



Final

Regional Land Transport Strategy

2006 - 2016

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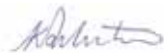
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Date : July 2006
Reference :
Opus Ref. 2-S3500.82
Status : Final



Document Status

Revision Number	Date	Section/ Page	Author	Description
1	27.01.06	All	K McLean	1 st draft for comment
2	28.02.06	All	K McLean	2 nd draft for consultation
3	28.06.06	All	T Moore/K McLean	1 st draft of final document
4	20.07.06	All	K McLean	Final document

Quality Assurance Statement

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File Path: g:\ogdc_ps\2s3500-80 to 82 asset man plan, dtims, rfts\final rfts\final rfts_ver_1 2.doc

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1 Introduction

1.1 Context

Gisborne's Regional Land Transport Strategy has been prepared to meet the requirements of the Land Transport Act 1998 (LTA) as amended by the Land Transport Management Act 2003. The LTA establishes the framework for achieving the Government's overall vision of an affordable, integrated, safe, responsive, and sustainable land transport system.

The Gisborne Regional Land Transport Strategy (RLTS) outlines the framework for the development of Gisborne's transport system for the next 10 years. It identifies a vision for the future and sets the objectives of the region in terms of transport. It identifies the roles of land transport modes including private motor vehicles, passenger transport (including buses and mobility services), freight transport, port activities, rail, cycling, and walking. The RLTS works through a number of strategic options for achieving a balance between economic, social and environmental factors associated with the provision of transport in the region.

The Regional Land Transport Committee (RLTC) is a recently established committee responsible for the preparation of the RLTS. The committee is made up of representatives from approved organisations and transport stakeholder groups. This committee is responsible for the development and implementation of this Strategy.

The Strategy seeks to give guidance and provide a high level framework for the Council to work within as they allocate funds for transport schemes within the region.

In addition to the RLTC this document has been developed in conjunction with key stakeholders and community members who have identified a number of key issues for transport within the strategy.

1.2 Background

Regional Land Transport Strategies are a key aspect in the structure of planning for land transport within New Zealand. The development of the New Zealand Land Transport Strategy and the introduction of the Land Transport Management Act (2003) have changed the way land transport is defined, prioritised and funded. Regional Land Transport Strategies are the face of this change for each of the regions in the country and requires the consideration of a range of transportation options and alternatives which meets the needs of the people, economics, safety, access, health and environmental sustainability.

The current Gisborne RLTS was published in 1995 and as such does not take into account the significant changes in both law and mindset since this

time. Issues of congestion, high petrol prices and the ever decreasing world oil supplies are never far from the media. These issues are leading to an awareness of issues of sustainability, particularly relating to the way we move.

The changes to transport based legislation and a new release of national strategies seek to develop sustainability and ensure that all options for transport are examined. This strategy relates to the measures and requirements of this legislation.

Photograph 1 – Gisborne’s Harbour and Port



1.3 Vision

The Gisborne RLTS seeks to achieve:

“A transport system that contributes to Gisborne being a region people are proud to live in, work in, and visit both now and for the future.”

To achieve this vision it will be necessary to develop an integrated approach to providing transport and managing land use development within the region. To ensure this occurs the strategy must take into account the five key objectives of the New Zealand Transport Strategy:

- Assisting economic development
- Assisting safety and personal security
- Improving access and mobility
- Protecting and promoting public health
- Ensuring environmental sustainability.

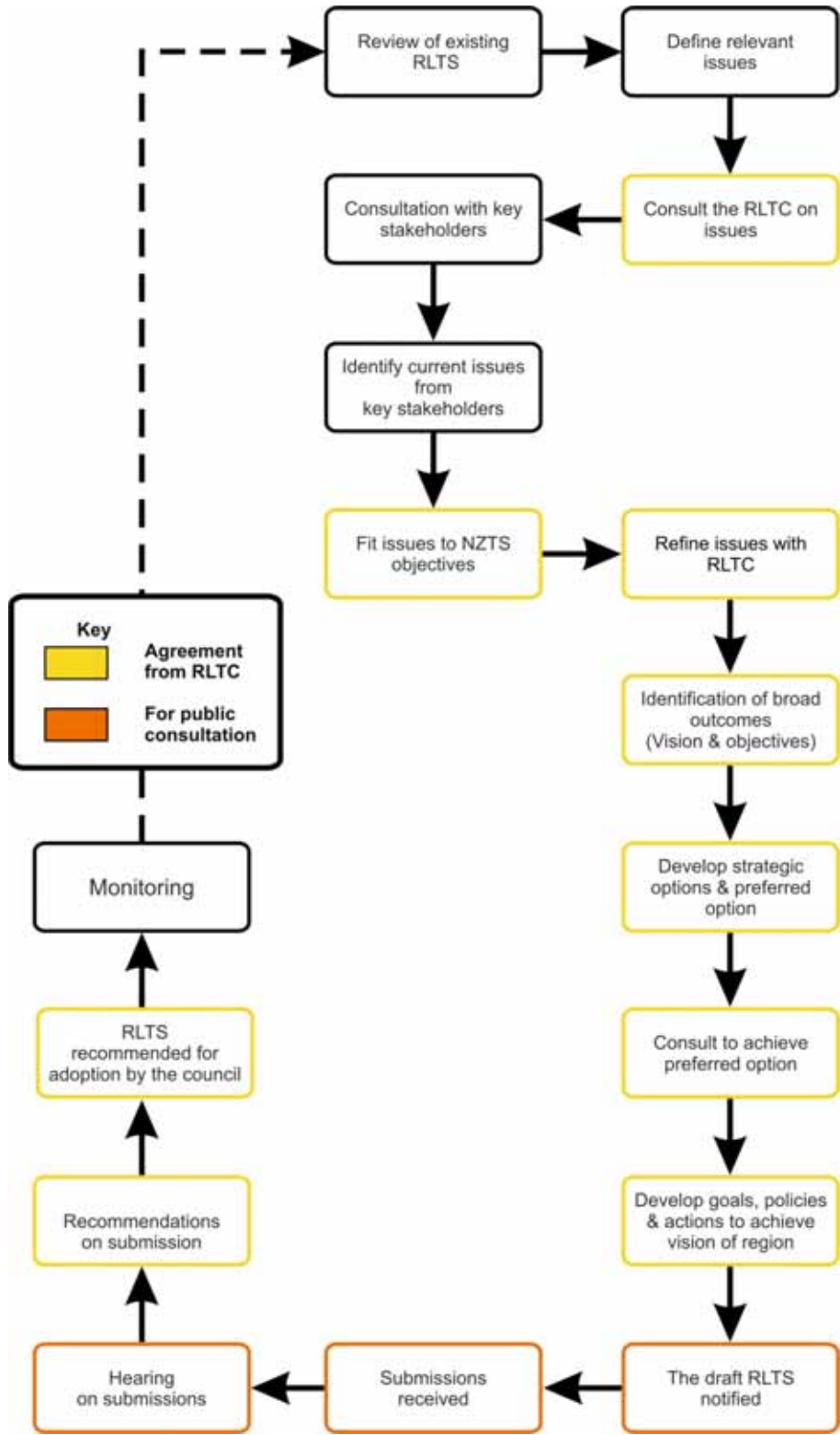
1.4 Document Structure

The following is a short summary of the information contained in each chapter of this summary:

Table 1.1 – Document Structure Summary

Chapter	Title	Description
1	Introduction	Setting the scene for the Strategy and an introduction to the processes involved.
2	Statutory Context	Summary of the relevant statutes and documents at central and local government level.
3	Social and Economic Profile	Summary of the Gisborne District and the demographic factors that will influence the way land transport is provided.
4	Transportation Profile	Summary of the construct of the land transport network and some key transport issues facing the region.
5	Consultation	Introduction to the consultation process, the existing issues, and issues raised during consultation.
6	Key Issues Identification	A focus on the issues in the area applied to the New Zealand Transport Strategy objectives.
7	Role of Modes	A summary of the role that each land transport mode has to play in the region. Including: Freight (rail and road), private car, public transport, cycling, and walking.
8	Strategic Options and Funding	Development of the strategic options for the district and the preferred option. Summary of the potential funding streams and known spending for a 10 year period.
9	Implementing the Strategy	Tables of Goals, Policies and Actions to address the issues that were raised during consultation.
10	Travel Demand Management	Description of travel demand management and a table of actions.
11	Implementing and Monitoring	A summary of the implementation of the strategy and the monitoring process

Figure 1.1 - RLTS Process Diagram



2 Statutory Context

2.1 Introduction

This RLTS document has been prepared for adoption pursuant to the requirements of the Land Transport Act 1998 (LTA) including other legislation as documented.

In addition to the legal requirement of the LTA there are two other main statutes that guide the development of the RLTS.

- Land Transport Management Act 2003
- Resource Management Act 1991

2.2 Legislative Framework

Land Transport Act 1998

The Land Transport Act was amended to take account of the New Zealand Transport Strategy the Government policy document was developed in December 2002.

The Land Transport Act also requires that every Regional Council must establish a Regional Land Transport Committee. The RLTC is responsible for preparing a RLTS. Section 175(1) of the Land Transport Act establishes the requirement to prepare the RLTS. Section 175(2) specifies how the regional land transport strategies are to be prepared and what should be taken into account. There are a total of 17 requirements listed in the Act. A full list of the legislative requirements is attached in **Appendix A**.

Land Transport Management Act 2003 (LTMA)

The Land Transport Management Act was enacted in November 2003 to provide the legislative framework and criteria to give effect to the New Zealand Transport Strategy. The LTMA amended the LTA by requiring new contents and the way RLTS are developed. The purpose of the LTMA is to “*contribute to the aim of achieving an integrated, safe, responsive, and sustainable land transport system*”. Any organisation applying to Transfund for funding under the Act must ensure that their activity meets the criteria prescribed in the Act.

This aim being that of the New Zealand Transport Strategy as identified above.

