods traffic such as logging trucks. There is also the increasing threat of more gradual climate change impacts such as predicted sea level rise and coastal erosion. Access challenges for communities and businesses are significant and will continue to increase under future pressures so planning is needed for resilience.
3. Overall resilience of the roading asset continues to deteriorate in the face of significant funding challenges, with more money going into emergency works rather than longer-term proactive asset management approaches. These issues are detailed in the Council Activity Management Plan (AMP), which supports the RLTP.
4. The RLTP gave significant focus on future transport system resilience. While current planning and investment focus on roads is primarily on recovery, this programme business case will turn attention to roading resilience.
5. For further definition of resilience and development of the problem and benefits statements refer [report 24-322](#)
6. The PBC is over halfway complete and a technical report to support the strategic case is discussed in further detail below to gain any feedback.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

7. The PBC is intended to provide guidance on investment to deliver a more resilient transport network for Tairāwhiti. The approach recognises that the transport network is exposed to climate-related and other future trends that will impact the way the network is used and how the investment should be prioritised.
8. The strategic case is largely complete with a draft technical report provided by WSP. Their technical analysis adopted a 'top down' approach providing a high-level regional view of future hazard exposure, roading asset vulnerability and future resilience risk. While no primary data collection has occurred, existing information has been collated at a time when most of the rural network has been affected by extreme weather events and has undergone analysis for recovery projects, so the condition of the roads is well known.







A GIS tool has been developed

9. The purpose of the GIS tool is to collate and analyse the data. Technical analysis of the data highlights the gap between the resilience level of service sought (based on importance of local roads) and the risks of further disruption in the absence of intervention. The magnitude of the gaps are then used to prioritize the need for intervention.

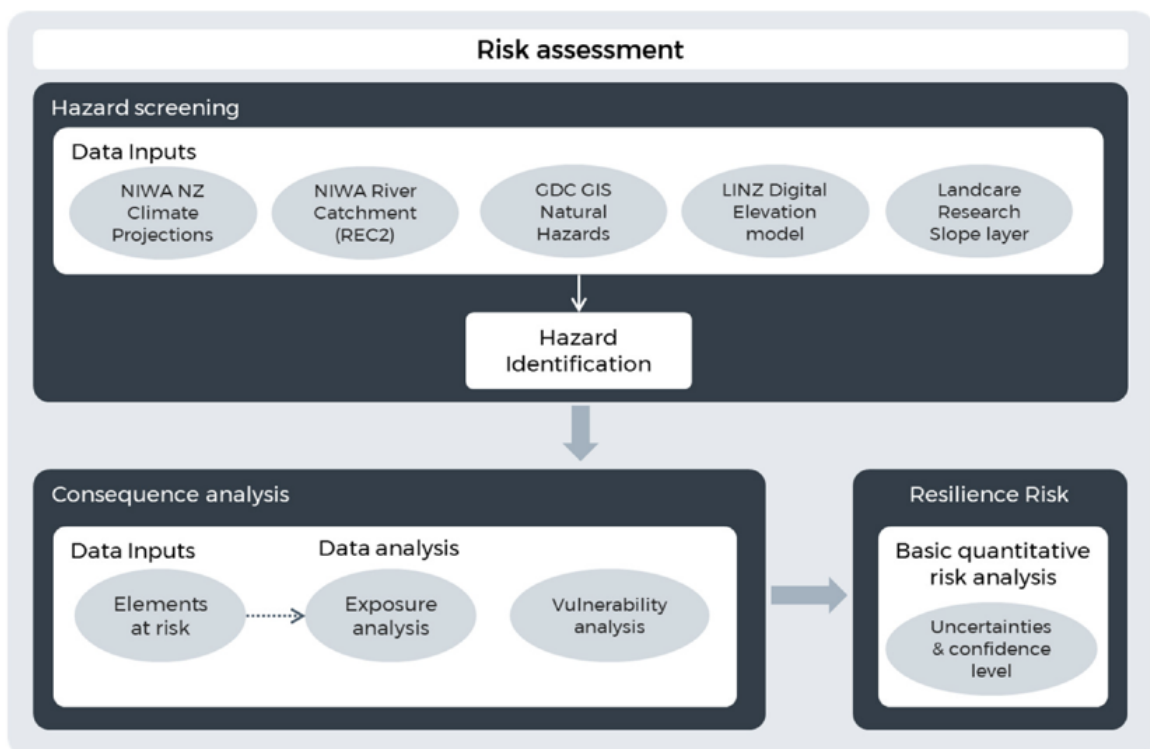
- 10. It is essential to note that the GIS tool is high-level and based on existing available information. As such the tool must not be used for or relied upon for any purpose other than informing further investment option assessment as part of the PBC.
- 11. The Strategic Case technical input has included data collation and establishing local road importance, resilience risk and future state with an intervention needs assessment. Data has come from a wide variety of sources captured both locally and nationally and converted spatially while confirming gaps and limitations.

Resilience risk has been mapped

- 12. A range of hazards have been identified and then data analysed on exposure and vulnerability to ascertain resilience risk. The focus is on roads, bridges and large culverts, as these have the most potential for travel disruption if they fail. Both urban and rural local roads are in scope for the PBC. State Highways 2 and 35 are excluded from the scope.

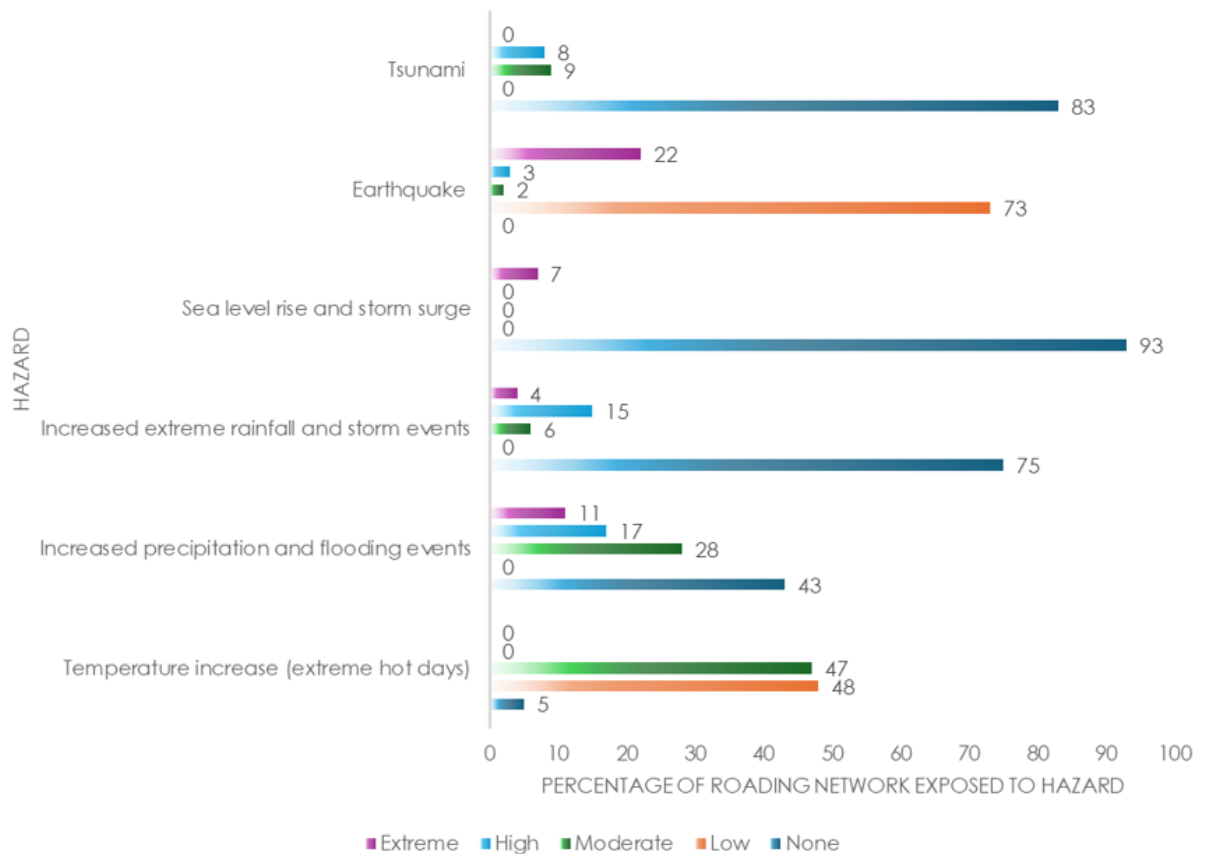
Hazard	Risk statement
 Temperature increase (extreme hot days)	High temperatures causing deformation of bitumen based surfacings and increased dust for unsealed roads
 Increased precipitation and flooding events	Fluvial (river) and pluvial (surface) and groundwater flooding inundating roads and bridges
 Increased extreme rain fall & storm events	Ground saturation affecting slope stability causing landslide damage to roads and bridges
 Sea level rise & storm surge	Coastal flooding, storm surge, tidal shifts, and coastal erosion of roads and bridges
 Earthquake	Amplification and liquefaction damage to roads and bridges
 Tsunami	Tsunami/rouge wave along coastal areas damaging roads and bridges

Asset Group	Description	Quantity	2023 Valuation (Replacement Cost)
Structures	Bridges	324	\$155M
	Large Culverts > 3.4m ²	73	
Roads	Urban roads	217 km (12%)	Land \$880M Formation \$497M Pavements \$272M
	Rural roads	1,621 km (88%)	

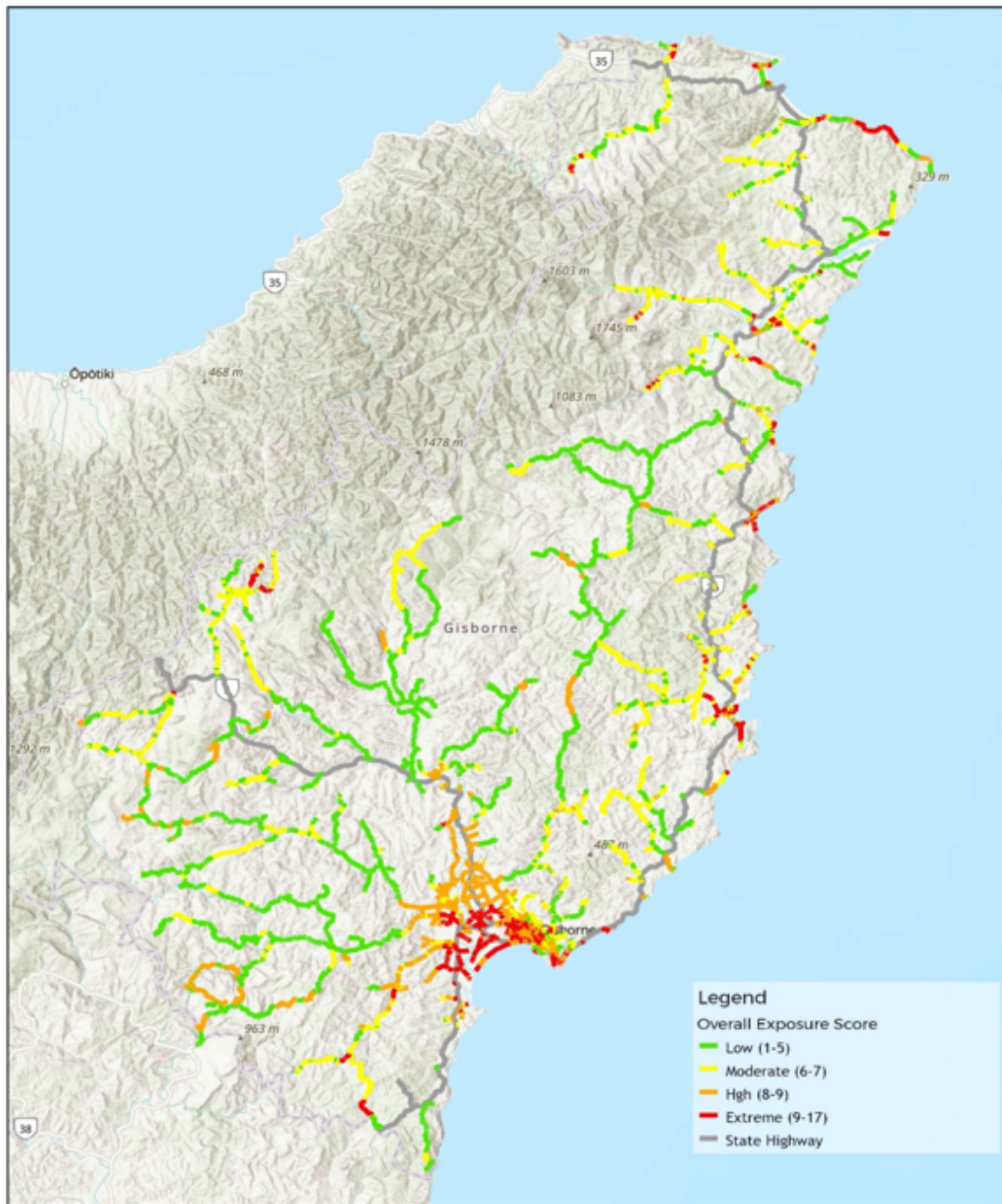


Exposure mapping shows the location and extent of roads exposed to each hazard

13. The graph below summarises the percentage of the local roading network which is exposed to each of the six hazards. The map shows how hazard exposure is distributed across the region's local roading network. The Gisborne city urban network – including the Poverty Bay flats – has the highest level of exposure; and there are smaller pockets up the East Coast. Exposure generally reduces further inland, but there are some sections generally close to rivers where it is higher.