Amongst many other the fundamental goals of the LTMA are to:

- Provide an integrated approach to the funding and management of the land transport network;
- Provide more of a focus on social and environmental issues;
- Improve long term planning and integration of land transport;
- Amend the method for analysing projects and the criteria for funding; and to
- Ensure that land transport funding is allocated in an efficient and effective manner;
- Introduce new flexibility in the provision of land transport specifically by allowing tolling and other public/private partnerships.
- Develop a Travel Demand Management Strategy

The LTMA now also requires state highway, regional and district roading programmes to take into account any current national land transport strategy, National Energy Efficiency and Conservation Strategy, and relevant regional land transport strategies.

Resource Management Act 1991 (RMA)

The Resource Management Act establishes the controls on Council to manage natural and physical resources in a sustainable way to avoid, remedy, or mitigate any actual environmental effects. This includes the provision of land transport infrastructure (cycle/walk ways, rail, and roads) and related activities requiring resource consents.

Under the RMA Regional Councils are now required to promote the strategic integration of infrastructure with land use through objectives, policies and methods. Effective landuse planning is required to be integrated into the management of infrastructure and this can be implemented through the combined district and regional plan.

2.3 Institutional Framework

Central Government

At the central government level, the legal, institutional and policy framework for all modes of transport are under the jurisdiction of the Minister of Transport. The Minister is supported in this task by the Ministry of Transport who provide policy advice. In addition the following central government organisations have transport responsibilities:

- Land Transport New Zealand (Land Transport NZ)
- Transit New Zealand (TNZ)
- New Zealand Railways Corporation (NZRC)
- Maritime New Zealand (MNZ)
- Civil Aviation Authority (CAA)

Appendix B includes a summary of the function of each organisation.

A number of national policy documents have been developed since 2001 and provide information relevant to the development of the Gisborne Region RLTS. These documents support the RLTS ability to achieve the vision, goals and policies for the region.

Related National Policy documents include:

New Zealand Transport Strategy 2002 (NZTS)

The government released the New Zealand Transport Strategy in 2002 to define the overall integrated vision for transport which addresses all modes (road, rail, sea and air transport) into the future. The Strategy identifies four main principles and five key objectives for transport. All of these principles and objectives are relevant to the Gisborne Region and the development of this RLTS.

The overall vision for transport is:

By 2010 New Zealand will have an affordable, integrated, safe, responsive, and sustainable land transport system.

The principles of the NZTS are:

- **Sustainability**

To ensure that transport is underpinned by the principles of sustainability and integration, transport policy will need to focus on improving the transport system in ways that enhance economic, social and environmental well-being, and that promote resilience and flexibility. Policy also needs to take account

of the needs of future generations, and be guided by medium and long-term costs and benefits.

- **Integration**

Transport policy will help create an efficient and integrated mix of transport modes. To facilitate integration, co-operation and collaboration between stakeholders will need to be encouraged. Transport policy also aims to ensure the efficient use of existing and new public investment.

- **Safety**

Ensure that transport is underpinned by the principles of safety and responsiveness, policy will need to ensure high standards of health, safety and personal security for all people, including users, workers, and operators. Ensure there is a robust health and safety framework, complemented by an emphasis on individual and business responsibility.

- **Responsiveness**

The diverse needs of urban and rural communities need to be recognised. Those who use transport, and those who are affected by it, will need to be encouraged to participate in transport policy development. Transport policy will need to foster the government's goals for partnership between the Crown and Maori, between central government and local government, and between government and citizens and communities, including business.

The New Zealand Transport Strategy also establishes the key government objectives for transport. These are incorporated in the Land Transport Act requirements for Regional Land Transport Strategies.

- **Assisting Economic Development**

New Zealand will have a coherent and efficient transport system that contributes to our quality of life and supports economic development goals, both nationally and within regions. This relates directly to the reduction of congestion, provision of public transport, walking and cycling, regional development and alternative to roads and safety over all and limit fatalities and hospitalisations by 2010.

- **Assisting safety and personal security**

This objective targets standards and rules for the safety of those who use or are affected by the transport system by improving safety outcomes across all transport modes through the reduction in the dependence on private vehicles. The current road safety programme identifies initiatives to improving existing road safety through the treatment of identified crash 'block spots' on our roads.

- **Improving access and mobility**

Affordable and reliable transport services will make a key contribution to better access and mobility. The government will promote optimal use of different modes of transport in different settings through a range of measures including pricing and funding priorities.

- **Protecting and promoting public health**

Transport will contribute to healthier communities. Walking and cycling for short trips will be promoted and reduced dependence on private vehicles as a mode of transport. There is a move towards the enhancement of air and water quality and reduced exposure to transport noise or other aspects of transport systems that can impinge on community and personal health.

- **Ensuring environmental sustainability**

Transport will be more energy efficient and environmentally sustainable. Improving the efficiency of existing road and rail networks, promoting alternatives to roads, and reducing traffic growth will be a key element in minimising the adverse effects of land transport to land, air, water, communities and ecosystems.

National Energy and Efficiency and Conservation Strategy 2001 (NEECS)

The National Energy Efficiency and Conservation Strategy is a requirement of the Energy Efficiency and Conservation Act 2000 and the LTMA.

The NEECS sets a range of energy efficient targets for the national economy. It also sets out specific objectives for transport energy reduction and efficiency improvements as follows:

- Reducing energy use through reducing the need for travel.
- Progressively improve the energy performance of the transport fleet
- Improving the provision and uptake of low energy transport options.

A number of refined goals are outlined in 'The Strategic Approach' and include:

- Reducing fuel consumption
- Developing more efficient urban transport forms and systems
- Improving traffic flow.

It is recognised in the NEECS that it is not appropriate for energy efficiency to lead overall transport policy. However many of the structural and process changes proposed can be expected to support improvements in energy efficiency. The NEECS takes a broad approach to the land transport system and recognises that a number of organisations have responsibilities under the Strategy.

National Rail Strategy 2005 - 2015

The Strategy sets out the government's policy and objectives for rail over the next 10 years. Its focus is on increasing the amount of freight and commuter using rail. The strategy's priorities include:

- Improving safety
- Upgrading the network
- Improving rail's contribution to regional economic development
- Optimising the use of rail within the wider transport network, and
- Improving access to rail for users.

Through the Strategy the government is demonstrating its commitment to retaining the existing network, to investigating the development of a number of new railway lines and to maximising the use of rail transport. The aim is to move people out of car for urban journeys and freight off roads, wherever possible. For freight this means a focus on bulk or containerised loads, including logging trucks. For passengers it means a focus on busy urban corridors in the larger centres, and using smart thinking to manage congestion.

New Zealand Walking and Cycling Strategy 2005 – Getting there – on foot, by cycle

The Strategy sets out to advance walking and cycling as alternative transport modes and as a choice to ensure that walking and cycling environments are supported within our communities and that safety is improved for pedestrians and cyclists.

The vision for Getting there – on foot, by cycle states “*A New Zealand where people from all sectors of the community walk and cycle for transport and enjoyment*” is supported by three goals:

- Community environments and transport systems that support walking and cycling
- More people choosing to walk and cycle, more often
- Improved safety for pedestrians and cyclists

Road Safety Strategy 2010

Road Safety to 2010 was developed by the National Road Safety Committee (NRSC), made up of the chief executives of the ACC, LTSA, Local Government NZ, Ministry of Transport, Police, LTNZ, and Transit.

In line with the Three Es of road safety (Engineering, Enforcement, and Education), the strategy identifies 8 key action areas:

1. Engineering safer roads
2. New and better targeted education initiatives
3. Dealing with serious offenders
4. Combating drink driving
5. Reducing speed
6. Encouraging the use of safety belts
7. Improving safety for pedestrians and cyclists
8. Improving the vehicle fleet

New Zealand Urban Design Protocol 2005

The New Zealand Urban Design Protocol provides a voluntary commitment from local and national government to make New Zealand towns and cities more successful through quality urban design.

Urban design seeks to ensure that the design of buildings, places, spaces and networks including roads that make up our towns and cities, work for all of us, both now and in the future.

The Urban Design Protocol identifies seven essential design qualities that together create quality urban design which relate to land use and transportation planning.

- Context: seeing buildings, places and spaces as part of whole towns and cities
- Character: reflecting and enhancing the distinctive character, heritage and identity of our urban environment
- Choice: ensuring diversity and choice for people
- Connections: enhancing how different networks link together for people
- Creativity: encouraging innovative and imaginative solutions

- Custodianship: ensuring design is environmentally sustainable, safe and healthy
- Collaboration: communicating and sharing knowledge across sectors, professions and with communities.

Local Government

Gisborne is one of only four unitary authorities in New Zealand (the others being Nelson City, Marlborough District and Tasman District). A unitary authority has combined responsibilities for resource management and service delivery. As such Gisborne has both regional and territorial authority functions under the Resource Management Act.

In land transport terms Gisborne District has the responsibilities of both types of local government. It is the Regional Council role to prepare and implement a regional land transport (and passenger transport) plan. While its territorial authority role makes Gisborne District Council also responsible for planning transport investment, integration of land use planning and regular maintenance at a local level.

2.4 Related Policy Documents

In addition to consideration of the legislative environment, the RLTS seeks to align with a number of local authority policy documents. These are listed below:

Long Term Council Community Plan 2004 - 2014

The Long Term Council Community Plan (LTCCP) provides for community involvement and input into the determination of outcomes for the Gisborne over the next 10 years. Through the Plan the Council sets out its short, medium, and long term priorities.

The Gisborne Community has identified six outcomes that it wishes to achieve over the life of the plan. They are:

1. Vibrant communities
2. Connected communities
3. Prosperous communities
4. Safe and Healthy Haven
5. Positive Leadership
6. Fair and Active Democracy.

Transport issues arising out of the LTCCP can be identified in a number of the community outcomes. For example community feedback has identified that tourism promotion is needed to achieve a vibrant community and in turn good transport links are necessary to attract tourism to the district.

The connected community outcome identifies the transport network as a major issue in achieving this outcome. In order to stay connected the LTCCP has identified that an affordable, safe, and reliable transport network is required.

In order to measure and report progress on this goal the LTCCP has identified a number of performance measures. These include the percentage of properties in Gisborne City within 700m of a bus stop, number of bus tickets sold, annual passenger km travelled, resident's satisfaction with roads in the Gisborne District, traffic congestion by traffic density on the road network, percentage of unsealed roads, and airport passenger numbers.

The remaining community outcome of relevance to the Regional Land Transport Strategy is that of a Safe and Healthy Haven. This outcome will be influenced by such strategies as: road design and speed reducing initiatives for streets where speeding is an issue, reducing the number of injury causing accidents on all roads in the Gisborne District.

The transport related goals identified in the Long Term Council Community Plan are:

- An affordable, safe, and reliable transport network
- That the Gisborne District footpaths and roads are safe to walk, cycle and drive on
- Freedom from health risks and harm
- A thriving economy that provides varied employment opportunities

Gisborne District Council Combined Regional Land and District Plan (CRLDP) 2006

The Councils CRLDP has been developed to assist the Council in carrying out its functions to the sustainable management of natural and physical resources within the Gisborne District under the Resource Management Act. The overall aim of the CRLDP is the sustainable management of the districts resources.

A particular advantage of having a unitary authority is the opportunity this structure provides for integration of regional and territorial activities and plans to achieve a holistic and complementary approach to resource management, including land use and transportation planning. The Plan aims to achieve a more integrated approach to management of the region's natural and physical resources.

The Plan also address the effects of land use and subdivision impacts within the District, specifically outlining objectives, policies and rules to address those effects. In particular it requires the integration of activities including land use activities, subdivision and roading. Council are required to consider the effects of activities on the sustainability of the roading network.

Appendix 12 of the Plan outlines the Roding Hierarchy (urban and rural) for the District and Section 8.8.3(2) explains the classifications.

Within the Plan Section 20 relates to Port Management Zones that recognises the Gisborne Port as a regionally significant transport centre with linkages to the roading network. The primary purpose of the Port Management Zones is to provide for activities that have a direct relationship with the use of the Port by vessels. This includes the transport of goods into and out of the Gisborne District.

Of specific reference to land transport is Chapter 15 of the CRLDP – Roads, Access ways and Parking. This chapter identifies the specific rules in relation to the design of roads, accesses and parking. The information is of a specific nature dealing with design rather than strategic nature as is covered in the RLTS.

Gisborne Cycle and Walking Strategy 2005

In 2004 – 2005 the Council undertook the development of a Walking and Cycling Strategy for the district. The strategy initially set a vision:

“Gisborne District is a walking and cycling friendly region. Walking and cycling are safe, convenient, enjoyable and popular forms of transport and leisure that contribute to community health, well-being and tourism”.

The strategy seeks to increase the number of people travelling by foot and by cycle for work, school or pleasure. The strategy was based on qualitative and quantitative data and defines the existing situation with regard to the environment, facilities and use. It then proposes the integration of facilities to meet the needs of the community now and into the future.

A full copy of the Cycle and Walking Strategy can be found on the Gisborne District Council website (www.gdc.govt.nz)

Photograph 2 – Ormond Road Cycle Lane



Gisborne Urban Coastal Strategy

The proposed overall strategy for future coastal development is to concentrate future growth around the urban core of the CBD/inner harbour and river mouth. The draft strategy seeks to limit urban sprawl along the coastal edge, helping to retain the distinctive settlements and landscapes in those areas. It aims to stop the gradual merging of development in the area between Wainui, Kaiti, and Sponge Bay.

Five key objectives have been adopted by Council to guide a strategy for coastal development:

1. Encouraging controlled residential development in areas attractive to potential new residents.
2. Maintaining a soft transition between the sea and the land.
3. Safeguarding cultural, heritage and recreational values associated with coastal areas.
4. Using coastal locations to improve environmental and economic conditions (including Port Management Zones).
5. Improving the natural environment of the coastal areas.

3 Social and Economic Profile

3.1 The Region

The Gisborne region is one of the most unique regions in New Zealand. Its geographical, social and economic environments separate it from all others. It is important to establish the social and economic background against which the RLTS is developed. These factors will have an important bearing on the future direction of the Council in developing both its vision and the means by which it will get there. **Figure 3.1** shows the location of the Gisborne region in relation to its neighbours.

Figure 3.1 – The Gisborne Region



3.2 Social and Economic Overview

Table 3.1 provides an overview of some of the key social and economic factors from the region.

Table 3.1 – Social and Economic Overview

Demographic	Gisborne (2001)*	Gisborne (2026) (Projected medium growth scenario)	NZ (2001)*
Usually Resident Population	44600 (2004)	42600	
Median Age	32.8	40.7	34
0-14 age group as a percentage of total pop	27.7%	20.8%	22.7%
65+ age group as a percentage of total pop	11.4%	21.1%	12.1%
Ethnic diversity	62% European 47% Maori	(52% Maori in 2011 forecast)	80% European 15% Maori
Dwellings	15,555	17,800 (2021)	n/a
Households not possessing a Motor Vehicle	14%		9.6%
Leading Industry Employment March 2004	Primary Industry 21% Education/ health 19% Wholesale/Retail 15%		
Rates of Unemployment (June 2004)	6.8% (6% @ Sept 2005)		4.0%
Deprivation Index- percentage of pop in most deprived category	30%		
Median Income level 2001 census	\$15,300		\$18,500

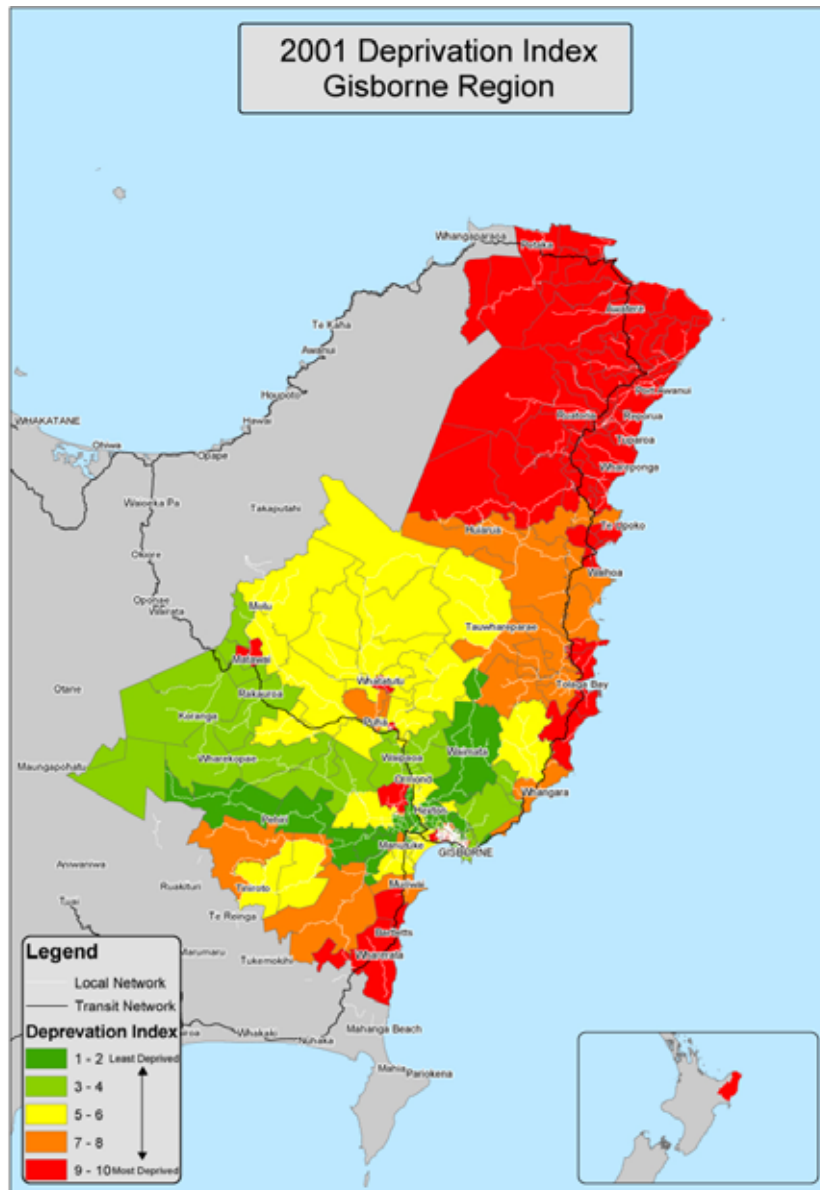
*source: Statistics New Zealand

These statistics identify a region that has a younger population base than the New Zealand average. However like the rest of the country Gisborne has an ageing population. This issue is important as the future of transport in the region is decided. There needs to be increased awareness of the need for transport for those less mobile.

Although the unemployment rate is still relatively low, Gisborne has higher rates of unemployment than the national level. It also has lower income levels and social wellbeing indicators such as access to motor vehicles. All of these contribute Gisborne having the highest percentage of residents in the lowest deprivation grouping (most deprived) of anywhere in the country. As with the aging population these factors indicate that there should be a focus on retaining transport for all people in the region – including those that may not have access to a private vehicle.

Figure 3.2 illustrates the deprivation index for the Gisborne region.

Figure 3.2 – Deprivation Index – Gisborne



These factors will have a marked influence on the future of the region and may contribute to the projected population decline by 2026 under the median growth scenario.

The statistics are important considerations for the development of the Regional Land Transport Strategy. They point to a potential need for greater levels of public transport assistance, for consideration to be given to how transport to the isolated East Cape area can be better provided for, and to greater levels of cycling and walking associated with the younger population. The ageing of the population is likely to have an impact on the mobility of that population. Potentially with greater demands being placed on services such as the Council run total mobility scheme and safe walking facilities.