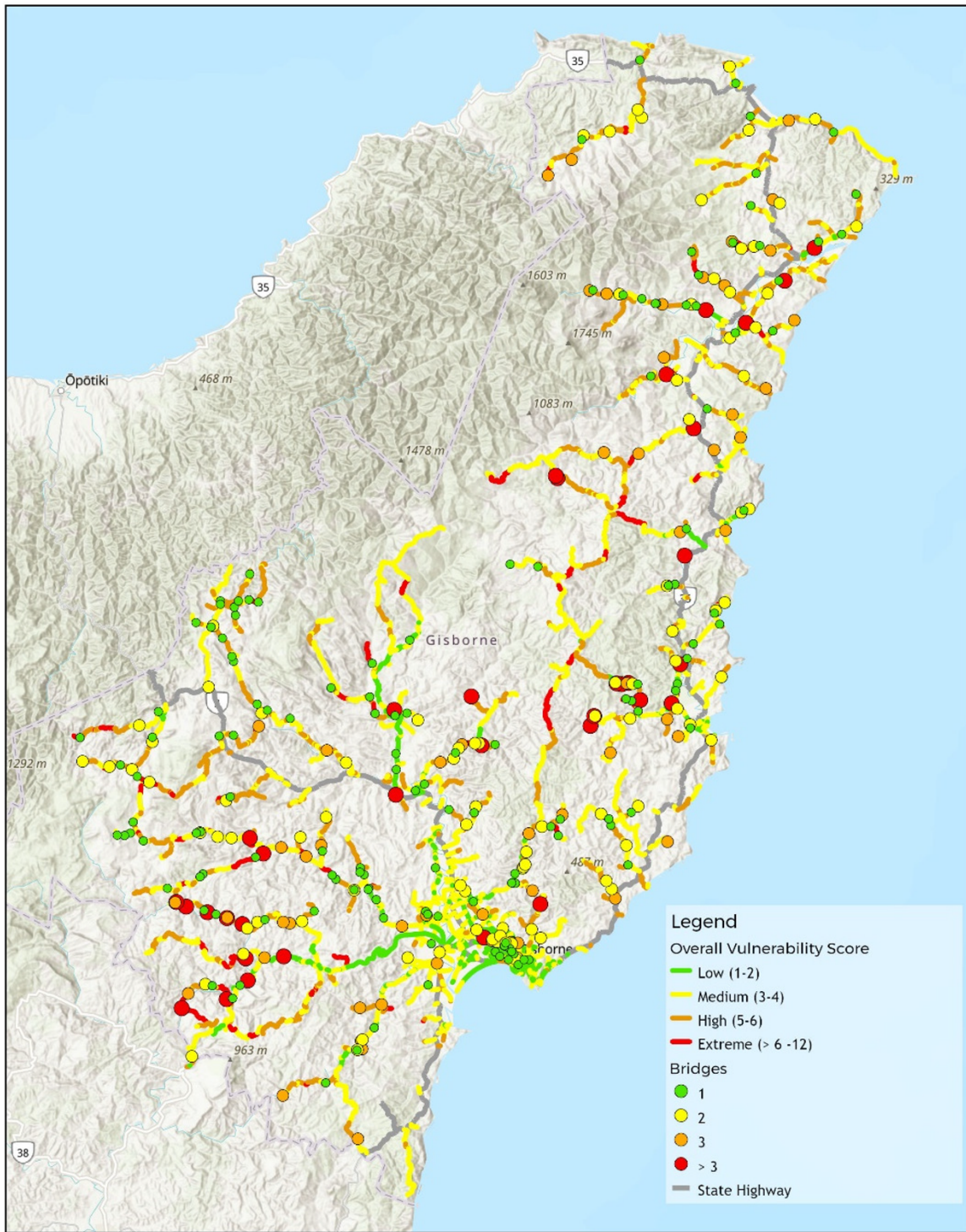
14. It is important to note that inland rural hilly areas have a higher exposure to some natural hazards, which is not apparent in the summarised data. This is because available data for extreme rainfall / storms and flooding is not accurate enough or suitable to fully capture their exposure to these hazards. Further because these areas are exposed to a lower number of hazard types than the more coastal areas, the overall exposure of these rural roads may be underrepresented.



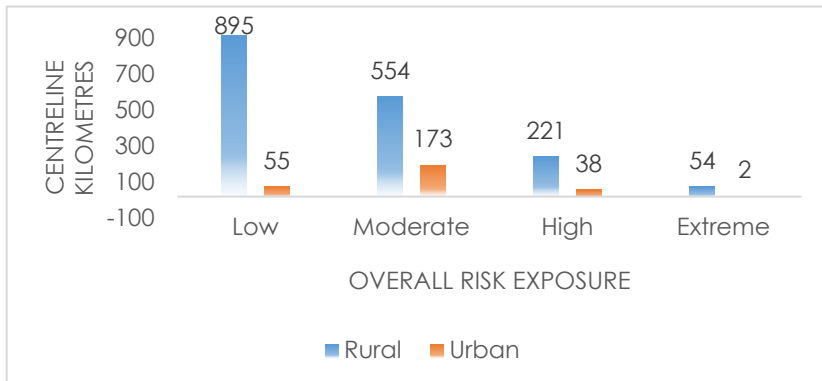
Vulnerability of the Network

- Vulnerability has been derived from the Council RAMM (Roading Assessment and Maintenance Management) asset database which stores information such as sealed / unsealed surfaces, size, age, condition, inspections, maintenance and renewal activities of bridges and roads highlighting proximity to rivers and storm damage. This was supplemented with data from road dropout and bridge inspection work completed post-Cyclone Gabrielle.

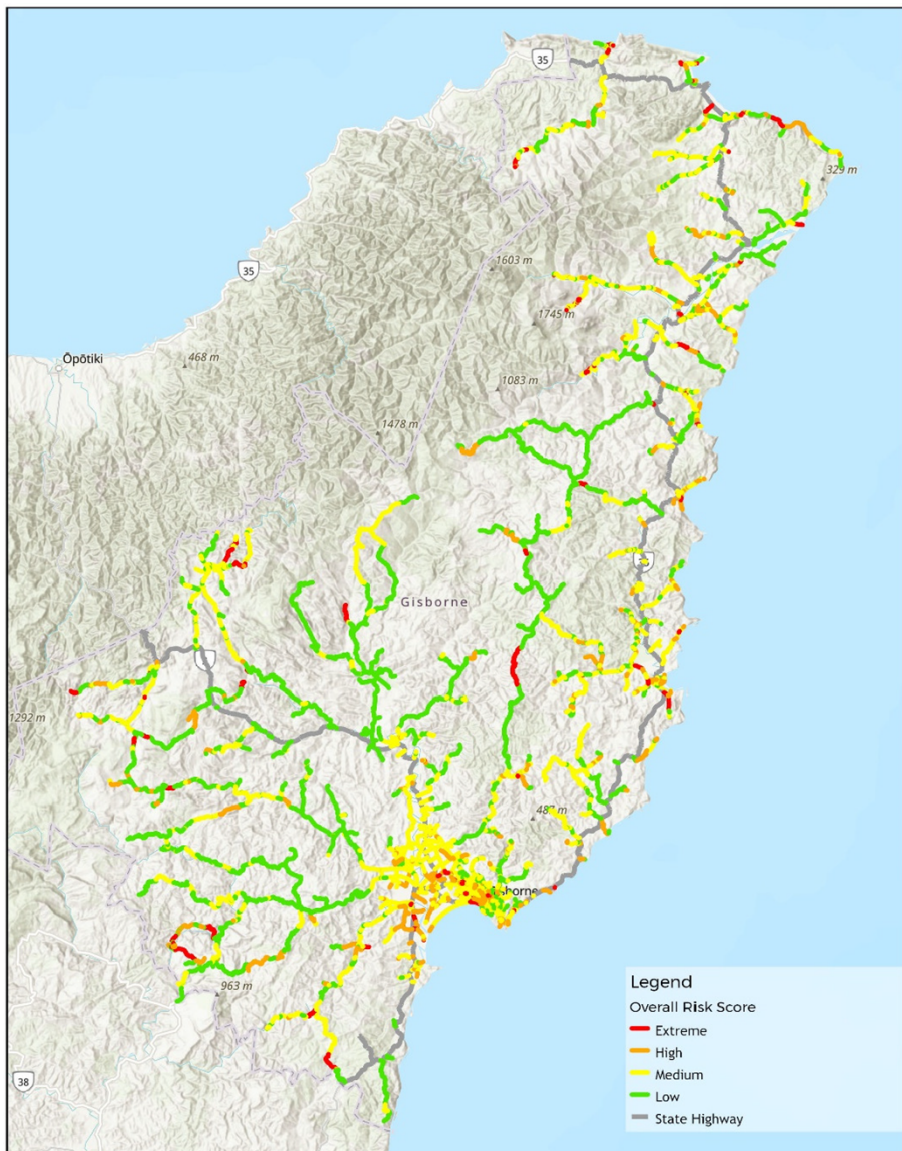
16. The following map provides an assessment of asset vulnerability. Unlike exposure, the urban network in Gisborne city and Poverty Bay flats is less vulnerable as roading asset construction quality is generally much better than in rural areas. The number of extreme and high vulnerable bridges and sections of road in the rural hinterland is especially noticeable.



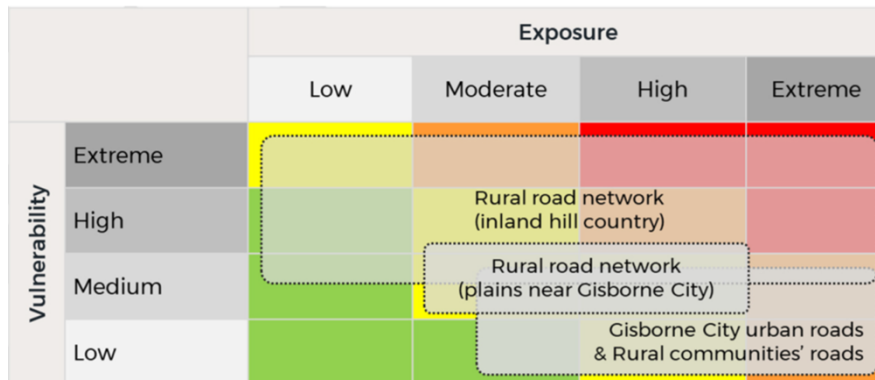
17. Combining hazard exposure of each asset with its vulnerability provides an assessment of overall resilience risk. The following graph shows the number of centreline kilometres of the local roading network which are exposed to resilience risk.



18. The map below shows the spatial distribution of resilience risk. Different sizes of the urban and rural network means the rural network has more risk than urban areas.

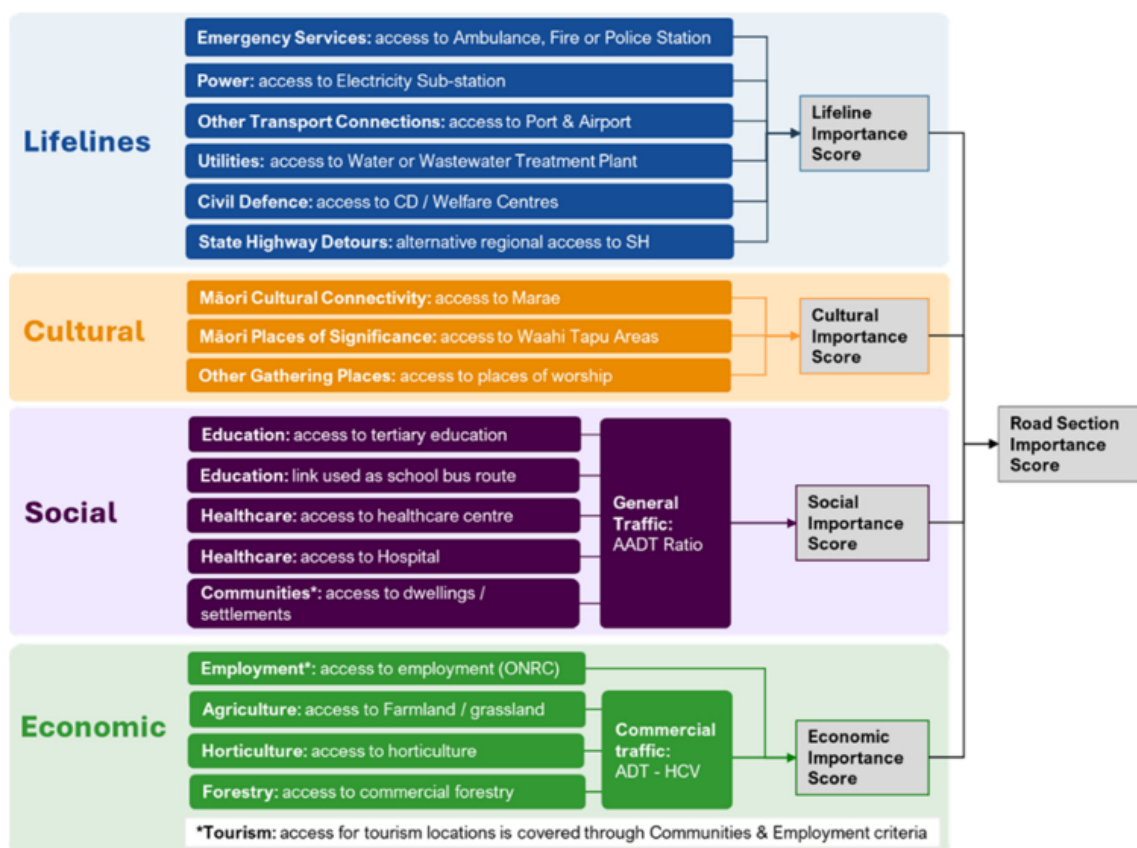


19. The following graphic summarises how different areas of the roading network have exposure to varying levels of risk. The rural road network (inland hill country) has both the largest spread of risk, with some places having extreme risk level and others having low risk. This largely reflects the higher vulnerability of the assets in these areas.



Local road importance

20. Local road importance has scored connectivity using four criteria: lifelines, cultural, social and economic. Internal workshops have confirmed importance of roads close to the main settlements, with access to state highway and potential for alternative routes. Sensitivity tests have been undertaken with weighting changes confirming importance is largely driven by the number of functions a road serves and the number of residents it provides access for. Consultation with affected communities, iwi and stakeholders throughout the process will continue to test the concept of local road importance.