4 Transportation Profile

4.1 Existing Transportation

The Gisborne District Council Roading Asset Management Plan (GDRAMP March 2006) provides a long term view of where its roading asset for the District (excluding State highways) is currently at, what issues are currently and likely to impact on the network and at a cost that can be afforded.

There are currently (2005) 779km (42%) of sealed road and 1088km (58%) of unsealed road, making a total length of 1867km. Urban roads make up 237km of the network. The higher level of unsealed roads highlights that the majority of the District is rural, relatively remote, low population levels and traffic volumes. Table 2 shows that the majority of roads are local roads within the District with a traffic volume of less than 500 vehicles per day (vpd).

Table 4.1 – Current AADT (weighted average for length of network)

	Arterial		Distributor		Local	
	Length (km)	AADT	Length (km)	AADT	Length (km)	AADT
Rural	117	502	234	179	1279	174
Urban	24	10876	43	1698	170	282

State Highway 2 (SH2) is within the District and is the only major route north of Hawke's Bay and south of Gisborne. The highway provides access from the commercial forests to port facilities and provides access for visitors along the Pacific Coast. Over the majority of its length SH2 carries approximately 1500 vehicles per day (vpd), except near Gisborne where volumes peak up to 5000vpd. The current annual traffic growth rate along SH2 is 2 – 3%.

State Highway 35 (SH35) the Pacific Coast Highway, from Opotiki to the south of Gisborne, is the only route around the East Coast providing access to communities and properties as well as providing access for forestry, farming and tourist attractions. Transit NZ's State highway Strategy for SH35 outlines traffic predictions for the coast and acknowledges the potential increase in forestry traffic resulting in an increase in heavy vehicles over the next 25 years. Transit NZ strategy is to replace all narrow lane and one lane bridges on the route. In terms of safety there are low crash reporting rates and there are no reported major accident black spots along SH35. The report recognises that heavy vehicles are not well catered for along the route due to seal width and the lack of passing opportunities.

Alternative transport options within the District include pedestrian and cyclist facilities. No significant pedestrian problems have been identified in the rural areas although footpaths are required to be maintained within urban areas with connections to different environments.

Cycling is likely to become more popular and need to be provided for within road widths in urban areas. The Pacific Coast Highway may also see increasing tourist activity with people cycling around the coast. Increasing seal widths of road could provide for cyclists particularly with increasing heavy vehicle usage along the state highways.

4.2 Road Hierarchy

Road hierarchies classify roads in the district and their priority in terms of use. The highest classification is arterial roads like state highways, and the lowest classification is local roads. Each classification has a priority use of either through traffic or local access. A road hierarchy is a robust method that has been used in the Combined Regional Land and District Plan for developing provisions, managing the district infrastructure and as an environmental management tool to assist in controlling effects. Appendix 12 of the Combined Regional Land and District Plan show plans of the urban and rural road hierarchy. The **Table 4.2** defines the hierarchy as taken from the Gisborne District Road Asset Management Plan.

Table 4.2 – Definition of Hierarchy

Classification	Description	Roads Included
National Routes	Roads which form part of a network of strategic importance, & Roads which are a significant element in the national economy.	State Highways which are administered by Transit New Zealand.
Arterial Roads	Roads which are of strategic regional importance, & Roads which are a significant element in the regional economy.	State Highways not included in National Routes category. Roads giving access to important tourist areas of significant areas of population, roads linking different transport modes, roads providing significant inter-urban links and, all other roads of regional inter regional importance.
Principal Roads	Roads which are of strategic importance, & Roads which are a significant element in the local economy.	Links between residential, commercial, industrial or recreational land use activities. Generally such roads would be within urban areas but in some localities such roads would provide alternative links between centres of population or be significant for the movement about the district of goods or produce.
Collector Roads	Roads which are locally preferred between or within areas of population or activities & Roads which are complementary arterials.	Primarily suited to urban situations, yet have a place in rural areas. In rural areas, where land use activity is relatively intensive, it is necessary to provide links between local roads and arterials. Unless defined as a District Arterial all roads in industrial areas will meet Collector Route criteria.
Local Roads	Roads whose primary function is property access.	All other roads servicing land use activity.

In the Gisborne District Council Long Term Council Community Plan (LTCCP) there is a comparison between Gisborne District and a peer group of Local Authorities. Taking the land transport allocation of funds 2005/6 (local roads) into account this comparison is shown in **Table 4.3**.

Table 4.3 – Regional Comparisons

Region	Base Rate	AV Traffic Density VPD	Vehicle Kilometres per Unit Pavement Maintenance Costs
			(VKT/\$)
Hastings District	52%	705	47.69
New Plymouth District	51%	476	34.32
Rotorua District	45%	639	52.52
Tauranga District	43%	2029	110.23
Wanganui District	61%	525	51.5
Whangarei District	51%	623	34.74
Gisborne District	60%	207	14.55
Napier City	48%	2239	116.21
Palmerston North City	46%	1954	118.92

Table 4.3 compares the measure of Maintenance Costs (VKT/\$). The figures shown are those published for the year 2002/2003. It shows that Gisborne District Council is similar to the following regions:

- Far North District Council.
- Banks Peninsular District Council.
- Southland District Council.
- Clutha District Council.
- South Taranaki District Council.
- Rangitikei District Council.

While this group have a similar measure of VKT/\$ to Gisborne District Council the initial group referenced in the LTCCP comparison are generally higher in the VKT/\$ measure. This indicates an overall higher cost structure for Gisborne District Council in the maintenance of its roading network. Areas with similar traffic density usually have a higher achievement in terms of VKT/\$. The District with the most similar profile in terms of VKT, Traffic Density and VKT/\$ is the Far North District Council.

4.3 Traffic Management Projections

The significant changing demands recognise for the Gisborne Region as stated in the Gisborne District Road Asset Management Plan (GDRAMP) include:

- The change in the vehicle types travelling on district roads, especially the increases in the heavy vehicle group. Both the farming and forestry industries have a high dependence on heavy commercial vehicles. Cars have very little impact on the performance of a road pavement whereas trucks, because of their comparative weight, have a disproportionate impact compared to their numbers.
- Tourism within the Gisborne Region is increasing, with travel by rental cars and camper vans being popular. Their use on a number of Gisborne District roads is increasing, particularly on SH35.
- Continual demand for improvements in the levels of service. This can result from:
 - Advances in available technology.
 - Standards of living improving.
 - A greater understanding of customers' perceptions and expectations.
 - A higher level of road safety conscientiousness.
 - Changing legislative requirements.
 - Change in the strategic management of the assets by Council.
 - Funding organisations setting higher standards.
- A small decline in Gisborne District's population was recognised in the 2001 census completed by Statistics New Zealand. The resident population of Gisborne District decreased between the census in 1996 and the census in 2001 by 1815 people or 4.0%. The trend in the population of Gisborne District has continued to fall behind New Zealand national growth rates. During the 1996 – 2001 census period, the New Zealand population grew by 3.3% whilst the population of Gisborne District declined by 4.0%. Provisional statistics from the 2006 census shows the population remaining static from the 2001 statistics at 44,000 people.
- A change in vehicle use habits. People are tending to use their cars more and there are more vehicles per household and more households

with vehicles. The 2001 census identified 86.7 of Gisborne District households had access to a motor vehicle compared with a national average of 89.9. This however is likely to only result in a minor increase in total traffic over District roads. The 2001 census also recognised that the Gisborne District population was paying on average \$6,206 per annum on household transportation costs compared with a national average of \$7,358.

4.4 Demand Projections

The following information relates to demand projections over road categories within the Gisborne District network.

From information on projected foresting development there have been estimates made for increases in the percentage of Heavy Commercial Vehicles on the Gisborne network in the next few years starting from 2005/06 as Year 1. The figures in **Table 4.4** are based on projected log harvests.

Table 4.4 – Percentage Increase in HCVs

	Year 1	Year 2	Year 3	Year 4	Year 5
Percentage Increase in HCV	2.9%	8.3%	7.2%	6.0%	8.2%

5 Consultation

5.1 Introduction

The Land Transport Act sets out the responsibilities for consultation when preparing a Regional Land Transport Strategy under Section 179. This section of the Act lists those parties to be consulted and requires that the special consultative procedures of the Local Government Act be used to ensure that the consultation procedure is efficient and effective.

This chapter outlines the process of consultation undertaken and the importance of the process in the development of this strategy. The consultation carried out established the issues identified in Chapter 7. The full consultation methodology is attached in **Appendix C**.

5.2 Purpose of Consultation

The purpose of the consultation is to **inform** the public and stakeholders of the background to the reviews and to give them an understanding of the purpose of the Regional Land Transport Strategy. But most importantly the purpose of the consultation is to **identify** the transportation issues that are significant to the region and to set the objectives for dealing with these issues.

The consultation for the RLTS is set down under the Land Transport Act 1998. However the Land Transport Management Act 2003 has some specific principles for consultation associated with its purpose of achieving an integrated , safe, responsive, and sustainable land transport system.

The consultation outlined in this strategy will be undertaken in accordance with the consultation principles as set out in Part I section 1 of the Land Transport Management Act. These are:

- (a) that persons who will or may be affected by, or have an interest in, the decision or matter should be provided by the approved organisation with reasonable access to relevant information in a manner and format that is appropriate to the preferences and needs of those persons;
- (b) that persons who will or may be affected by, or have an interest in, the decision or matter should be encouraged by the approved organisation to present their views to the approved organisation;
- (c) the persons who are invited or encouraged to present their views to the approved organisation should be given clear information by the approved organisation concerning the purpose of the consultation and the scope of the decisions to be taken following the considerations of views presented;

- (d) that persons who wish to have their views on the decision or matter considered by the approved organisation should be provided by the approved organisation with a reasonable opportunity to present those views to the approved organisation in a manner and format that is appropriate to the preferences and needs of those persons;
- (e) that the views presented to the approved organisation should be received by the approved organisation with an open mind and should be given by the approved organisation, in making a decision, due consideration;
- (f) that persons who present views to the approved organisation should be provided by the approved organisation with information concerning both the relevant decisions and the reasons for those decisions.

5.3 Objectives of Consultation

The following are the Council's objectives relating to Consultation on this strategy:

- To inform the public of the Council's responsibilities and the current transport trends
- To inform the public of the Council's vision and objectives for transport
- To consult with the public and stakeholders regarding identifying transport issues and areas of concern
- To receive feedback, listen and acknowledge any issues and concerns raised
- To provide the public and stakeholders with feedback on how their input influenced the draft strategy and plan
- To receive feedback on the strategic direction of the draft Regional Land Transport Strategy

5.4 Consultation Requirements

The following list of key stakeholders was consulted as part of the production of the Draft Regional Land Transport Strategy.:

- Transit New Zealand
- Land Transport New Zealand
- Commissioner of Police
- Territorial Authorities in the region
- Adjoining Regional Councils and territorial authorities
- New Zealand Historic Places Trust
- Land Transport Users and Providers
- The Public in the Region
- The District Health Board
- Every affected approved Public Organisation in the region
- Affected communities
- Maori of the region
- The Accident Compensation Commission.

6 Key Issue Identification

6.1 Introduction

Many of the key issues facing the Gisborne Region are centred around the land transport network. The road network itself is constrained with the two State highways forming the backbone of the network and local roads feeding off. The difficult terrain, climatic issues (flooding, slips, earthquake prone), and dispersed rural population contribute to the difficulties surrounding transportation in the region

In addition to the physical issues, there are also operational constraints for the land transport network. Two big contributors to the local economy are forestry and tourism.

Another key issue facing all future transportation planning is the integration of land use planning and transportation planning. The integration of both will protect the future network and provide for access in the Gisborne Region. Transport and land use planning need to work together to develop a coordinated and integrated transport network to ensure urban and regional development is environmentally, socially and economically sustainable. Planning of transport and regional/urban development is done at the national, regional and local level. The development of goals, objectives, and policies are necessary to achieve a vision. If planning is done well in a collaborative, open process, local government, the private sector and the community at large will have more confidence in the decision-making process.

This chapter identifies the current land transport environment and issues in Gisborne plus the issues carried forward from the existing RLTS (1995). The issues identified in the existing strategy were discussed with the Regional Land Transport Committee to identify which were still relevant.

Parallel with this process was comprehensive key stakeholder consultation process as identified in Chapter 5.

The issues identified have been brought forward under the New Zealand Transport Strategy (NZTS) objectives.

6.2 Key Issues from Consultation

The following discussion identifies the current condition of each NZTS objective in the region and highlights the key points raised during consultation

6.2.1 Economic Development

Current Regional Conditions

Since 1999 the level of economic growth in the Gisborne Region has increased. It did fall sharply from late 2002 but is now increasing again. For the year ending June 2004 economic growth in Gisborne was 3.6% compared to 4.3% for the whole country.

The Tairāwhiti Taskforce undertook a major report in 2001 that looked at the economic growth of the region. This growth is centred around three main drivers, forestry, agriculture/horticulture and tourism. This is backed up by the industry employment profile for the region that identifies that the leading employment industries are in the primary production sector. The Gisborne region has large areas of forestry planted and harvesting was due to begin on much of this resource within the next three years. Current bulk log exports have in the past been upwards of 800,000 tonnes per annum. There is currently a reduced demand for timber exports and this has affected the expected growth in the regional economy that was expected around this time. However tourism growth has occurred beyond expectations and this can be seen in the growth of visitor numbers and visitor nights when compared to New Zealand as a whole. In the year ended June 2004 the percentage change in visitor numbers is up by 19% and the increase in visitor nights is 16.9%. This compares to the New Zealand growth figures for these indicators of 5.6% and 4.0% respectively. Of the visitor numbers 67% of visitors use a rental or private car to visit the district.

Unemployment rates have also fallen noticeably in the Gisborne Region. Since 1998/99 unemployment has fallen by almost 40%. This fell sharply over 1998/99 and from that time has fallen more gradually.

Issues raised by RLTC

Economic development received the most attention from both those consulted and the Regional Land Transport Committee. One of the main discussions centred on the role the rail network plays in the economic development of the District. There was a viewpoint from many that the rail network could not meet the timeframes of some exporters in the region. Many need their goods to get to markets within very short timeframes. At this stage the rail network is not set up to cater for those exporters who have perishable goods. The rolling stock cannot provide the temperature management requirements that are needed for many of the export producers in the Gisborne Region.

The rail network must also overcome issues of double handling of goods which affects cost efficiencies and also add time delays for distribution. It was agreed that despite these obstacles, rail needs to be recognised as an alternative to other modes. It is a mode that is increasingly important for the

tourism focus of the region. There also needs to be work done on the weaknesses of the system in efficiently handling goods so that a mix of commodities using the service can be achieved. The Committee recognised that it is a key part of the land transport strategy for the region but that further information was required on the likely cost of the infrastructure upgrade that is required to keep the line viable.

The other key issue relating to economic development was the state of the roads within the district. While the Council commits a large proportion of its rating budget to maintenance and upgrade of the roads the RLTC believed that this issue was one of the most fundamental to the economic development of the region. Despite the heavy investment by Council and Transit New Zealand the state of the roads is still of concern to the RLTC and with the forecast increase in forestry the issue will be magnified. The Committee were of the opinion that the current geometric status of SH35 is unsuitable for the current and predicted logging growth, and combined with the expected increase in tourism traffic, this unsuitability may become unacceptable from a traffic safety perspective particularly as both increase in volume and numbers.

One of the other areas of discussion was in relation to tourism. It was identified that tourism is a growing industry for the Poverty Bay area and that it's an industry that relies heavily on good transport infrastructure. This holds true for all modes but particularly air, and road. It was agreed that there was considerable potential for rail in the tourist market. The highway north along the east coast is promoted for tourists as the "Pacific Coast Highway". It was considered important that consultation be undertaken with the tourism operators and recreation groups. With three quarters of tourists on the Region's roads it was considered vital that the roads need to be in good condition and that the potential for conflict between heavy traffic and particularly forestry traffic and tourist traffic, needed to be reduced. A suggested means was the provision of more passing opportunities.

Issues raised in Stakeholder Consultation

The forestry industry is very much seen as the major player in supporting the economic sustainability of the region. Recognised industry predictions show timber harvest rates to be between 2,500,000 and 3,000,000 tonnes per annum and will continue at this level on a sustainable basis for the next 20 years. Up to 1,000,000 tonnes per annum are likely to take the form of bulk log exports with the remaining volume being processed in the district. All of this resource will be exported and will rely on good transport services. The port was identified in consultation as a vital transport link for the region, and it was stated that recognition of the port and its servicing requirements needs to be at the forefront of all regional policy, be it land use or transportation planning.

Summary of Issues – Economic Development

- Encouragement for the use of rail transport for the movement of freight.
- Importance of forestry to the regions economy.
- Port identified as a vital transport link.
- Need alternatives to road transport to keep costs down.
- Tourism requires good air and road networks.
- Growth in added value industries lead to increased export effects on transport networks.

6.2.2 Safety and Personal Security

Current Regional Conditions

The Land Transport Safety Authority released a road safety issues report in July 2005 on reported crash data and trends covering the period 2000 - 2004. The intent of the report is to highlight the key road safety issues and to identify possible ways to reduce the number of road deaths and injuries as it relates to specific regions. The report identified that the Gisborne District has seen a significant reduction in the number of crash injuries since a peak in 1995. However there are still a number of road safety issues identified for the region.

The issues that are over represented within the Gisborne District as opposed to the national statistics include loss of control on rural roads, intersection crashes, cyclist crashes, pedestrian injuries and alcohol.

Loss of control crashes on rural roads accounted for 37% of all injury crashes reported in the district in the 1999-2003 period. The percentage of loss of control crashes on curves continues to be much higher than reported in similar districts. There are a number of reasons for these crashes and these include poor vehicle handling, failure to keep left, driver's inattention speed and alcohol, poor judgement, and road and vehicle conditions. Engineer solutions relevant include:

- Establish programmes to upgrade and maintain curve warning signs, markings and delineation on local rural roads to the appropriate standards.
- Carry out rural crash reduction studies on state highways to investigate and implement remedial treatment on roads at black

spots and treatment to routes, giving priority to those with a higher incidence of crashes reported.

- Maintain roadsides clear of hazards and provide side protection where appropriate.
- Widen road carriageways and seal shoulders to provide additional vehicle wander and recovery space where feasible.
- Maintain pave surfaces to provide good standards for skid resistance.
- Improve road geometry.

Intersection crashes accounted for 44% of all reported crashes in the Gisborne City. The majority of the crashes occurred at Give Way controlled intersections, and 87% of them occurred at urban intersections. 25% of the crashes occurred at driveways.

The percentage of alcohol related injury crashes continues to be higher when compared with other similar districts and all of New Zealand.

When compared with similar districts, cyclists in Gisborne are involved in a far higher percentage of crashes. There has been a slight reduction in the number of crashes since 2001.

The last over represented category is that of pedestrian injuries. Most pedestrian injuries occurred in the city on main arterial or collector roads. Pedestrians represented 13 % of urban injuries. Pedestrians most frequently injured were aged under 20 and the accidents occurred in the travel to and from work/school hours and during lunch time.

In addition, movement of the majority of freight through the region by road impacts on many aspects of the transport network. Both safety and efficiency of other vehicles on the network are impacted on. Heavy vehicles also cause a hastening in deterioration of the roading infrastructure. There are also less tangible effects associated with the movement of freight vehicles in the region. Heavy freight traffic creates problems such as vibration, noise and pollution as it moves within the region. These effects are most detrimental in urban and residential areas.