Climate change scenarios

21. Climate change scenarios have been used to test sensitivity of resilience risk and local roads importance to future change with a combination of different climate change and land use possibilities.

FUTURE SCENARIOS		Land Use Scenario		
		1 Current	2 Moderate	3 Climate Driven
Climate Scenario	A Current	A1	n/a	n/a
	B Short Detour 2050 +1.7°C	B1	B2	n/a
	C Hot House 2050 +2.1°C	C1	n/a	C3

22. Scenario A1 is the base case reflecting current climate conditions with existing land-use patterns and accompanying social and economic activity. Scenario B2 represents a moderate degree of change in land use, which could be associated with the Short Detour future climate scenario. Scenario C3 represents a significant degree of change in land use, which could be associated with the Hot House climate scenario.







23. The key climate changes for Tairāwhiti can be summarised as follows:

- Mean temperatures across the region projected to increase between 0.5 to 1°C warmer (average annual mean temperature), rising to up to 3.9°C by 2100 for some parts of the region.
- Changes in precipitation will occur leading to slightly dryer climate, with annual rainfall expected to decrease by between 0 - 5%. Droughts are likely to increase in intensity and duration.
- Extreme rainfall events will become more severe in the future. Short duration rainfall events have the largest relative increases compared with longer duration rainfall events. Ex-tropical cyclones will get stronger and cause more damage as a result of heavy rain and winds.
- Sea level rise will increase leading to more coastal flooding, increased vulnerability to storms and tsunamis and exacerbated erosion.

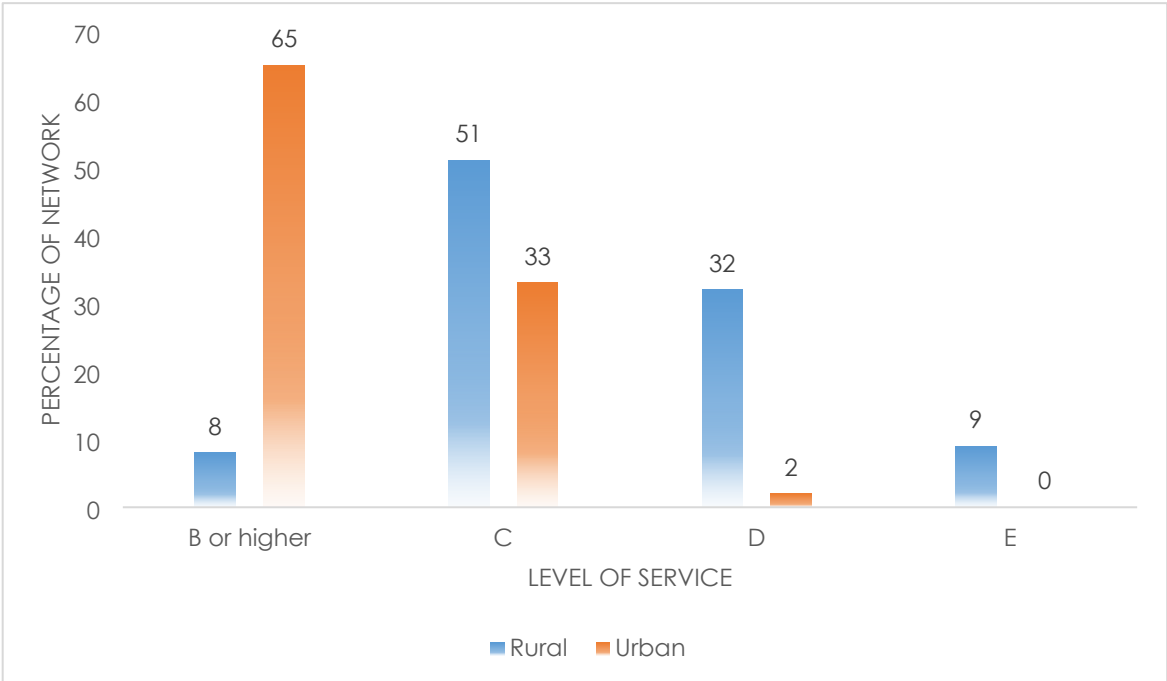
Intervention needs assessment and resilience Levels of Service

24. Intervention needs assessment involves defining the framework of resilience levels of service (LoS), which grades each road from A to F based on customer experience and form & function of the road – as shown in the following diagram:

Table 15: Resilience Levels of Service Framework

LOS Grade	Indicative Views		Resilience LOS Factors				
			CUSTOMER		FORM & FUNCTION		
			Availability (Service disruption)	Safety & Accessibility	Road Surface & Drainage	Structures	Asset Management Approach
A		Minimal disruption expected from unplanned events. Aim to open at least one lane within 24 hours of unplanned event. Notify public of estimated road closure timeframe within 2 hours.	Mostly forgiving roads and roadsides, accessible for all travel modes and vehicle types, with no significant safety hazards.	Two lane, full width sealed road surface, with generally straight alignment and well drained.	Bridges are two lane; accessible to HPMV and overweight / over dimension HCVs (up to 62 tonnes).	Proactive maintenance and renewal undertaken to ensure maximum asset life and resilience.	
B		Minor disruption expected from unplanned events. Aim to open at least one lane within 1 to 3 days of unplanned event. Notify public of estimated road closure timeframe within 4 hours.	Road suitable for most drivers and all vehicle types, although may be more challenging for learner drivers. Road user safety guidance provided at high risk locations.	Two lane sealed road surface, with some lower standard sections that are narrower and winding. Generally well drained with limited risk of surface water.	Bridges may be one lane; accessible to all standard HCVs (up to 44 tonnes) and may be accessible to HPMVs (up to 52 tonnes).	Proactive maintenance and renewal to maintain safety and manage asset condition. Some non-hazardous road surface defects.	
C		Moderate disruption expected from unplanned events. Aim to open at least one lane within 3 days to 2 weeks of unplanned event. Notify public of estimated road closure timeframe within 24 hours.	Road suitable for most moderately experienced drivers and most vehicle types. Lower speeds and greater driver vigilance required on some sections. Road user safety guidance provided at high risk locations.	Sealed or unsealed road surface, generally two way (with some narrower sections) or wide one lane road (> 6m). Adequate drainage in place, but surface water is possible during severe rainfall events.	Bridges may be one lane; standard HCV access (up to 44 tonnes).	More reactive maintenance where there are future planned renewals. Dust mitigation in place for unsealed roads. Non-hazardous road surface defects may be present for limited periods of time.	
D		High disruption expected from unplanned events. Aim to open at least one lane within 2 weeks to 1 month of unplanned event. Notify public of estimated road closure timeframe within 3 days.	Road may be challenging for inexperienced drivers and inaccessible for some vehicle types (e.g. small 2WD or low riding vehicles), with variable conditions following disruptions and safety hazards present. Users require focus and awareness to travel safely. Route may be closed to HCVs during winter.	Typically unsealed road surface with winding geometry, generally one lane or narrow width (< 6m). Adequate drainage in place, but surface water is likely during heavy rainfall events.	Bridges are one lane; HCV weight restrictions apply.	Maintenance and renewal undertaken to achieve minimum standard at least cost. Dust management limited to times of very dry conditions. Temporary repairs may be used to reduce significant hazards. Non-hazardous road surface defects may be present for extended periods of time.	
E		Very high disruption expected from unplanned events. Unplanned events may result in prolonged closure (e.g. months). Notify public of estimated road closure timeframe within 1 week.	Road conditions vary considerably following disruptions with significant safety hazards. Only suitable for experienced drivers and 4x4 vehicle types. Route unsuitable for Class 1 HCVs.	Unsealed road surface with winding geometry, one lane roads with narrow width (< 4m). Fit-for-purpose drainage in place, but low lying areas are likely to flood easily during heavy rainfall events.	One lane bridges with weight restrictions (max weight 4 tonnes) or low level ford crossings.	Predominantly reactive maintenance and renewal to achieve minimum standard at least cost. Dust management only in extreme cases. Temporary repairs used to reduce significant hazards. Non-hazardous road surface defects likely to be present for extended periods of time.	
F		Severe disruption expected from unplanned events. Unplanned events may result in permanent closure. Notify public of estimated road closure timeframe within 1 week.	Not for general access, as noted by appropriate signage. Suitable for 4x4, ATV and horses only. No HCV access.	One lane farm track or paper road with winding geometry, narrow width (< 3m). Minimal proactive drainage.	Wet river ford crossings only.	No scheduled maintenance or renewal.	

25. The higher the desired LoS, the greater amount of roading resilience investment that will be needed. The graph below shows percentages of the local roading network within each LoS category. Most urban roads are LoS B and C, whilst for the majority of rural roads it is C and D.



26. A key challenge for the PBC is insufficient funding to even maintain current roading LoS, never mind improving it. This means that investment will need to be prioritised where it is most needed to keep local roads functional for the people who use them.

Prioritising

27. Prioritising the need to intervene with limited funding involves overlaying resilience risk with road importance to define what is tolerable and what isn't.

28. If a road section is assessed as sitting within one of the green cells in the diagrams below, it is low priority for intervention or no intervention may be proposed. Road sections assessed as sitting within cells in the top right-hand half of the matrices (coloured red, orange or yellow) do not meet the target level of resilience for their importance. This means that intervention could be considered to meet the targeted LoS.

Length of urban road (km) within each intervention priority

Local Road Importance	Resilience Risk			
	Minor	Medium	High	Extreme
1 - Highest	1	17	1	0
2 - High	8	22	2	0
3 - Moderate	12	18	7	0
4 - Low	23	114	24	1
5 - Lowest	3	3	3	1

Length of rural road (km) within each intervention priority

Local Road Importance	Resilience Risk			
	Minor	Medium	High	Extreme
1 - Highest	1	25	1	1
2 - High	142	104	46	3
3 - Moderate	173	143	74	24
4 - Low	99	54	32	8
5 - Lowest	480	226	68	17

29. The following diagram shows length of rural and urban roads within each priority banding, both in absolute terms and as a proportion of the total.

- 30. Implicit within this prioritisation approach are the assumptions that (i) it is tolerable that low importance road sections are less resilient and (ii) it is not tolerable for important road sections to be at a high or extreme level of resilience risk. These assumptions are made with a view of the entire region and the entire local road network. The assumption may not align with the community's risk tolerance.
- 31. The prioritisation tool also considers the overall risk associated with multiple natural hazards. In reality, risk tolerance may vary depending on the type of hazard. For example, communities may be more tolerant of risk associated with a major earthquake than they would be for the risks associated with flooding. This would impact the risk tolerance particularly for rural areas where there the exposure to flooding and extreme storm event hazards is higher.

Priority Band	Rural		Urban	
	Length (km)	% of Rural Roads	Length (km)	% of Urban Roads
Priority 1	4	0.3%	1	0.6%
Priority 2	103	6%	20	8%
Priority 3	512	30%	80	30%
Low Priority / No Action	1100	64%	166	62%
Total	1719	100%	267	100%

- 32. The prioritisation model will be used, in subsequent stages of developing the PBC resilience programme, to identify alternative intervention approaches.
- 33. Examples of approaches include lifting the resilience of:
 - All deficient road sections to achieve target for their respective local road importance.
 - All deficient road sections to achieve target for importance levels one and two only.
 - All deficient road sections by one level only (i.e. road sections with extreme risk are treated to have only high risk etc).
 - Only road sections assessed as having high or extreme risk.
- 34. These approaches will have differing levels of cost and benefit which the PBC economic case proposes to investigate.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

Overall Process: High Significance

This Report: Low Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

Overall Process: High Significance

This Report: Low Significance

Inconsistency with Council's current strategy and policy

Overall Process: Medium Significance

This Report: Low Significance

The effects on all or a large part of the Gisborne district

Overall Process: High Significance

This Report: Low Significance

The effects on individuals or specific communities

Overall Process: High Significance

This Report: Low Significance

The level or history of public interest in the matter or issue

Overall Process: High Significance

This Report: Low Significance

35. The decisions or matters in this report are considered to be of **High** significance in accordance with Council's Significance and Engagement Policy.
36. The overall resilience planning process, and production of the PBC, will have a material impact on future RLTP and council Long Term Plan investment priorities, as well as the health and well-being of our communities.
37. Partners and stakeholders will have significant interest in the work and its outcomes, especially in terms of addressing current and future concerns about transport system and wider community resilience. This isn't just a theoretical interest; it is bound up in practical experience of how damage to the transport system has impacted people's lives.
38. The project is focussed on the very large rural hinterland outside of Gisborne city where the most significant resilience challenges exist.
39. Public interest in this work will be high, and expectations will need to be both understood and managed.

TREATY COMPASS ANALYSIS

Kāwanatanga

40. The project is engaging with mana whenua to establish appropriate levels of involvement in establishment of levels of service and priority for future roading resilience projects.

Rangatiratanga

41. The project enables the setting of decision-making strategies within future roading resilience projects for opportunities to partner, co-govern, co-design and collaborate.

Oritetanga

42. The project seeks to establish location and extent inequities and to address them in the levels of service and priorities for future roading resilience and strategies.

Whakapono

43. The project will take appropriate guidance on how it acknowledges or empowers any application of tikanga and kawa.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

44. Tangata whenua / Māori engagement is critical to the success of the project, as there will be significant interest in terms of:

- a. Direct impacts on Māori land and other environmental assets of potential resilience interventions.
- b. Improvement of social and cultural access, which has been compromised by the severe weather events.
- c. Co-design of potential solutions which add value to Māori economic, social and cultural development.
- d. The legal status of iwi as Treaty Partners in the region.

45. The project team is working closely with Council Māori Partnerships staff to ensure that appropriate engagement is undertaken, as this is critical to the success of the PBC. A series of hui are being undertaken. Opportunity for iwi representation on the PBC Project Governance Group (PGG) has been offered.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

46. Community engagement is an essential part of ensuring that the PBC clearly reflects the understanding of resilience as it applies to people's lives, and the transport assets they rely on.