These issues are already well understood within the region. Many of the parties consulted wished to see further reliance on rail freight to reduce the negative impacts of road freight traffic. This strategy identifies this as an option, but its viability is unknown at this stage and while the government has identified that they will encourage the transfer of freight from road to rail, where appropriate it is debatable whether there would be any net benefit to be gained from a shift from road to rail.

Issues raised by RLTC

One of the major issues identified through consultation was the difficulty in getting the younger population from the eastern suburbs through the heart of the city, to the schools on the western side of Gisborne City. It was considered that the Council should work with schools and Transit NZ on this issue. There was concern over the higher proportion of pedestrian and cyclist accidents within Gisborne City than amongst its peer group. It was considered that these statistics may lower with the changes that have taken place in the roundabout design within the last year and that monitoring is required to see if the fixes are successful in reducing the accident statistics. It was also felt that the recently released Cycle and Walkway Strategy will provide long term improvements for the cycling environment within the City.

It had previously been discussed that one of the ongoing issues for safety considerations and maintaining personal security was the implementation of safety improvements at identified black spots and the development of the appropriate area treatment to reduce accidents.

However, one of the significant points raised in relation to improving safety and personal security was that all of the solutions should not be engineered solutions and that there had to be emphasis given to other methods of improving safety, such as enforcement and education.

Issues Raised in Stakeholder Consultation

One of the safety issues raised in the consultation process related to the conflict of cyclists and particularly school cyclists and the traffic control measures on some of the main traffic routes in the City. The use of roundabouts has been identified as a potential safety issue as it is considered that there is conflict between motor vehicles and cyclists at these intersections. Furthermore many of the larger schools in the city are located within close proximity of one another and therefore the conflicts are heightened by the large numbers of cyclists involved. This feedback is reinforced by the higher numbers of cyclist injuries within the Gisborne urban area.

One of the other issues raised with regard to safety is the possibility of conflict occurring between tourist traffic and the logging traffic that is expected along the East Coast.

Other safety issues raised were associated with schools located on the state highway and the ability for children to cross the highway safely. This was identified specifically at Muriwai and Manutuke.

Route Security and Accessibility

A safety issue for the region which highlights the frailty of roads within the region is the terrain, climate and the nature of sections of the State highway

network (SH2 and SH35) within the district. Road closures over the last 5 years have occurred due to slips, snow and flooding. A comprehensive list is included in **Appendix D**.

Summary of Issues –Safety and Personal Security

- Higher number of cyclist injuries than similar districts.
- Road Standards to meet the needs of all road users.
- Schools located on state highways leads to crossing issues.
- Need for further passing lanes or pullover bays.
- Significant reductions in number of crash injuries since 1995.
- Loss of control crashes significantly higher than similar districts.
- Single-lane bridge replacement.
- Safety improvements at accident black spots.
- Transportation of fuel on State highway.
- Route security and accessibility.

6.2.3 Access and Mobility

Current Regional Conditions

The statistics for the region show that the Gisborne Region has a much higher proportion of the population that does not have access to a motor vehicle than the national average. The provision of access to transport is therefore an important consideration for the region.

There is a public transport service within Gisborne City. This scheduled service does not extend beyond Wainui Beach. In addition there are numerous school bus routes that also service large areas of the city. These services are funded jointly by the Gisborne District Council and Land Transport New Zealand.

Patronage of the City Commuter Bus service has been relatively steady over recent years with annual passenger numbers around 73,000 (this figure is made up of 55,000 adults and 18,000 children not including school trips). In 2004/2005 there were also 55,000 school bus trips.

The Council also runs a Total Mobility Scheme which caters for residents who qualify as mobility impaired. The scheme offers a reduction of 50% off

the taxi fare up to \$12 per trip. To qualify, the patrons must be confirmed as mobility impaired by a doctor. A limit of 25 trips per person per month applies. Current patronage for the six month period from 1 July to 31 December 2004 is 12,290 and the Council advise that the level of use of this service has been steadily increasing.

Issues Raised by RLTC

Route security was raised as one of the important issues for the region. Communication and access links through to other regions if the Waioeka Gorge was closed was an important consideration. The only option for access north of Gisborne was travelling south to Napier and then north on SH5 through to Taupo. Part of the consideration for ensuring route security is the upgrading of SH35, which is itself very susceptible to closure due to natural hazard events.

Another important aspect relating to access and mobility is the use of bus services within the city. While patronage levels remain fairly static there was discussion on the characteristics of the patrons of the buses. The RLTC considered that it would be beneficial to establish the age cohorts of those using the buses. It was important to ensure that the bus services were providing for the needs of the aging population of the City, and also for the disabled population.

Another key issue is that of access to transport for residents on the East Coast beyond the City limits. The RLTC felt that the East Coast was reasonably well provided with transport as there are four separate courier companies that travel up the East Coast and provided an informal passenger service as part of their journey.

Single lane bridges were included as an issue from the current RLTS. The Committee felt that this was an important issue both from an access viewpoint as well as a safety issue and discussed an outcome that would seek to ensure that there were no longer any single lane bridges on the state highway network within the region by a certain date. The Transit NZ Strategy Study for SH35 (Opotiki to Gisborne) identifies which single lane bridges are proposed to be upgraded and generally has a policy to upgrade all narrow and single lane bridges along this route.

Similarly the Cycle and Walkway Strategy was raised as an important means of improving the mobility of the Gisborne population. It was felt that there were recommendations within the Strategy that should be brought forward into the RLTS as part of advancing mobility objectives. This included the development of the City to Wainui cycleway /walkway.

Issues Raised in Stakeholder Consultation

Access issues were raised during consultation in relation to the lack of transport services to the east coast beyond Gisborne City. There are no

scheduled services to this area and levels of unemployment were higher in this part of the district. The only access to transport services is one that is offered by a local courier company who does a run up the coast.

Access to rail services was also an issue raised in submissions. There has been no passenger rail service to the region since Cyclone Bola in 1988. There has not been any suggestion that this service should be resumed however access to rail freight services is seen as important and desirable by a number of stakeholders. Others have expressed the opinion that the money that would need to be spent on rail would be better utilised on improving the state of road transport in the Region.

Summary of Issues – Access and Mobility

- Lack of public transport beyond Gisborne and especially on the East Coast.
- Access to rail freight services.
- Ageing population impact on passenger services.
- Route security north and south.
- Public transport patronage steady.
- Total mobility scheme patronage increasing.
- Higher numbers of under 15 year olds than NZ average has implications for cycling and walking.

6.2.4 Public Health

Current Regional Conditions

Road dust is a potential nuisance for houses, schools, community and recreational activities. There are a number of unsealed roads within the Gisborne District and this can have an effect on public health. Dust can get into water supplies, can affect horticultural crops and can also have an adverse effect on people with breathing related illnesses.

The other public health issue associated with transport is the effect of vehicle emissions on air quality. Motor vehicle emissions contain a variety of gases such as carbon monoxide, nitrous oxide and lead that can have adverse effects on the environment. There has been little monitoring of air quality undertaken in the Gisborne District and therefore the extent of any localised air quality issues or their origin is relatively unknown. The Ministry for the Environment has established guidelines for air quality emissions and the Council can monitor against these guidelines.

In addition to these issues, noise pollution from land transport can also adversely have an effect on communities. It is possible to minimise the impacts of noise through mitigation measures and appropriate design.

The statistical occurrence of high accident rates also has an impact on community's health. Safer and more sealed roads should contribute to the reduction in accident rates and will have a positive impact within the region.

Issues Raised by RLTC

The focus of discussion centred on the high accident statistics within the Gisborne region. There was an opinion that this issue was not helped by the number of unwarrented and unregistered vehicles on the region's roads. It was recognised that a lack of enforcement of this is an issue.

It is also understood that over time as the vehicle fleet (all vehicles on the road) is renewed there is an expectation that the overall safety of the fleet will improve.

Notwithstanding this, Land Transport NZ are the Crown agency responsible for setting safety standards for the future in conjunction with the NZ Police. They work with transport operators to achieve compliance with standards.

The issue of air quality in the region in relation to vehicle emissions was discussed during consultation. the Committee were of the opinion that this was not a significant issue for the Gisborne Region and that further direction should be from Central Government, in light of the recent decision to abandon emission testing of vehicles.

The issue of unsealed roads is still a significant regional issue which the Gisborne District Council is continuing to manage. The Council has an ongoing sealing programme and maintaining this programme will be an outcome for the RLTS.

Issues Raised in Stakeholder Consultation

There were no health issues relating to transport raised in the course of the consultation undertaken with the preparation of the review of the Regional Land Transport Strategy.

Summary of Issues – Public Health

- Dust effects from unsealed roads
- Transport of regions fuel supply by road
- No air emissions raised though Kyoto Protocol leads to considerations of efficiency.

- Health effects of high accident rates

6.2.5 Environmental Sustainability

Current Regional Environment Issues

The environmental issues that are related to transport within the Gisborne District are similar to those that exist around other parts of New Zealand. Within the rural section of the District this revolves around the impact of roads on small communities, and issues with stormwater run-off from roads into drains which find its way into valued waterways.

There are a number of unsealed roads in the Gisborne District and these can have significant effects on the ecology of the surrounding area as well as creating dust nuisances to residences in close proximity.

Stock truck effluent is also an environmental issue that requires careful consideration and is of increasing concern in New Zealand. This issue has direct relevance to the issue of run-off from roads and the impact that this has on the waterways in the district. Transit NZ has undertaken a study "North Island Stock Truck Effluent Strategy (NISTE) on behalf of Regional Council's to determine a strategic network of stock truck effluent dump sites in the North Island. One site has been identified for the District.

The Port of Gisborne has similar issues with impacts on water quality being of primary concern. There are also issues associated with possible airport runway extensions which could have an impact on adjoining rural land that has high productive soil values.

In the urban environment the issues identified include the effects of traffic on residential environments, and the commercial centre. Residential amenity is affected by issues such as noise, lighting, and air quality. The effects of traffic noise, particularly heavy traffic noise is an issue that is of major concern to the Gisborne community. Within Gisborne City, the State highway passes through the edge of the commercial environment and then through a residential area to the north along State Highway 35. In this urban environment the engine and exhaust noise is the major contributor of noise, whereas on the open road the noise of the interaction between the tyres and the road surface is the most prevalent noise. Excessive noise can be reduced by good driver behaviour and by good road design and planning of routes.

While roads can have an environmental impact on adjoining land uses the same can be said where reverse sensitivity issues can occur adjacent to roads. This occurs where development happens adjacent to existing roads, such as residential subdivision, particularly adjacent to state highways and

major arterials which may result in environmental effects of noise, congestion, emissions and amenity issues where road or rail already existed. Land use development and transportation planning needs to recognise this as an issue to be dealt with in future planning and through the provisions of the Plan.

Issues Raised by RLTC

The Committee considered that there were positive moves being made within the region in relation to the environmental sustainability issues relating to transport. The Cycle and Walkway Strategy was seen as a means of encouraging the population out of cars and promoting the benefits of alternative modes within the City. It was recognised that walking and cycling are among the most environmentally friendly forms of transport. However, the Committee felt it was unrealistic in the Gisborne context to pursue public transport goals further as there are no difficulties encountered by cars users and therefore no incentive for the public to switch to public transport.

The Committee felt that the Gisborne District Council was taking a strategic approach to transport needs in considering land use issues and to this end had identified a roading hierarchy and a district plan where land uses complement the road status. A good example of where this approach was successful is the provision of a new access road to the Port of Gisborne.

Issues Raised in Stakeholder Consultation

A number of those consulted were concerned about the effects that stormwater run-off from roads has on the waterways within the district. The river systems within Poverty Bay are highly valued and concern was expressed among iwi that the run-off from roads finds its way into these waterways without any mitigation measures being put in place. The open drain systems discharge directly to the sea or river without any intervention or possible mitigation being undertaken.

No issues were raised with regard to air pollution. Public perception seems to be that this is not a problem in the Poverty Bay/East Cape area.

The issue of the effects of heavy traffic on the residential areas of the City and particularly with regard to access to the Port of Gisborne was raised. It was stated that there needed to be some long term certainty for the route within a corridor where the environmental effects such as noise, could be managed.

Transit NZ identified the issue of reverse sensitivity and in its role is focused on requiring sensitive developments adjacent to state highways to take precautions against effects of the highway by mitigating against traffic noise and other pollution. Transit wants to be involved at the beginning of local authority planning processes and individual development proposals to promote integrated land use and transport solutions.

Summary of Issues – Environmental Sustainability

- Effects of stormwater run-off from roads on waterways.
- Effects of heavy commercial traffic on residential areas of the City.
- Recognise reverse sensitivity issues associated with land use and transport planning.

6.2.6 Other Issues

Inter-Regional Issues

Links to the adjoining regions are of major importance to the Gisborne District. Forestry is an inter-region issue that must be considered. The East Cape area is a significant forestry resource and by 2020 it is estimated that the volume of logs coming out of this area will be in the order of 600,000 cubic metres per annum. It will be transported on SH35 and much of it is expected to go to Mount Maunganui. However if there are significant wood processing industries established within the Gisborne District some of this volume could very well be directed south on SH35.

Route security is also of concern for the Gisborne District. There is basically one route north and south through the region. Beyond Wairoa to the south the road is susceptible to slips and closures in heavy rainfall events.

Energy Efficiency

The issues identified above may not be the only issues to be considered in establishing the desired outcomes. As an example the environmental sustainability issue for transport is influenced by a much wider range of issues, including efficiencies of transport modes. The National Energy Efficiency and Conservation Strategy sets objectives for transport as:

- (a) Reduce energy use through the reduced need for travel
- (b) Progressively improve the energy performance of the transport fleet
- (c) Improve the provision and uptake of low energy transport options e.g. cycling walking & public transport.

7 Role of the Modes

7.1 Introduction

A further requirement of this updated RLTS as defined by the Land Transport Management Act 2003 is to *identify an appropriate role for each land transport mode in the region, including freight traffic, public passenger transport, cycling and pedestrian traffic*. This chapter sets out the role of each land transport mode, both now and for the future, and the issues that face each role.

In the region, the role of modes is impacted on through planning the existing and future transport networks (roads, rail, passenger transport, cycling, walking) so that they connect with land use and transport activities while still contributing to the social, economic and environmental goals for this region. Funding and investment also needs to occur so that focus on safety, reducing congestion, supporting passenger transport, walking and cycling, and supporting regional economic development can occur.

It is important to understand how each mode contributes to the overall regional vision as well as the objectives of the New Zealand Transport Strategy.

7.2 Freight Traffic – Road and Rail

As with most areas in New Zealand much of Gisborne's economy is affected by the efficient movement of goods. Gisborne has a particular dependence on its State highway network to shift goods in to, out of, and around the region. In contrast the rail network (a single track to Napier via Wairoa) is not widely used for moving freight. **Figure 7.1** shows the existing North Island Rail network.

Figure 7.1 - NI Rail Network



Although there is a rail line available for some trips the majority of freight movement through the region is undertaken on roads, mostly state highway. There are currently issues in the region surrounding the use of the state highway for transporting freight.

These issues are already well understood within the region. Many of the parties consulted wished to see further reliance on rail freight to reduce the negative impacts of road freight traffic. This strategy identifies this as an option, but its viability is unknown at this stage.

The recently released National Rail Strategy outlines the Government's plan for rail use in the country.

“Through the National Rail Strategy, the Government is demonstrating its commitment to retaining the existing network; to investigating the development of a number of new railway lines; and to maximising the use of rail transport. The aim is to move people out of cars for urban journeys, and freight off roads, wherever possible. For freight this means a focus on bulk or containerised loads, including traffic such as milk or logs. For passengers it means a focus on busy urban corridors in the larger centres, and using smart thinking to manage congestion.”

Photograph 3 – Gisbornes Port and Rail Line



It is interesting to note that although there seems to be a commitment to retaining the existing network and maximising its use for freight, the future of the Napier – Gisborne line is in question. A recent Dominion Post article (Nov 25 2005) stated that the fall in freight use of the line could see the line closed within two years. The article sited a 6-12 fold increase in freight by rail would be required to make the line viable. The line is currently used for one return trip each day. Ontrack have committed to keeping the line operative and will review the line if or as demand increases.

The Hawke's Bay Regional Land Transport Strategy (2002) also recognises the importance of rail as an alternative transport mode particularly in regard to freight rail.

“Rail will be promoted where appropriate within the region for the movement of freight, especially over long distances. This includes promoting the use of the Napier-Gisborne line and the Napier-Palmerston North line for the transport of products such as timber, fertilizer, processed goods, milk and other primary produce.

Nearly all goods will need to travel by road at some point. Therefore, the integration of road/rail facilities will be promoted to ensure rail is as accessible as possible for the movement of freight.

Currently there are no passenger services operating in the Region”.

There is potential for increase in processed products particularly timber companies but it is recognised that this generates a need for double handling of product from road to rail particularly in difficult and remote terrain where plantings are located.

7.3 Cars

As with all districts and regions in New Zealand the private vehicle is the dominant individual travel mode. The car is the dominant mode of transport to work. Given the low and dispersed population and lack of congestion this is unlikely to change in the foreseeable future.

This strategy does not try to devalue the critical role that private car transport plays, and will continue to play, in the development of the region.

Much of the land in the district is rural with small groupings of communities which are reliant to some extent on the services and goods of Gisborne City. The private car is by far the most efficient transport for linking the satellite communities with the City. However the Strategy has a role to play in ensuring that those without access to a private car also have the ability to access the City and its services.

In many of the larger urban centres travel demand management (TDM) has a role to play in reducing congestion cause by prolific use of the private motorcar. This is not the case for Gisborne, however TDM does have a role to play in improving the general environment and social aspect of the district. TDM is discussed further in Chapter 9.

7.4 Public Transport - Bus

Currently public transport – in the form of bus services – does not play a large role in the movement of people in the Gisborne region. However, it does have an important role to play. It has been identified that many local bus users do not have access to a private car, thus relying on the public service. Also pointing to the importance of the bus service is the economic and social indicators. Gisborne has the highest percentage of its population

in the most deprived category. It also has one of the highest rates of unemployment. These issues contribute to Gisborne having one of the highest levels of people without access to a private car – 14%.

In contrast to large urban centres such as Auckland and Wellington where public transport has a role to play in reducing congestion, the main importance of the bus service in Gisborne is to provide transport for those who have limited choices. Its importance as a travel mode will continue to grow as Gisborne's population becomes older and potentially less independently mobile.

It is recognised that there is limited need at this stage to heavily promote and fund public transport as a travel demand management measure.

7.5 Cycling

Gisborne City has both the topographical and climatic factors to support cycling as a mode of travel for both transport and recreation. Its topography is generally flat or gentle sloping and the region has one of the highest sunshine hours in the country.

Currently cycling is not widely used for journeys to work. However, there is potential to increase this mode of travel. A recent survey (Public Survey, July 2004) indicated that 80% of residents walk, bike or play sport on at least a weekly basis. However, only 3% of those surveyed were happy with the cycling facilities provided within the region.

The survey also found that safety issues were the biggest single issue preventing more people from cycling.

7.6 Walking

As with cycling the topographical and climatic factors of Gisborne support walking as a transport mode. The most common reason for walking in the region is for social or recreational reasons. This mode of travel has great potential to add to the health and wellbeing of residents within the district, but has a more limited role in mode shift away from private car use.

However, safety of pedestrians, particularly the more vulnerable users such as the young or elderly, is a pressing issue in the region. Currently Gisborne has a poor safety record for pedestrians. This must be addressed to maximise the benefits of this mode.

7.7 Port

The Gisborne Port is a key node within the land transport network within the Gisborne Region which operates at the mouth of the Tauranganui River within a harbour.