47. A Communications and Engagement Plan (CEP) details the proposed process and timescales for engagement. The following table provides a high-level summary of proposed activities from the CEP:

Activity Outline	Purpose	Timescales
Project progress updates through web site	Keep people informed on the work that is being undertaken, and making them aware of the key challenges	From February 2025 onwards
Community engagement hui as part of a wide range of projects across the Lifelines Directorate	Outlining some initial findings from the Strategic Case data and listening to people's concerns and ideas which can be fed back into the PBC development	November 2024 to March 2025
Public consultation through web site and possible face to face drop-in sessions (if required)	Seek feedback on the proposed PBC investment programme(s)	April 2025

48. For all communication and engagement processes, the preferred approach is to use existing channels and opportunities, rather than inventing new ones. This is because there are multiple projects across the Lifelines Directorate and a risk of "engagement overload" amongst both stakeholders and the public. However, additional opportunities will be investigated if they add significant value to what is already taking place.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

49. The PBC will focus on impacts of climate change including both severe weather events - such as heavy rain, high winds, extreme heat etc. – and the gradual progression of sea level rise and coastal erosion.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

50. The PBC is being funded by NZTA as part of the North Island Weather Event Response.

51. The recommendations from the PBC are likely to have implications for future council budgets within Long Term Plans (LTPs). Further investment is outside the scope of the current Three-Year Plan (2024-27).

Legal

52. The PBC is consistent with council responsibilities and powers under both the Resource Management Act (RMA) 1991 and the Land Transport Management Act (LTMA) 2003.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

53. The PBC being developed:

- Is strongly consistent with, and gives effect to, policies and priorities within the adopted Regional Land Transport Plan (RLTP) 2024-34.
- Supports the Three-Year Plan recovery investment.
- Assists the Council Future Development Strategy (FDS) focus on integrated transport and spatial planning.

RISKS - NGĀ TŪRARU

54. The PBC project plan includes the following risks for the business case itself.

Risk Summary	Mitigation Summary
Insufficient council resources to manage project and produce business case	External consultant project manager and business case writer has been appointed.
Competing priorities for council staff time to engage with the project	Engagement with staff to integrate business case with existing workstreams.
Lack of political support for the work (seen as "just another business case")	Discussions with councillors on scope of the project, and interactions so far have been very supportive / positive.
Further changes to scope as project progresses	Develop robust change control process to avoid "scope creep".
Duplication with the work of Transport Recovery East Coast (TREC)	Regular engagement and information sharing with the TREC team, facilitated by NZTA.
Communities and Treaty Partners may feel that the project is "just another business case"	Early communications should emphasise scope (does not detract from recovery) and importance for future planning.
Lack of capacity for Treaty Partners and wider communities to be engaged in the business case work	Close working with Communications & Engagement and Māori Partnerships colleagues within Council to identify existing channels that could be used.

55. A full risk register has been developed as part of project planning. Future risks for the region's transport network will be investigated by the PBC.

NEXT STEPS - NGĀ MAHI E WHAI AKE

56. The following table summarises the PBC process, both before and subsequent to this meeting, up to an including endorsement by RTC and approval for Council.

Date	Action / Milestone	Comments
23 May 2024	RTC approved Project Plan	Enabled more detailed planning work to be undertaken.
01 July 2024	Business case work formally commenced	Based on planning work undertaken in May and June.
July to December 2024	Data collection, analysis and presentation	Based on a comprehensive GIS database showing risks, vulnerability and road importance.
November 2024 to early 2025	Workshops with SMEs and early engagement with iwi and community stakeholders	Summary data on future roading resilience risks can help to frame positive conversations around the challenges being faced.
28 November 2024	Update to RTC meeting	Feedback sought on the problem and benefit statements.
February 2025	Website live	Have your say participation page to support early stakeholder engagement.
February - March 2025	Workshops with SMEs and stakeholder engagement with iwi and communities.	Feedback sought on the Technical input for strategic, economic and financial cases.
05 March 2025	Update to RTC meeting	Feedback sought on the Technical input for strategic, economic and financial cases.
07 April to 02 May 2025	Public consultation	A mix of online feedback and face to face drop-in sessions may be required to ensure everyone has the opportunity to have their say.
May 2025	Finalisation of the PBC	Taking on board public consultation feedback.
28 May 2025	Update to RTC meeting	Public consultation feedback presented.
30 June 2025	Council endorsement	Draft PBC presented.
July 2025	Peer Review	Final draft PBC peer reviewed for NZTA.
14 August 2025	Council Approval	Final PBC presented. Submission to NZTA will take place after endorsements and approvals are received.

57. The following table provides summary details of the content for each of the five cases, along with estimated timescales for completion.

Case	Timescale
<p>Strategic</p> <p>Strategic context (economic, social, environmental, & cultural, financial), alignment with government & regional policy, alignment with recovery (Council and TREC), evidence of problems & opportunities (ILM and data analysis), level of service (LOS) baseline and future scenario options for investment prioritisation, outline of strategic benefits (ILM and data analysis), locations of strategic risks to the transport system, scenario planning, technology mega-trends, future land use assessment and partner / stakeholder engagement.</p>	<p>October 2024 – March 2025</p>
<p>Economic</p> <p>GIS-based location mapping, asset valuation (economic, social, environmental, & cultural), value-based prioritisation methodology, intervention toolkit, option identification, long list assessment, short list assessment, economic assessment (including area / corridor), sensitivity testing, and intervention prioritisation.</p>	<p>December 2024 – March 2025</p>
<p>Financial</p> <p>Asset valuation (financial), high-level intervention costings, inflation uplifts, quantified risk assessment, optimism bias uplift, affordability analysis and cash flow assessment.</p>	<p>March - April 2025</p>
<p>Commercial</p> <p>Strategic options for future contract models, strategic supplier capacity & capability assessment, client procurement & contract management requirements, integration with other contracts, social value through procurement, and performance management.</p>	<p>March - April 2025</p>
<p>Management</p> <p>Delivery programme, risk assessment & mitigation, activities to progress proposed interventions, scheduling / phasing, works disruption management, temporary traffic management approach, programme planning & team structure, governance, quality assurance, and benefits realisation.</p>	<p>March - April 2025</p>

11. Reports of the Chief Executive and Staff for INFORMATION



25-29

Title: 25-29 Update on 2024 Rule Changes to Setting of Speed Limits
Section: Journeys Infrastructure
Prepared by: Tina Middlemiss - Asset Planning Manager
Meeting Date: Wednesday 5 March 2025

Legal: Yes

Financial: Yes

Significance: **High**

Report to REGIONAL TRANSPORT/WAKA WHENUA/MOANA/RANGI Ā-ROHE for information

PURPOSE - TE TAKE

The purpose of this report is to provide an update on the changes imposed on the regions speed limits by the 2024 Rule for Setting of Speed Limits including its mandates for speed limit reversals and school variable speed limits.

SUMMARY - HE WHAKARĀPOPOTOTANGA

In September last year the Ministry of Transport released a new 2024 version of the Setting of Speed Limits rule. The rule contains provision for mandatory changes reversing some recent speed limit changes and installing variable speed limits around all schools. Funding was announced in December to support these changes with applications by RCAs to be made in a timely manner to ensure reversals can be identified and registered with new speeds by 1 May 2025 and in force by 1 July 2025. Speeds outside schools must be variable by 1 July 2026. Further amendments to the rule and advice with guidance on how to implement the changes and apply for the funding was provided in January this year.

Council staff have been determining what reversals need to be made and how much funding is required to implement the mandatory requirements of the new rule.

State Highway changes are being consulted on by NZTA.

The decisions or matters in this report are considered to be of **High** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

- 1. Notes the contents of this report.**

Authorised by:

Tim Barry - Director Lifelines

Keywords: speed limit bylaw 2013, NZTA, Waka Kotahi, Land Transport Act 1998, speed reduction.

BACKGROUND - HE WHAKAMĀRAMA

1. The installation of speed limit signs to implement Councils 2022 amendment to the Speed Limits Bylaw 2013 was completed in July 2024 with funding received from NZTA/Waka Kotahi set aside for this in the 2021-2024 NLTP funding period.
2. The Bylaw amendments were adopted by Council (August 2022) and then certified by NZTA (May 2023) as the Interim Speed Management Plan (ISMP) for Gisborne in accordance with the Setting of Speed Limits 2022 rule. These speed limits were recorded in the National Speed Limits Register (NSLR), being the central source of legal speed limits (the NSLR was established in 2020 under s.200E of the Land Transport Act 1998 and the Setting of Speeds Limits 2022 rule provided that a speed limit was set once recorded). These speed limits can be viewed by the public here: (<https://speedlimits.nzta.govt.nz/>)
3. Installation of the new speeds across the Gisborne region began in November 2023 prior to advice given by then Transport Minister Simeon Brown that work was to stop on blanket speed reductions; due to the upcoming replacement of the 2022 rule in late 2024.
4. Up to that time, national speed limits had been implemented by Road Controlling Authorities either under Local Government Act 2002 (bylaws, gazettes); or via the Land Transport Act 1998 and the Setting of Speed Limits 2022 rule as Regional Speed Management Plans (SMPs) with an interim process. The 2022 rule gave NZTA authority to certify. National guidance on consultation for plans at that time was not clear so Council chose to proceed with a bylaw rather than a plan and have NZTA certify the bylaw as an ISMP.
5. Setting speed limits under a bylaw rather than a plan meant that consultation was more rigorous and required a more targeted than blanket approach.
6. The Council was not able to apply the Speed management guide: Road to Zero edition guidance on how to set "safe and appropriate speed limits" under the Land Transport Rule: Setting of Speed Limits 2022 in a blanket way. Applying this as the guide suggested, would have meant that nearly all of our region's roads were deemed unsafe, with most 100km rural roads required to be at 60km/hr and urban roads at 30km/hr due to the overlapping of school areas.
7. The initial Council proposals that went out for public engagement in 2021 sought to strike a middle ground with most 100km roads changing to 80km and most urban residential 50km/hr roads changing to 40km/hr or 30km/hr nearer schools (arterial routes remained at 50km/hr with variable speeds near schools).
8. The feedback we received from this engagement was largely against this "broad-brush" approach, particularly in relation to rural roads and general residential urban roads. There was significant support however, for lower speeds around schools, townships and beaches and other specific areas usually associated with urban growth.
9. It was agreed to consult on these specific areas rather than proceed with much of the Speed Management mapping guidance. The new speeds were then set using the bylaw process (amending our existing 2013 bylaw), because the speed management plan process under the 2022 Rule was not yet in place at the time.

10. Prior to these changes, speed limits across the Gisborne Region had not changed since our 2013 bylaw was adopted. Bylaws are required to be reviewed every 10 years.
11. In total there are 61 speed area maps in the bylaw affecting around 180 roads that have seen speed changes including lowering speeds around 31 schools, 23 marae, 12 townships, the CBD, Stout Street, beachside suburbs and some urban and industrial growth areas.

	Nº with New Speeds	Total in Region	% with new speeds
Schools	31	56	55%
Marae	23	72	32%
Townships	12	16	75%

12. Previous **Report 23-156** provides further background and Council's website page on speeds can be viewed here: [Amendments to speed limits bylaw | Participate \(gdc.govt.nz\)](#)
13. NZTA's website in regards to the approved speeds can be viewed here: <https://www.nzta.govt.nz/safety/partners/speed-and-infrastructure/safe-and-appropriate-speed-limits/speed-limit-approvals/>
14. Since implementing the new speeds council has received mostly positive response from the public. However, we have had increasing requests from schools and townships who consider they have missed out on speed reductions and had hoped to be included in what was to be the next iteration of speed reductions when a full SMP was to be developed under the previous 2022 rule.
15. A request was made for further funding from the 2024-2027 National Land Transport Fund (NLTF) to complete a full SMP and implement further speed changes requested by the community raised at or after consultation and for lower speeds around the remaining schools to meet the mandatory requirements under the 2022 rule. This funding was not approved. Funding has since been put in place to support councils in implementing mandatory speed limit requirements the government has enacted through the Setting of Speed Limits 2024 rule (for reversals and school variable speed limits).
16. The government has approved a new Setting of Speed Limits 2024 rule which is committed to reversing blanket speed limit reductions on some road classifications set under earlier rules dating back to 2020 and introducing what it considers is a more balanced approach to setting speeds. The 2024 rule was notified in the Gazette on 30 September 2024 and came into force on 30 October 2024.
17. The 2024 rule sets new rules and guidance around setting speed limits. Key changes and dates are:
 - Speeds outside schools must be variable by 1 July 2026
 - Speeds which require reversal must be identified and registered with new speeds by 1 May 2025 and in force by 1 July 2025
18. On 3 December 2024 NZTA released a bulletin to announce new funding to implement the 2024 speed limit setting rule mandatory requirements along with some initial guidance.
19. In January 2025 further revisions were made to the 2024 rule in regards to the reversals along with more guidance from NZTA on how to implement them and how to apply for the new funding.

- 20. Council staff have been determining if any reversals need to be made under the new Rule and how much funding is required to implement the mandatory requirements mentioned above.
- 21. On 29 January 2025 government announced State Highway speed reversals would begin 5 February 2025, starting with State Highway 2 in the Wairarapa, and will be complete by 1 July 2025. They have released a list of state highway sections that require automatic reversal and a list that require consultation. Note that no consultation has been allowed for local road speed limit reversals.
- 22. Two sections of SH35 are listed for automatic reversal in accordance with the new rule for reversals on urban connector highway categories. These include:

Region	Locality	Current speed limit (km/h)	Previous speed limit (km/h) Set to reverse by 1 July	Section of state highway
Gisborne	SH35 Gisborne	60	80, 70	From approximately 60m east of Wheatstone Road to approximately 20m north-west of Coldstream Road.
Gisborne	SH35 Okitu	60	70	South-west of Wairere Road to north of Sirrah Street

- 23. Consultation by NZTA is in progress on a section on SH35 from Makorori to Pouawa and closes 13 March 2025. <https://www.nzta.govt.nz/safety/driving-safely/speed/state-highway-speed-management/speed-reversals-and-consultation-transitional-changes-in-2024-25/gisborne/>

Sections of State Highway	Approximate length	Current speed limit	Speed it will revert to if there is not sufficient public support
SH35 Makorori to Pouawa. Approximately 390m north of Sirrah Street to 400m south of Pouawa Bridge.	10.5km	80	100



- 24. Note that the speed limits in the section near Okitu was lowered after the local community petitioned in 2019 gathering 3073 signatures and were supported by the regions National MP, Anne Tolley, at the time. <https://www.gisborneherald.co.nz/news/joy-for-sh35-speed-limit-campaigners>

25. The Okitu community have contacted their local MP who has advised them to make a submission on the proposed changes.
26. Prior to the current consultation NZTA had consulted on their interim speed management plan which included lowering speeds around 5 schools and a marae across state highways in our region. That work has been paused indefinitely.
<https://www.nzta.govt.nz/safety/driving-safely/speed/speed-limit-review-locations/interim-state-highway-speed-management-plan/gisborne/>
27. NZTA has provided an email for any questions about implementation of the new rule at speedmanagementprogramme@nzta.govt.nz

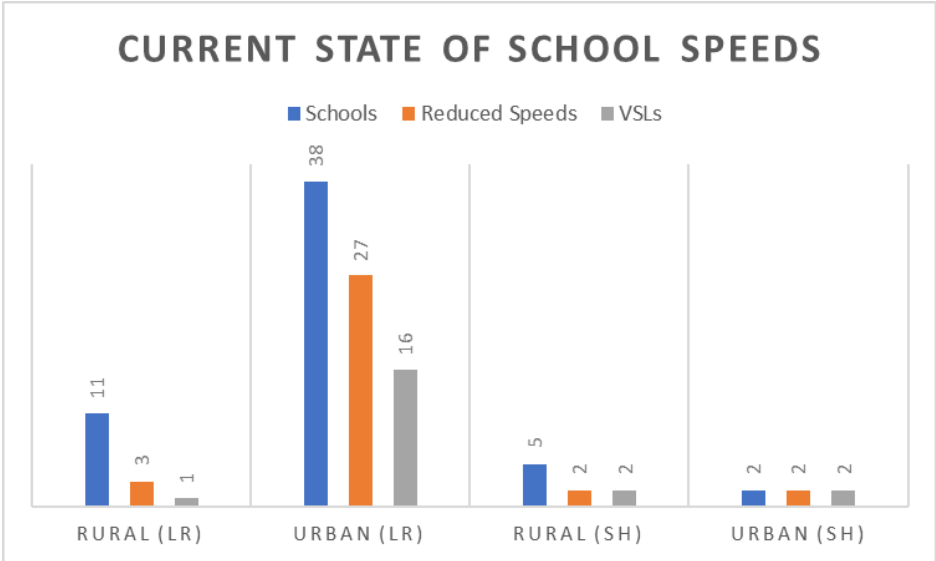
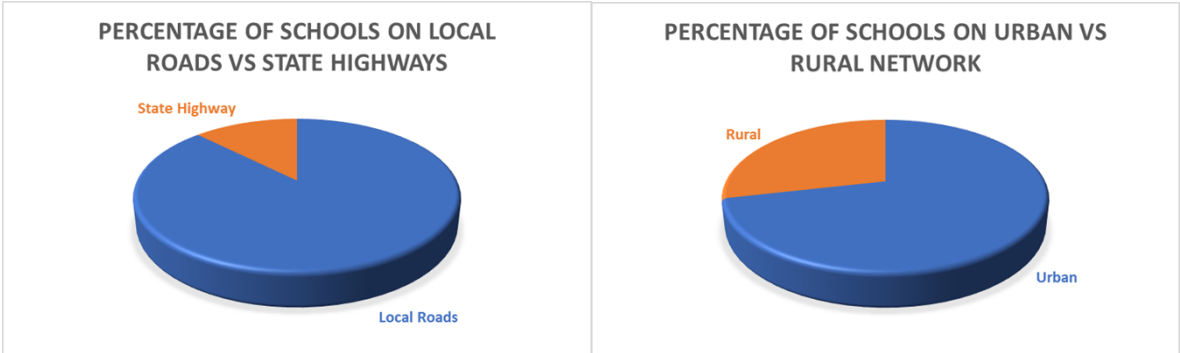
DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

Reversals of some Speed Limits on Local Roads

28. Council staff have sought advice from NZTA in regards to certain technical and legal issues concerning the implementation of the reversals on local roads.
29. The legal issues pertain to the fact that most of the recent speed limit changes implemented by Gisborne District Council were made in accordance with an amendment to the 2013 Speed Limit Bylaw (the amendments to the bylaw were made under the Speed Limits 2017 rule due to timing being under the interim provisions of the 2022 rule). Whether or not the 2024 rule can apply to GDC's bylaw in those circumstances is one of the queries we have posed to NZTA.
30. Further, in order to reverse a speed limit set through the bylaw process, Council would need to revoke its bylaw or amend it via the Special Consultative Procedure as required under the Local Government Act 2002 (s.83). Note that the speeds set by this process have received significant community support. Staff have been considering the view that the 2024 Rule being subordinate legislation, cannot compel GDC to revoke the Bylaw.
31. Due to some minor amendments needed to implement the speeds in accordance with the 2022 guidance, (after the bylaw amendment), a variation was made directly through the 2022 rule process, i.e, outside of the bylaw. Some of these changes may be directly affected by the reversals, the majority of them occurring in Tolaga and Ruatoria.
32. Depending on NZTA's advice, some 30km/hr limits in the following areas may need to be reversed: Wharekahika, Te Araroa, Ruatoria, Manutuke, Tokomaru, Tolaga and Te Karaka.
33. There are technical issues relating to interpretation of the 2024 rule and guidance for the reversals. Analysis of the NSLR speed maps and applicable ONF road categories for reversals on local roads show areas of speeds often do not align with the categories meaning some 30 permanent speed limits remain next to where 30s around schools are expected change to variable. Under the rule only roads classed as 'local streets' can change. 30's on 'Activity Streets', 'Periurban' and 'Rural Roads' do not. Speeds were not assigned to ONF classes when the Bylaw amendment was undertaken. A query has been submitted to NZTA about this.
34. A funding application is in progress for Speed reversals which are estimated to cost around \$300k. Cost to council will be 32% (\$96k) of this shared cost with NZTA.

School Variable Speed Limits

- 35. A funding application is also in progress for the rules provision for **schools to have variable speed limit reductions by 1 July 2026**. Current estimate to cost around \$700k. Cost to council will be 32% (\$224k) of this shared cost with NZTA.
- 36. The **current state of school speeds** in this region shows **61%** have lowered speeds and **38%** have variable speed limits (VSLs). 13% of schools are on state highways and 71% are urban. Costs for implementing and maintaining school speed limits on State highways are 100% funded by NZTA. Only 31% of the rural network has been lowered so far compared to 73% of the urban network. 18 of the 21 schools with VSLs are urban.



- 37. Different speeds are applied to schools based on the road environment and schools are categorised 1 and 2 for setting variable speeds between 30 and 60km/hr under the new rule.
- 38. Permanently lowered speeds around schools need to change to variable under the new rule. Currently all VSLs are electronic. There is an option to use static signs to reduce the costs of variable speeds as electronic signs can cost up to 10 times more, however studies show static signs are not as effective at reducing speeds as electronic signs are. In order to reduce costs to the rate payer a risk assessment will need to be undertaken to determine which schools can be suited to static signs.

Recent increase in ADT, Heavy Vehicles and Road Maintenance costs

39. Most of the reversals and all of the schools' variable speeds are to be applied in a blanket way with no consultation and no analysis of road safety, growth, travel time, increased productivity data etc.
40. NZTA states that the speed limits on state highway at Tamarau and Okitu automatically revert to 70km/hr because they are 'urban connectors'. Only Makorori to Pauawa can be consulted on because the classification as a 'rural connector' allows it.
41. NZTA's website lists the categories of the roads that apply stating there is one exception being where reversing the speed limit would be inappropriate due to changes in the surrounding environment, such as a new development.
<https://www.nzta.govt.nz/safety/driving-safely/speed/state-highway-speed-management/speed-reversals-and-consultation-transitional-changes-in-2024-25/>
42. There appears to have been no consideration taken of the increase in traffic counts (ADT) and heavy vehicles over recent years. In 2019 when the Okitu speed limit was reduced from 70 to 60km/hr there had been an increase in traffic volume of over 20% in 5 years with double the volume of heavy vehicles from 5 to 10%. A query has been raised to NZTA if this qualifies as a change in environment, such as new development does, increased productivity and population growth validating this change in environment. The increases have also led to more car ownership with the roads becoming increasingly dangerous to cycle or walk to school or work yet they are reverting to a speed that was set decades ago while Gisborne still has an incomplete cycle network and no PT out to these areas.
43. The number of DSI and other factors raised in the NZTA consultation documentation for Makorori to Pouawa for validating consultation equally apply to both stretches of roads reversing without consultation (all being on SH35 the only route from the coast to the city). Only the classification differs such is the blanket approach of these reversals. Feedback to an email provided by NZTA appears to be the only option for councils and the public and applying pressure which appears to be working for some regions with the lists altering as government back pedals.
<https://www.rnz.co.nz/news/political/541258/government-backpedals-on-some-automatic-speed-reversals-says-consultation-now-possible>
44. Road maintenance costs continue to outweigh this regions affordability with resilience to future weather events severely hampered while struggling to meet current levels of service to keep roads open. Funding is simply not available to make our roads safer with infrastructure and speed management is one tool to economise while not compromising on safety.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

Overall Process: Medium Significance

This Report: Low Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

Overall Process: Medium Significance

This Report: Low Significance

Inconsistency with Council's current strategy and policy

Overall Process: High Significance

This Report: Low Significance

The effects on all or a large part of the Gisborne district

Overall Process: High Significance

This Report: Low Significance

The effects on individuals or specific communities

Overall Process: High Significance

This Report: Low Significance

The level or history of public interest in the matter or issue

Overall Process: High Significance

This Report: Low Significance

45. This report is part of a process to arrive at a decision that will/may be of **High** level in accordance with the Council's Significance and Engagement Policy
46. Consulting on speed limits typically receives a large and passionate response from the community. Setting speed limits has the tendency to split opinions between safety and efficiency and the number of submissions is often similar in size if not bigger than that of the long-term plans for council and transport. The 2021 engagement saw 676 respondents on council's draft speed management plan. A 2019 petition for SH35 reductions at Wainui gained 3076 signatures.
47. The 2024 GPS and this subsequent rule is a significant step change from the 2023 GPS and the 2022 speed limit setting rule which the 2024-2027 RLTP/LTP and strategies for Active Transport and Mode Shift were based on. 2024-27 NLTF funding for supporting road safety, walking and cycling and environmental outcomes were significantly reduced (refer **report 24-275** on funding outcomes).

TREATY COMPASS ANALYSIS

Kāwanatanga

48. The 2024 speed setting rule does not consider the diverse functions, roles, and responsibilities of mana whenua.

Rangatiratanga

49. The 2024 speed setting rule does not consider mana whenua visions for rangatiratanga.

Oritetanga

50. The 2024 speed setting rule does not aim to address areas where there are inequities.

Whakapono

51. The 2024 rule does not consider how Council acknowledges or empowers the application of tikanga and kawa.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

52. The mandatory provisions of the 2024 rule for reversals and school variable speed limits does not consider separate engagement for maori.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

53. Communication on implementation of previously installed signs was carried out through engagement and consultation on the amended 2013 bylaw as ISMP. No consultation is required under the 2024 rule for reversals on local roads or reducing speeds around schools however affected communities and residents will be advised of the install and enforcement dates of the new speeds through the appropriate channels. NZTA is carrying out some consultation as allowed under the new rule.

54. In 2019 a petition signed by 3073 people was successful in getting the speeds reduced on SH35 at Wainui in one of the locations now being reversed without consultation. Speeds are set increase despite increased truck volumes, no safety infrastructure having been put in place (eg, no separated lanes, safe access points or crossings etc) and a government intent on increasing GDP by growing more industry, business and tourism.

<https://www.gisborneherald.co.nz/news/joy-for-sh35-speed-limit-campaigners>

55. Nationally community reaction to the reversals in the media has been mixed, sparking debate and a judicial review is already underway opposing the 2024 rule.

<https://www.rnz.co.nz/news/national/540320/group-on-collision-course-with-government-over-appalling-move-to-higher-speeds>

<https://www.greaterauckland.org.nz/2025/01/30/some-questions-for-the-government-on-speed-limit-increases/>

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

56. Reducing speeds can have a positive effect by reducing emissions in a number of ways. In urban areas reducing speeds can help smooth out traffic with less engine braking required. This efficiency also counters any travel time as a perceived loss.
57. Under the previous Road to Zero strategy implementing changes to align with Safe and Appropriate Speeds had proven benefits for encouraging mode shift. By slowing down vehicles in strategic locations such as schools, etc. evidence shows more people are encouraged to walk, scoot and cycle due to the safer environment created.
58. Aotearoa New Zealand's first emissions reduction plan proposed outputs included safer speed limits, in line with the 2022 rule, in place around 40% of schools under RCA's authority by 30 June 2024 and all schools by end of 2027 (table of actions under 10.1.2 (E)). The second emissions reduction plan released in 2024 removed this provision.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

59. The regions 2024-27 RLTP funding bid to the national land transport fund (NLTF) did not receive any funding for continuing the speed limit programme with a request for \$814k over 3 years not approved.
60. Provision has since been made through the NLTF low cost low risk local road minor improvement category at 68% FAR to make funding available to implement the mandatory requirements of this rule. Estimates for this work have reached \$1m and is required for up to 1 July 2016 to meet the installation deadlines under the rule.
61. To manage costs 'static' signs will be considered in lieu of 'electronic' signs to set school variable speed limits if safe to do so. Electronic signs are considerably (10x) more expensive than static for install and increasing their number will require an increase in the operations budget to maintain and manage.

Legal

62. Legal advice is being sought on how the status of the bylaw affects the application of the 2024 rule.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

63. The 2024-2027 RLTP, Active Transport and Mode shift Strategies were written prior to the release of the 2024 GPS and 2024 speed setting rule and do not align. Alignment will be sought in preparing for the 2027-30 RLTP and 2027-37 LTP.

RISKS - NGĀ TŪRARU

64. Risks are tabled below:

Risk Summary	Mitigation Summary
<p>Road safety concerns for this region are high for deaths and serious injuries (DSI) with Gisborne ranking top in risk register for contributing factors of speed, open road loss of control and head-ons, fatigue, older drivers and seatbelts not worn. See: Communities at risk register 2024</p> <p>Speed contributes to 30% of DSI nationally.</p> <p>Speed determines the level of harm. Eg:</p> <ul style="list-style-type: none"> - 90% chance DSI for pedestrian/cyclist hit at 50kmn/hr compared to 20% at 30km/hr - 80% DSI chance DSI for head-on at 100km/hr compared to 30% at 80km/hr 	<p>A judicial review has been mounted by a road safety advocacy group against the 2024 rule.</p> <p>Group on collision course with government over 'appalling' move to higher speeds RNZ News</p>
<p>Implementing the 2024 rule may put council in breach of the LGA section 82.</p>	<p>Legal issues of implementing the rule have been queried by staff to NZTA.</p>
<p>Communities are not able to consult on the mandatory provisions of the rule for local roads which may create unrest.</p>	<p>NZTA are currently consulting on some SH35 as allowed which will test sentiment.</p>
<p>The 2024 rule and guidance is not clear enough for local councils to interpret or cost sufficiently for implementation.</p>	<p>Technical issues of implementing the rule safely have been queried by staff to NZTA.</p>
<p>Procurement requirements may compromise being able to meet timeframes.</p>	<p>TBA</p>
<p>No budget and insufficient council resources to manage project.</p>	<p>Funding is being applied for.</p>
<p>Role is now vacant so work will be placed on hold until this is filled</p>	<p>Role is now advertised</p>

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
1 May 2025	reversals are be identified and registered with new speeds	Awaiting NZTA response to technical and legal queries
1 July 2025	reversals must be in force	Funding application in progress
1 July 2026	speeds outside schools must be variable	Funding application in progress



Title: 25-36 2024-25 Quarter Two Regional Land Transport Plan Progress Update

Section: Strategic Planning

Prepared by: Tina Middlemiss - Asset Planning Manager

Meeting Date: Wednesday 5 March 2025

Legal: No

Financial: No

Significance: **Low**

Report to REGIONAL TRANSPORT/WAKA WHENUA/MOANA/RANGI Ā-ROHE for information

PURPOSE - TE TAKE

The purpose of this report is to provide an update on progress against the 2024-2034 Regional Land Transport Plan programme of works and performance measures from 1 October 2024 to 31 December 2024.

SUMMARY - HE WHAKARĀPOPOTOTANGA

This monitoring report is for Quarter Two of 2024/25 (1 October 2024 to 31 December 2024), the first year of the Te Tairāwhiti Regional Land Transport Plan 2024-2034 (the RLTP).

This report provides an update to the Committee on Gisborne District Council's (Council) progress against the activity programme and performance measures (where data is available) for Quarter One. New Zealand Transport Agency (NZTA) will present a separate update report on their activities at the meeting.

This report complements other project and performance information that the Journeys team have presented in other Council and Committee reports and meetings. The focus of this report is on progress against our planned activities and expenditure under the RLTP.

Focus is on recovery, continuous programmes and the busy construction period over spring and summer. Some internal staff changes are in progress and delivery of the programme is being adapted to suit the funding outcomes. Work continues on a strategic network resilience programme business case and responding to the new 2024 Speed Limit Setting rule requirements (refer other update reports to this committee meeting).

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

- 1. Notes the contents of this report.**

Authorised by:

Joanna Noble - Director Sustainable Futures

Keywords: Waka Kotahi, NZTA, regional relationships, state highways

BACKGROUND - HE WHAKAMĀRAMA

1. Under section 13 of the Land Transport Management Act 2003 (LTMA), regional transport committees on behalf of regional councils must prepare regional land transport plans every six years. These plans must be reviewed every three years (section 18CA of the LTMA).
2. Te Tairāwhiti RLTP 2024-2034 was adopted by Council on 28 November 2024 ([Report 24-340](#)). The RLTP is the primary document guiding integrated land transport planning and investment within the region. It sets out the strategic direction for land transport in the region, identifies the regional priorities for the next ten years, and outlines the proposed land transport activities for both state highways and local roads for the next six years.

Monitoring framework

3. Section 16 of the LTMA prescribes the form and content of regional land transport plans. Section 16(6)(e) requires inclusion of measures that will be used to monitor the performance of the activities and a description of how monitoring will be undertaken to assess implementation.
4. The RLTP commits to regular monitoring being undertaken to assess implementation of the RLTP. The monitoring framework set out in the RLTP includes targets for each activity for the period of the RLTP. Some targets can be reported against more frequently than others due to the frequency of data collation and/or publication. Council holds some of the data for the performance indicators but also needs to source data elsewhere.
5. RLTP monitoring will be reported annually to the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe Committee (the Committee) following the end of each financial year. In addition to the annual report, each quarter the Committee will receive an update that provides information on how the region is tracking against the activity programme and performance indicators.
6. NZTA provides the Committee with a quarterly regional update as a separate report.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

7. The Quarter Two monitoring report (**Attachment 1**) has the following parts:
 - **Overview of progress** – a high-level view of Council projects and investment under the three Transport Priorities in the RLTP (community resilience and asset management, system safety, and transport choice and inclusive access).
 - **Performance indicators reporting** – updates on the status of key performance indicators (KPIs) where Council collects data quarterly and where external data is available. The targets for measures are for the period of the RLTP, they are not annual targets.

8. The monitoring report complements reports the Committee, Council and other committees have received. Some relevant reports since November 2024 to Council and other committees that may be of interest are:

Report reference	Meeting	Report title
24-302	Operations Committee - 7 November 2024	Reversion of Unsealed Roads
24-318	Operations Committee - 7 November 2024	Transport Rebuild East Coast Update
24-275	Regional Transport - 28 November 2024	Funding Outcomes for 2024-27 NLTP funding bid
24-322	Regional Transport - 28 November 2024	Strategic Network Resilience Programme Business Case Update

9. For Journeys Infrastructure, the Bridge Programme has completed assessment of all 424 bridges and repair works have been programmed that will continue beyond 2027. An interactive map is available on our website to show progress [Bridge repair works | Gisborne District Council](#). At the time of writing this report (10 February) there was a total of 114 in remediation: 61 completed, 17 in construction, 8 destroyed, 2 on hold and 26 in planning and design.
10. Work continues on solutions to Tiniroto Road around the Bluffs with webpage for updates [Tiniroto Road | Gisborne District Council](#).
11. Staff have been responding to the new 2024 Speed Limit Setting rule requirements for auto reversals and school variable speed limits (refer update report to this committee meeting).
12. For Journey's Operations, Recovery works continue on the Slips and Dropouts Programme and a quarter have been repaired. The annual road maintenance programme is available to the public on our website. [Road works | Gisborne District Council](#)
13. Work is halfway through on a strategic network resilience programme business case to identify a prioritised investment proposal that can be used to inform future funding bids (refer update report to this committee meeting).
14. Regular updates are being provided to the affected communities via a series of hui on the above workstreams.
15. Transport Rebuild East Coast (TREC) updates are available on NZTA's website. [TREC Pānui – Dec 2024](#). Te Tairāwhiti state highway network complete construction on almost 80% of the projects in the recovery programme.
16. For other transport modes, procurement of new bus contracts has been going through the tendering process. Walking and Cycling projects are now covered under other departments (such as Taruheru River Path and Townships). Only some funding remains for Footpaths and Cyclepaths maintenance and that has largely been spent on urgent repairs. Safety education and promotion has been reduced and no longer includes advertising which is now done at a national level and the role is still being recruited.

17. Work on a strategic network resilience programme business case is halfway through to identifying a prioritised investment proposal that can be used to inform future funding bids (refer update report to this committee meeting).
18. Transport modelling for heavy vehicles and interregional connections have still not received NZTA approval for funding and are listed as 'probable' so are being scoped and costed for further consideration.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

Overall Process: **Low** Significance

This Report: **Low** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

Overall Process: **Low** Significance

This Report: **Low** Significance

Inconsistency with Council's current strategy and policy

Overall Process: **Low** Significance

This Report: **Low** Significance

The effects on all or a large part of the Gisborne district

Overall Process: **Low** Significance

This Report: **Low** Significance

The effects on individuals or specific communities

Overall Process: **Low** Significance

This Report: **Low** Significance

The level or history of public interest in the matter or issue

Overall Process: **Low** Significance

This Report: **Low** Significance

19. The decisions or matters in this report are considered to be of **Low** significance in accordance with Council's Significance and Engagement Policy.

TREATY COMPASS ANALYSIS

Kāwanatanga

20. The current monitoring framework does not consider the diverse functions, roles, and responsibilities of mana whenua.

Rangatiratanga

21. The current monitoring framework does not measure or consider mana whenua visions for rangatiratanga.

Oritetanga

22. The current monitoring framework does not break down results or targets to address areas where there are inequities.

Whakapono

23. The current monitoring framework does not measure or consider how Council acknowledges or empowers the application of tikanga and kawa.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

24. There has been no engagement with tangata whenua in preparing the monitoring report.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

25. There has been no engagement with the community in preparing the monitoring report.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

26. Climate change impacts and implications will be addressed as appropriate for each project.

27. Transport-generated emissions are reported on under the Environmental Sustainability performance indicators in the monitoring report.

28. Transport is the second highest emissions category for the region behind agriculture (11% of total emissions in 2018/19). This was an estimated 232,647 tCO₂e in the inventory commissioned by Council in 2020.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

29. There are no financial implications associated with the monitoring report.

Legal

30. There are no legal implications associated with the monitoring report. Any statutory obligations will be addressed as appropriate for each project.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

31. The monitoring report is consistent with the RLTP.

RISKS - NGĀ TŪRARU

32. Any risks will be addressed as appropriate for each project.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
28 th May 2025	Quarter Three monitoring report	
30 th July 2025	Annual monitoring report	
26 th Nov 2025	Quarter One (25/26) monitoring report	

ATTACHMENTS - NGĀ TĀPIRITANGA

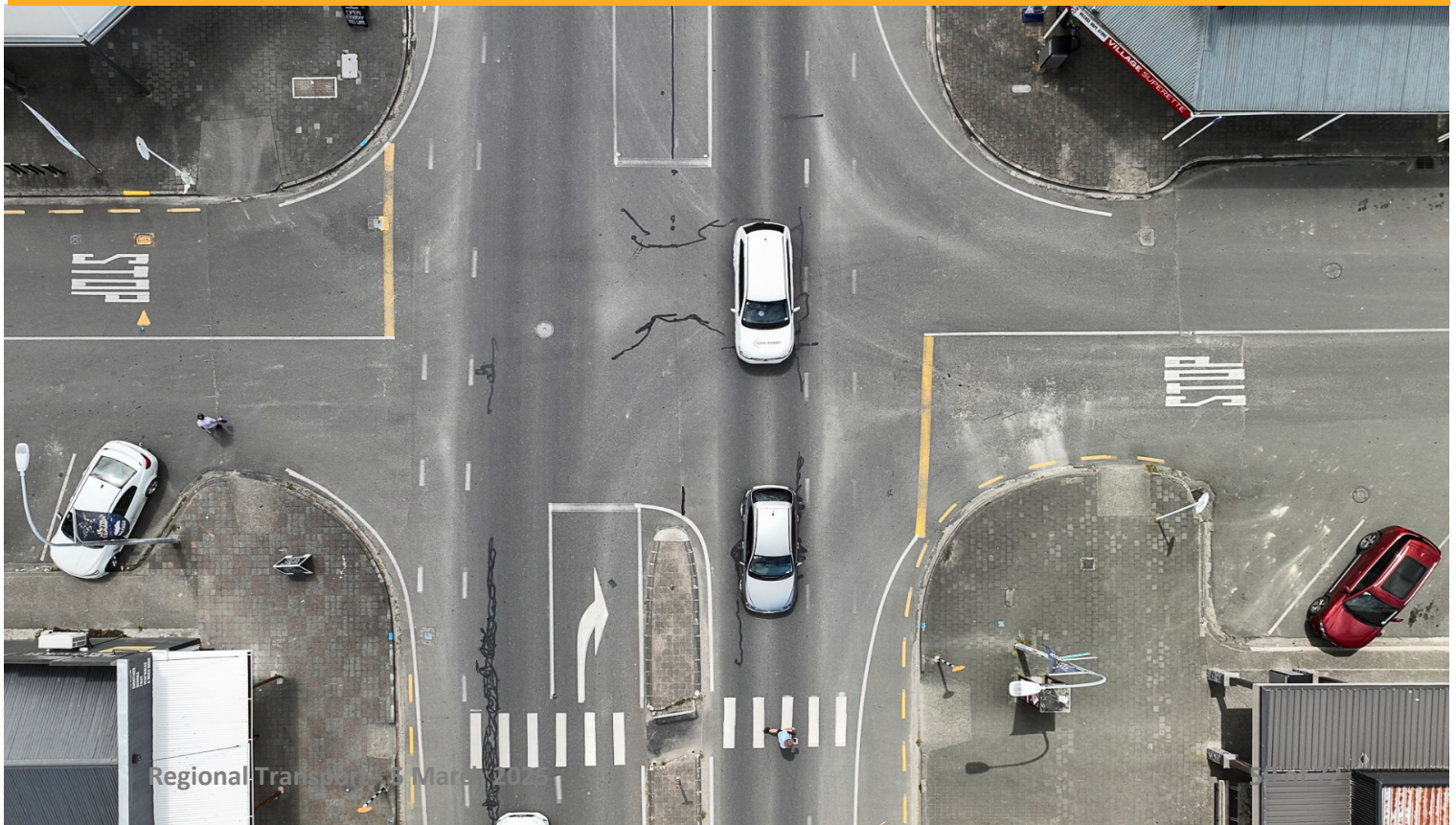
1. Attachment 1 - RLTP Quarter Two 2024 25 monitoring report [25-36.1 - 10 pages]



Te Mahere Waka Whenua o Te Tairāwhiti

Te Tairāwhiti Regional Land Transport Plan

Monitoring report for 1 Oct 2024 - 31 Dec 2024



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He Whakatakinga Introduction

Background

The 2024-34 Regional Land Transport Plan (RLTP) for Te Tairāwhiti is the primary document guiding integrated land transport planning and investment in our beautiful region, vibrant places, and amazing people. The land transport system connects places where people live, to destinations they need to access; whilst also linking wealth generating business to ports, airports, other regions of New Zealand and the rest of the world.

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 work together and enable people to live their lives and businesses to grow, using the oldest methods of travel – walking and horseback - and vehicles such as cycles, scooters, wheelchairs, buses, cars, vans, and trucks.

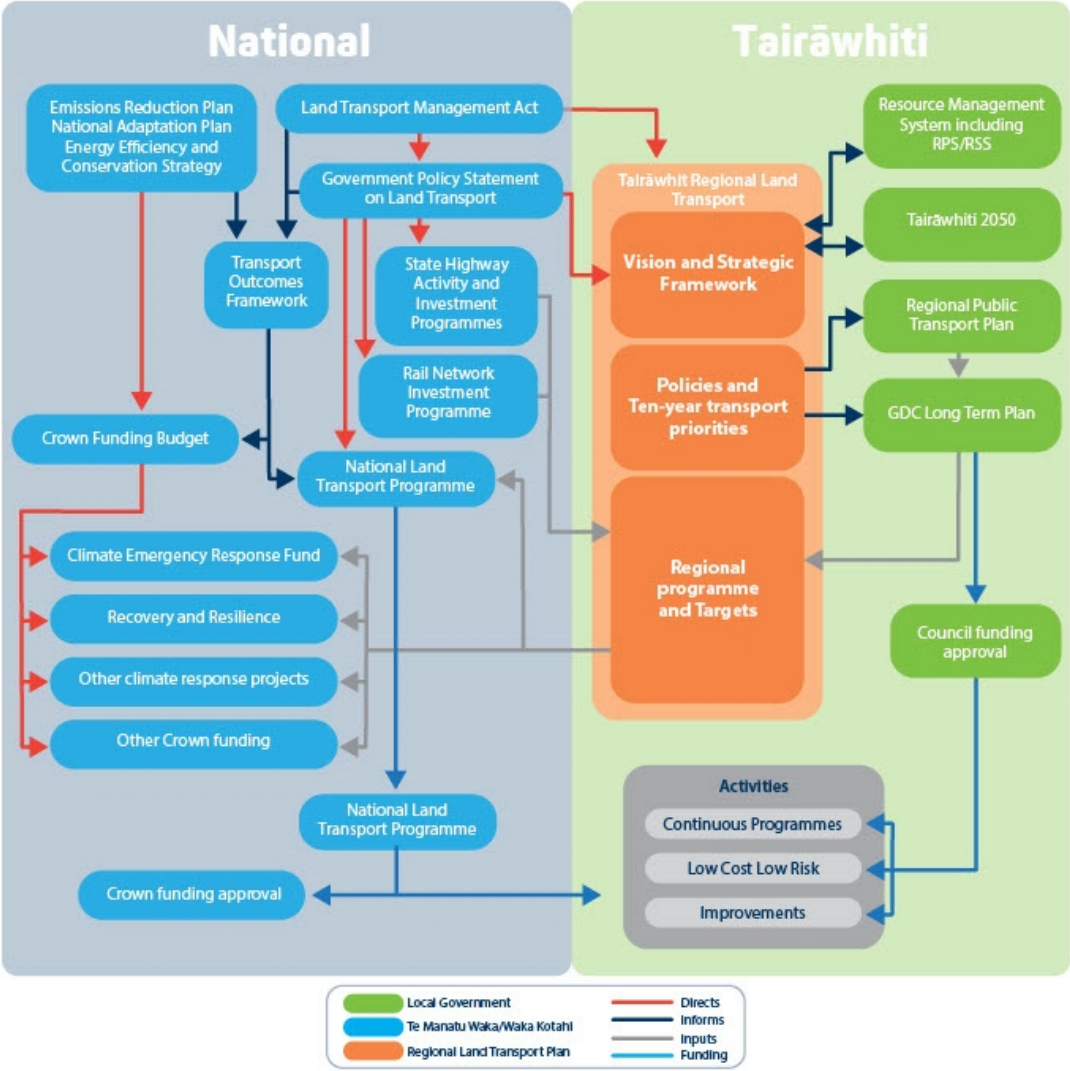
The three investment priorities for this RLTP are:

1. **Community resilience and asset management** (which is the region's highest priority with a weighting of **55%**): Investment in long term multi-modal asset renewal and improvement will enable the region's transport network to meet demand for freight, provide greater travel choice, promote equitable access, withstand future severe weather (and other) events, and provide safe and accessible travel choices to all members of the community and businesses.
2. **Road and community safety (25%)**: Investment in coordinated safety infrastructure, education, enforcement, and encouragement to reduce and eventually eliminate deaths and serious injuries for all transport system users, but especially Māori who are over-represented in the statistics
3. **Transport choice and accessibility (20%)**: Investment in public / shared transport solutions and low carbon alternatives to current fossil fuel vehicles, to enable people to access economic, education, and social opportunities without having to own a vehicle.

Wider Policy Context

Policy environment

The RLTP sits within a complex and dynamic policy environment, which is summarised in Figure 1:



Te Anga Aroturuki Monitoring

Transport Priority 1: Community Resilience and Asset Management

Priority Investment Area	Update on work programme status
1.1 Improve Customer Level of Service for Local Paths, Walkways, Roads, and Bridges	Strategic Network Resilience PBC Lite is halfway through determining resilience for appropriate levels of service to suit funding levels.
1.2: Lifecycle Planning and Tackling the Asset Maintenance Backlog	Implementation of the NZTA Asset Management Data Standard (AMDS) is in progress to provide consistent data on all our roading assets to improve asset management.
1.3: Recovery and resilience investment to improve highway availability and reliability	Refer TREC updates for state highway. Dec 24: Tairāwhiti state highway network complete construction on almost 80% of the projects in the recovery programme. Refer GDC website for updates on repairs local road bridges and dropouts and ongoing maintenance programme
1.4: Plan and Deliver Resilient Community Active and Shared Transport Networks	New bus contracts going through tendering process. Walking and cycling funding from NLTP significantly reduced, projects on hold or rescoping.

Transport Priority 2: System Safety

Investment Priority	Update on work programme status
2.1: Deliver Road Infrastructure Safety Upgrades, Targeting High Risk Areas	No funding received for local road safety improvements, work on hold.
2.2: Implement HGV Routes in Gisborne City	Transport model has received 'probable' funding in NLTP to study effects on network for improvement options. Scope of work and costs in progress.
2.3: Improve Intersections and Crossings for Active Mode Users	No funding for local road walking and cycling improvements, work on hold.
2.4: Implement Targeted Speed Limit Changes	New 2024 Rule has been released. Work ongoing to assess new requirements in rule for auto reversals and school variable speed limits.
2.5: Increase Education and Training Across All User Groups, Especially Those Who Are Over-represented in the Statistics	Safety education and promotion funding from NLTP reduced by two thirds. New resourcing is required to begin this work.

Transport Priority 3: Transport Choice and Inclusive Access

Investment Priority	Update on work programme status
3.1: Implement New Gisborne Urban Bus Network	New bus contracts going through tendering process.
3.2: Delivery of Bus Stop Access Upgrades and Infrastructure Improvements	Some bus stop upgrades funded. Scope reduced to funding levels.
3.3: Investigate Inter-urban Bus Links	East Coast Connectivity - Inter-regional PBC with HBRC has received probably funding from NLTP. Scope of work and costs in progress.
3.4: Implement Local Community Transport Solutions	No funding from NLTP for low cost low risk public transport infrastructure or service improvements.
3.5: Implement Zero Emission Buses	New bus contracts going through tendering process. Decarbonising buses is not in scope due to lack of funding.
3.6: Implement Gisborne city and Township Active Mode Networks	\$310k funding has been approved in NLTP for Townships for year one only. Footpaths for Motu and Cliff Street in Te Karaka in progress under Township team.
3.7: Undertake Workplace, School, and Community Travel Planning	No funding from NLTP for low cost low risk for these walking and cycling projects

KPIs and Targets

The targets are based on the five transport outcomes in the national Ministry of Transport framework (more information [here](#)). The following tables set out the KPIs and targets:



Objective: Resilience and Security

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
Availability of the network	Availability of the road network for use (open to BAU levels of service traffic)	Number of local road closures where traffic was not able to pass in at least one direction	Closures recorded in the RAMM database	434 recorded closures (2022-23)	40 recorded closures (2027)	Six closures on Local Roads showing on GDC Website (10.2.25) Only 4fourrecorded in RAMM so far
Surface condition of Local Roads and State Highways experienced by car drivers	Average quality of ride on a sealed local road network, measured by smooth travel exposure ¹	Percentage of the sealed road network has a roughness index of less than 150, based on the National Association of Australian State Roding Authorities (NAASRA) methodology	Road condition surveys / inspections Department of Internal Affairs (DIA) Non-Financial Performance Measures	81% with a roughness of index less than 150 (NAASRA) (2021/22)	80% with a roughness of index less than 150 (NAASRA) (maintained every year until 2033-34)	Consistent condition data collection in progress. Measuring in Dec 25

Objective: Healthy and Safe People

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
Safety of people using the transport system	Number of Deaths and	Five-year rolling average of the total number of DSIs across the region,	NZTA Crash Analysis System (CAS)	48.60 total DSI (2018-22 rolling average)	29.16 total DSI (2026-30 rolling average)	37.8 total DSI (2019-2023 rolling average)

¹ This includes potholes, which are an extreme but increasingly common feature of road roughness.



Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
	Serious Injuries (DSI)	counting back from the target year				

Objective: Economic Prosperity

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
Use of designated freight routes	Volume and percentage of traffic on State Highways which comprises Heavy Goods Vehicles	Annual Average Daily Traffic (AADT) for heavy vehicles on State Highways, expressed as a percentage of total AADT.	NZTA traffic counts	To be calculated	To be calculated	16.67% 2023/24 (based on VKT usage on NZTA open portal data)

Objective: Environmental Sustainability

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
Emissions caused by transport	Greenhouse Gas (GHG) emissions from land transport	Total annual emissions of all GHGs (kilotonnes CO ₂ e) from the following Stats NZ categories: <ul style="list-style-type: none"> Road, rail, water transport and transport services. 	Stats NZ GDC GHG monitoring	97 kilotonnes CO ₂ e (2021 total)	72 kilotonnes CO₂e (by 2030) Net zero (by 2050)	118 kilotonnes CO ₂ e (2023/24) 424,239,366 VKT total usage on NZTA open portal data into VEP Model V7. (Note: 2018-2022 1.2% VKT growth)



Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
		<ul style="list-style-type: none"> Household. 				

Objective: Inclusive Access

Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
Increased patronage on bus services	Number of people travelling on the Gizzybus urban and Waka Kura school services	Number of passengers boarding buses (individual single journeys) for all time periods	Bee Card Bus ticket machines	123,343 single public transport boardings (2022/23 total)	135,677 single public transport boardings (2024-25) 296,974 single public transport boardings (2030-31)	Annual target
Surface condition of footpaths	Average condition of urban footpath constructed of asphalt or concrete	Percentage of footpaths that fall within the service standard for the condition of footpaths that is set out in the Engineering Code of Practice	Department of Internal Affairs (DIA) Non-Financial Performance Measures	86.5% within the service standard (2022/23)	90% within the service standard (maintained every year until 2033-34)	Annual target



Measure	Indicator	Specification	Data Source	Baseline (Year)	Target (Year)	Current progress
Mode share of active travel for journeys to school	Mode share of walking and cycling	Percentage of students ² who travel more than three days per week to school by walking and cycling	Surveys within schools	Not applicable	>25% (2027)	Annual target

² At schools who are part of the survey programme being launched in 2024



Te Kaunihera o Te Tairāwhiti
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Title: 25-37 New Zealand Transport Agency Waka Kotahi March 2025
Regional Update

Section: Strategic Planning

Prepared by: Charlotte Knight - Strategic Planning Manager

Meeting Date: Wednesday 5 March 2025

Legal: No

Financial: No

Significance: **Low**

Report to REGIONAL TRANSPORT/WAKA WHENUA/MOANA/RANGI Ā-ROHE for information

PURPOSE - TE TAKE

The purpose of this report is to introduce the New Zealand Transport Agency (NZTA) Waka Kotahi Regional update for March 2025.

SUMMARY - HE WHAKARĀPOPOTOTANGA

At the meeting, Linda Stewart (NZTA Waka Kotahi Director Regional Relationships – Central North Island) will provide an update to the Regional Transport Committee on NZTA activities to March 2025. A presentation will be given at the meeting. Attachment 1 is the detailed update provided by NZTA.

There will be an additional presentation from the NZTA Safety Camera Programme team about the work NZTA is doing to take over responsibility for Safety Cameras from NZ Police. The strategy that NZTA is applying for safety cameras and what to expect on the ground in Tairāwhiti.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Regional Transport/Waka Whenua/Moana/Rangi ā-Rohe:

- 1. Notes the contents of this report.**

Authorised by:

Joanna Noble - Director Sustainable Futures

Keywords: safety cameras, NZTA, Waka Kotahi, regional relationships, state highways

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Presentation Waka Kotahi [25-37.1 - 11 pages]

Regional Transport Committee

Tairāwhiti – March 2025

Note: The following slides are detailed updates to be taken away for further reading. The committee is welcome to ask questions relating to the information as required.



Provincial Growth Fund – Tairāwhiti Transport Investment

Attachment 25-37.1

Activity	Funding	Key date(s)	Progress	Commentary
SH2/35 passing opportunities	\$32.65m (PGF) \$2.83m (NLTF)	Programme completion is expected by the end of summer 2024/25.		<p>1 remaining location:</p> <ul style="list-style-type: none"> Busby's Hill is scheduled for completion this summer, depending on weather conditions. Work remaining includes minor snag items and a second coat seal towards the end of the season.
SH35 resilience	\$13.5m (PGF)	Programme completion is expected by the end of summer 2024/25.		<p>1 remaining location:</p> <ul style="list-style-type: none"> Busby's Hill is expected to be complete this summer, depending on weather conditions. Work remaining includes minor snag items and a second coat seal towards the end of the season.
Waikare Gorge	\$5m (PGF) \$418m (NLTF) (Pre-Imp, Property and Implementation)			<ul style="list-style-type: none"> Property, design and consenting activity progressed using this PGF funding. The NZTA Board has approved funding, including construction (implementation) funding, to deliver the Waikare Gorge Realignment project.

Waikare Gorge Realignment

- Approx 4km realignment of SH2
- 160m 'Network Arch' bridge
- More resilient, safer, greater security of access
- The NZTA Board has approved funding, including construction (implementation) funding, to deliver the Waikare Gorge realignment project.
- First procurement package for professional services has been released to market.
- Bailey bridge maintenance to ensure resilience of existing route.



Hikuwai Bridge No.1 Replacement

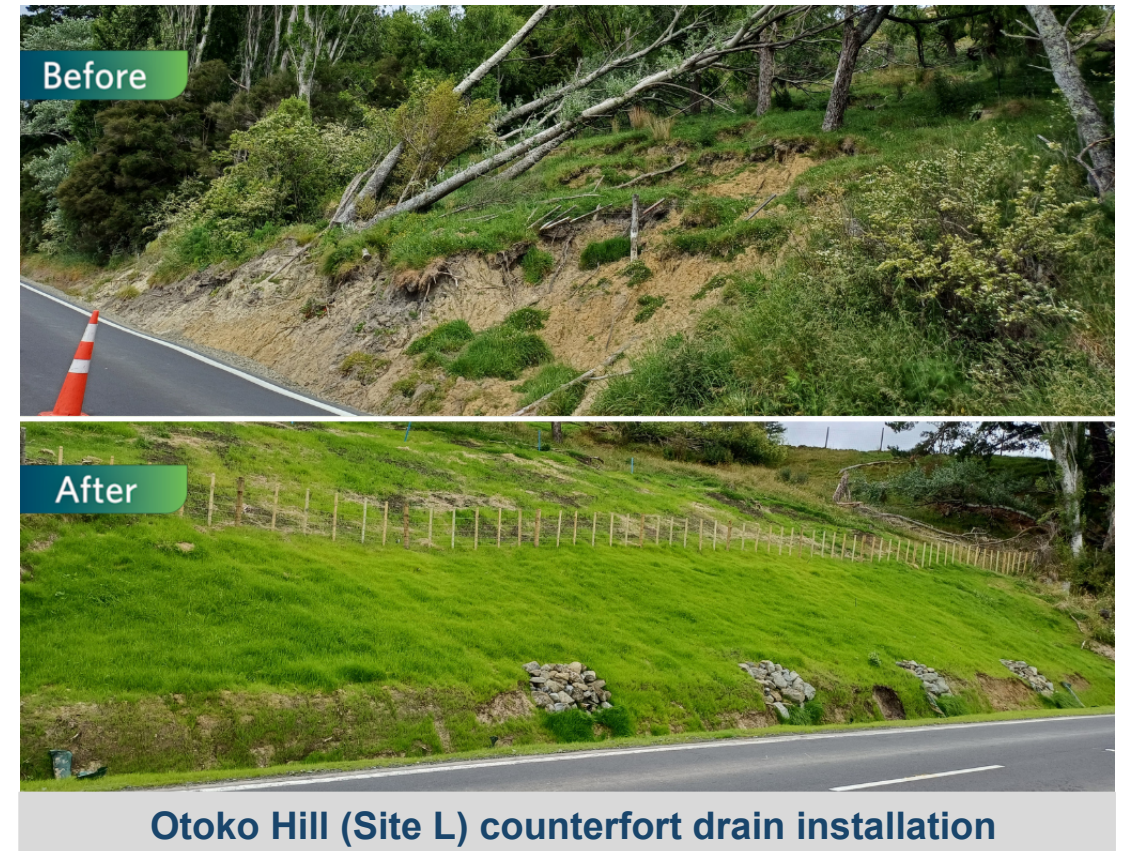
Project update

- We have finished 50% of the design of the new bridge
- Demolition of the old bridge is out for tender
- The TREC team continues to work closely with iwi/hapū, landowners, the council, and local contractors to design and deliver the project.
- A project liaison group – Akauroa Kaitiaki Roopu that includes kaitiaki and landowners (pictured) is also operating



SH2 update

Some recently completed sites



SH2 update

Underway and future works

Underway

- Morere – counterfort drain installation
- Otoko Hill Slips #2 (Site G) – hill stabilisation
- Otoko Allen’s Existing Wall (Site J) – repair underslip and retaining wall

Future works

- Rakauroa – repair underslip
- Otoko Hill – tree removal and major drainage (Site B).



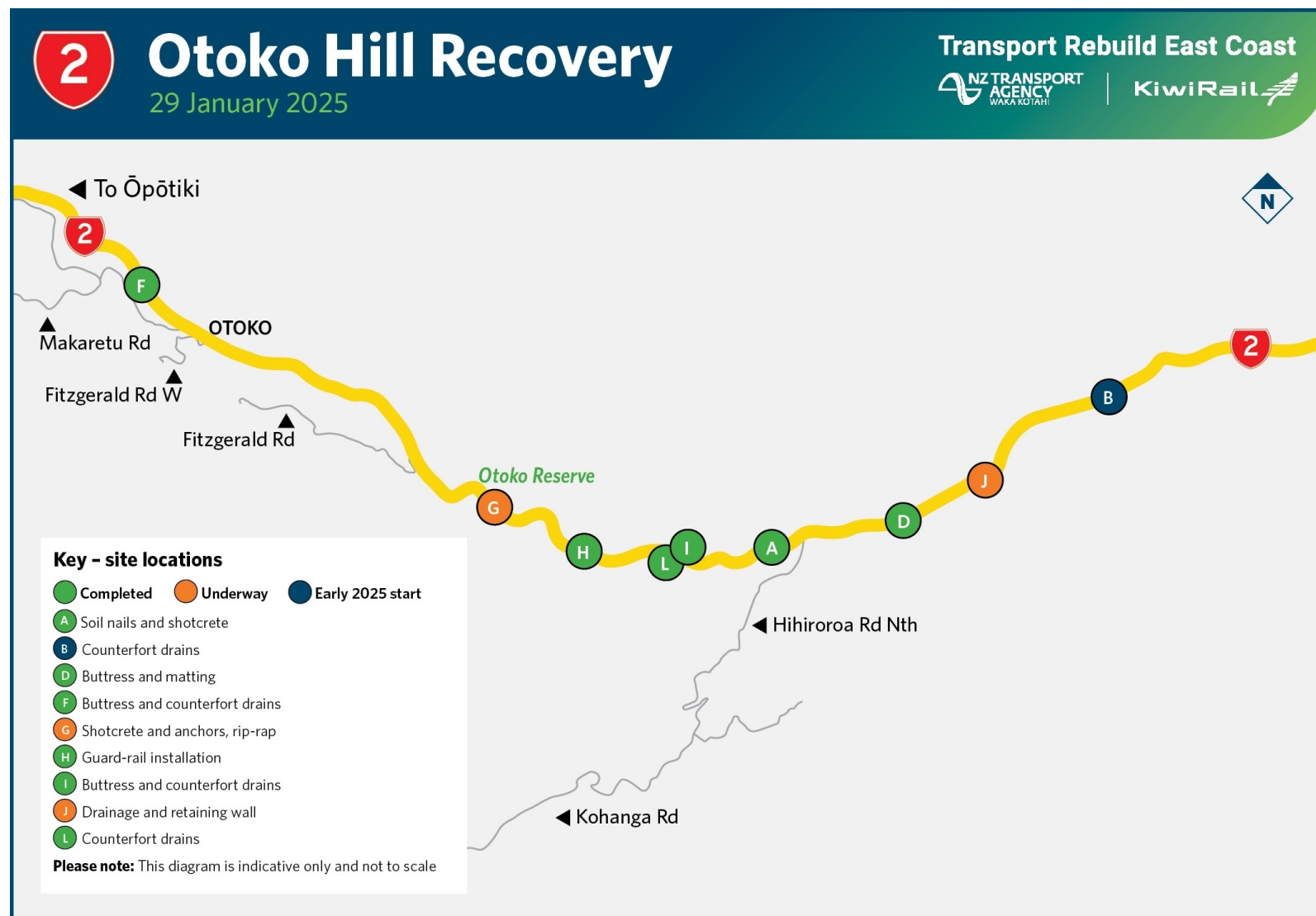
Moreere – where counterfort drains are being installed

SH2 update

Focus on Otoko Hill

Nine recovery projects to make the Otoko Hill section of highway more resilient and minimise road closures following future weather events are planned.

- Six complete
- Three underway or coming soon (G, J and B)
- Work in this area will continue into late 2025.



SH35 update

Recently completed

- Oweka – underslip repair
- Mangahauini Gabion wall stage 1 - buttress and rip rap
- Whakaari Bluff – rock revetment
- Te Anaputarua (Aka Whanrua) - soldier pile wall
- Kahuitara Culvert (Jeru Straight) - culvert replacement.

Before

Attachment 25-37.1



During



After



Oweka near Wharekahika (Hick's Bay)

SH35 update

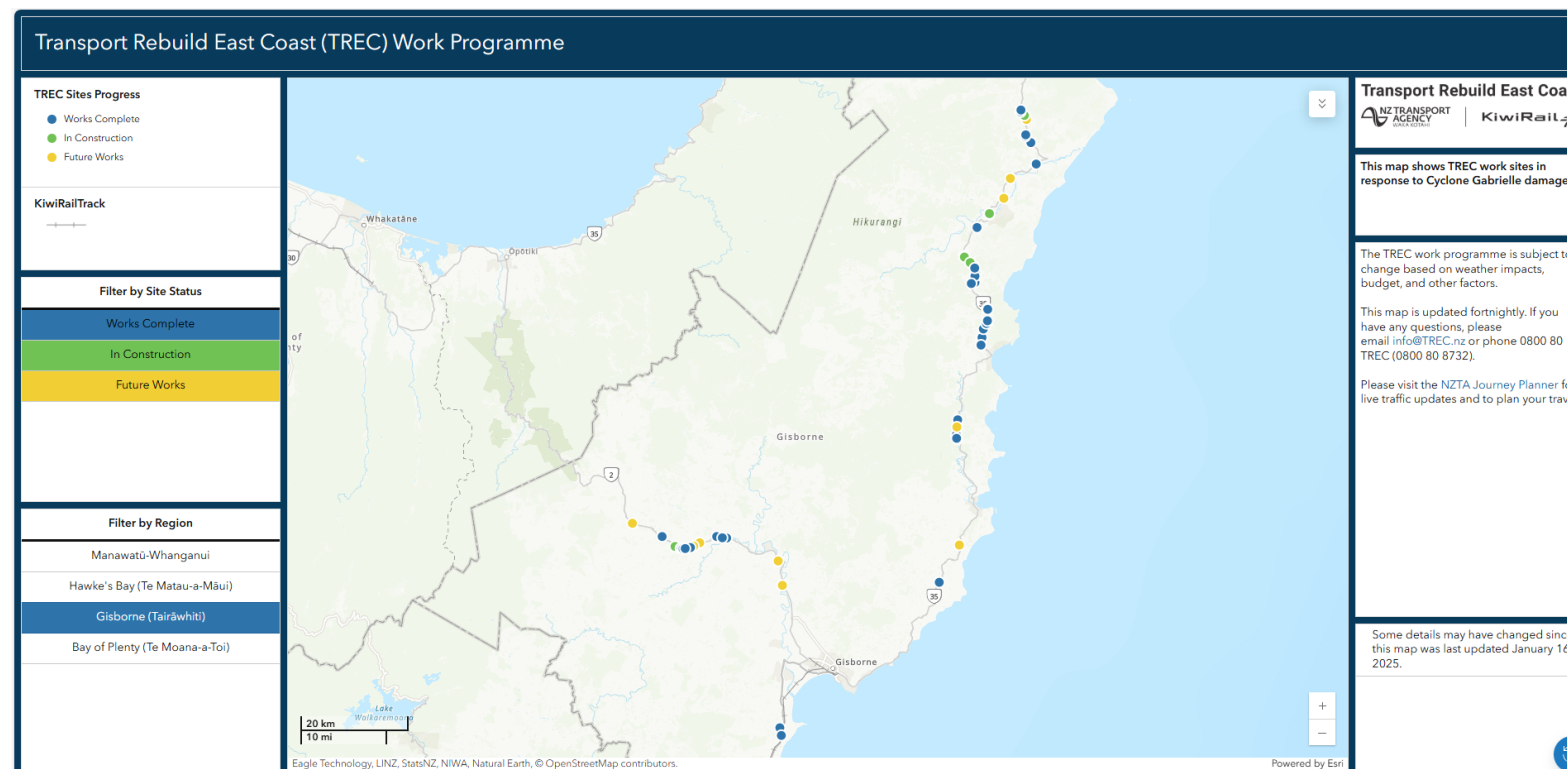
Underway

- Awatere Gully – gabion basket buttress
- Kopuaroa 1 Slip – soil anchor and shotcrete wall
- Kopuaroa Stream Bridge – scour protection
- Kopuaroa Slip 2 – buttress to support road
- Rotokautuku (Waiapu) Bridge repairs
- Mangahuini Gorge – early earthworks started
- Makatote dropout 3 – buttress support.



TREC project map

- Public facing interactive map now live
- Shows TREC programme digitally across the region
- <https://nzta.govt.nz/trec-map>



Hei konā mai