Eastland Port Limited is the company that owns and operates the port situated at Gisborne on the North Eastern corner of Poverty Bay on the East Coast of New Zealand's North Island.

Significant quantities of produce and bulk raw materials pass through the port linking the region with other parts of New Zealand and the rest of the world.

Eastland Port plays an important role in the economic prosperity of the Gisborne / East Coast region. Eastland Port is strategically located on the main North / South shipping route on the east coast of the North Island, New Zealand.

“The port has two international wharves (seven and eight), which have a combined length of 363 metres. These are general-purpose berths, which are utilised for container shipments. Container or container capable vessels can either be self-contained with cranes for the discharge and loading of containers, or alternatively shore based mobile cranes can be utilised.”

Open and uninterrupted access to the port for road bound vehicles is vital to its success as a method of transporting goods into and out of the region. Access should not be a limiting factor on the throughput of the port. Given the nature of the vehicles accessing the port (including large, heavy goods and forestry trucks) it's important to secure a route that will not adversely impact on the operation of the rest of the network or the community as a whole. At the current time it is proposed to upgrade the Hirini Street access as a matter of priority. However a potential longer term plan is a dedicated haul road via from the Sponge Bay Road / Rifle Range area, via Kaiti Beach Road (discussed in the Ministry of Economic Development *“Report on Integrated Transportation Strategy - Volume 1 of 4: Recommended Scenario.”* Published in November 2005.

8 Strategic Options and Funding

8.1 Introduction

The Land Transport Act requires that a RLTS must:

“identify land transport outcomes sought by the region and the strategic options for achieving those outcomes”

This chapter outlines a number of possible strategic options Gisborne could adopt for its transportation system over the next 10 years.

The strategic options identified in this chapter illustrate different transport scenarios of where investment could be made. They are high level combinations of different transport modes and are indicative of possible ways to distribute funding.

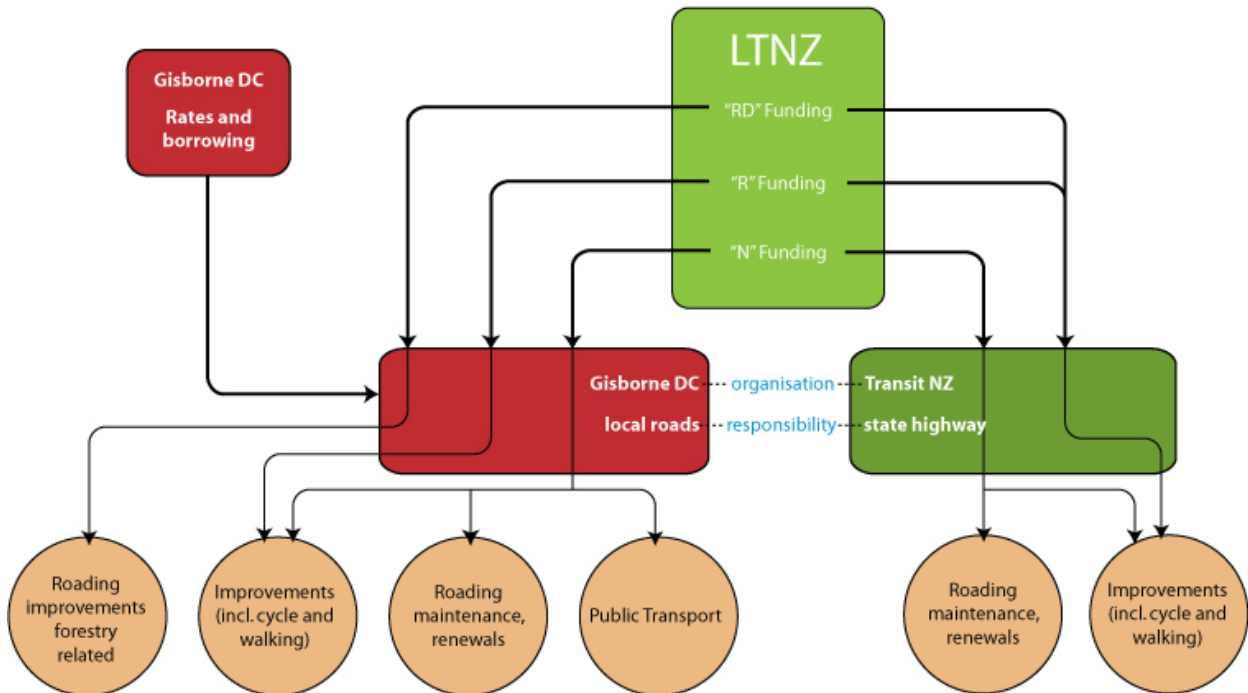
The structure and funding of the network are discussed first to help set the scene for the options. Then the options are discussed in relation to five aspects of transport. Finally, an evaluation matrix of the options is available to rate each against stated criteria. These criteria relate back to the Land Transport Management Act.

8.2 Funding of Roads

Two separate road controlling authorities operate in the Gisborne region. Firstly the Council who are responsible for the local road network and secondly Transit New Zealand who are responsible for the state highways.

The Figure 1 below illustrates the flow of funding from its origin at Land Transport New Zealand (LTNZ).

Figure 8.1 – Funding Structure



In Gisborne’s case the state highway forms the main access of the road network with the majority of local roads branching off from this network. As shown in Figure 1 the two road types are controlled by different authorities and therefore funded through separate streams. However, the RLTS seeks to give a strategic direction for the region and can influence all decisions relating to land transport in the region.

8.2.1 Gisborne District Council – Local Roads

One of the main constraints of developing a land transport network is that of funding. Being a unitary authority means there are two broad avenues available for funding projects within the Gisborne Region.

- **Gisborne District Council:** Rates, reserves and borrowing
- **Land Transport New Zealand:** Subsidies for roading maintenance, public transport and capital works projects.

The following table has been developed from the Councils 10 year roading programme. The latest figures available are for the 10 years beginning 2005/2006. It provides a basic understanding of the funding available for the next 10 years but can easily be updated when the new predictions are available. The table shows assisted spending – spending where LTNZ contributes varying amounts between 60% and 100% of the cost, and non-

assisted spending – where Council pays 100% of the cost through rates or borrowing.

Table 8.1 – GDC Land Transport Spending

Area of Spending (10 years from 2005/06)		Assisted \$m	Non- Assisted \$m	Totals \$m
Maintenance*		\$219.0	\$2.1	\$221.1
Combined	R Funds Investigation / Projects	\$2.3	\$3.0	\$48.2
	Preventive Maintenance	\$0.6		
	Regional Development Roothing	\$29.6		
	Minor Safety Projects	\$12.7		
Bridge Renewals		\$4.6		\$4.6
Seal Extensions		\$3.6		\$3.6
Passenger transport		\$3.7		\$3.7
Cycle and Walking		\$0.6		\$0.6
Reserve transfers, loan pr, interest			\$9.9	\$9.9
TOTAL		\$276.80	\$15.0	\$291.70

*Maintenance includes: structural maintenance (including emergency works), corridor maintenance and professional services

This basic total figure is based on forecasting so is not definitive. However, it can be used to add a level of realism to the analysis of the strategic options.

As can be seen from the table a large percentage of spending in the region is used for maintenance and renewals of the existing road asset. This spending is not available for improvements or further developing the transport network in Gisborne and as such is “fixed”. Passenger transport is also deemed to be a “fixed” cost as Gisborne has a responsibility to provide some public transport in its role as a Regional Council.

The table shows that around 19% of total spending (\$57.1) is available for new capital projects for the transport network. Over half of that amount (\$29.6m) is funding assumed to be made available through a special funding category – Regional Development Funding. This is specifically targeted at regions (namely Northland and Tairāwhiti) whose network will be adversely

effected by forestry and related activities. Gisborne has allowed for this funding to be available until 2010.

The strategic options discussed below take this spending split into consideration and do not try to shift the majority of funding away from the roading sector. The options merely seek to prioritise funding and include variations in the level of roading alternatives.

8.2.2 Transit New Zealand – State highways

Transit New Zealand has prepared an estimation of their 10 year allocation specifically relating to their network. This table is based on information available at the present time and is therefore only an estimate. As the forecasting gets further out the accuracy of the estimate lessens. As Figure 5 shows, Transit is funded 100% from LTNZ.

Table 8.2 – Transit New Zealand Land Transport Spending

Area of Spending (10 years from 2005/06)	Transit \$m
Maintenance*	\$159.4
Improvements**	\$33.7
Cycle and walking	\$0.0
TOTAL	193.1

*Maintenance includes: structural maintenance (including emergency works), corridor maintenance, property management, preventative maintenance and professional services

**Improvements include: minor safety works, committed projects, new projects, and property purchase

Combining the two road controlling authorities total spending we can see that the region will have an estimated **\$484.9m** spent on land transport in the next 10 years. This figure is considered to be the base spending for “business as usual”

8.3 The Role of Rail

The existing rail line running between Napier and Gisborne provides land transport opportunities, both present and future. At present the rail line plays a role in the movement of some bulk goods items such as fertilizer.

Previous studies have shown that annual rail freight cartage is in the order of 43,000 tonnes per year. Approximately 27,000 tonnes per annum is fertiliser, the remainder is a mixture of general freight.

As an example if services were discontinued, the above freight tonnage would equate to between 5-8 laden logging trucks per day, 312 days per year. This increase in road usage is likely to be accommodated on the existing state highway network, increasing road wear and potential safety issues.

Currently rail is not used to transport logs from the region. This is due to a number of issues including lack of suitable rail carts, required double handling of logs and increased costs.

In 2001 the then freight operator TranzRail said that *“In its present condition the Gisborne line would be able to carry ...600 tonnes per trip (about half normal capacity for a line of this type in good repair). This is the equivalent of about 21 conventional logging trucks per trip.”*

This would not provide any benefit for the area north of Gisborne where much of the forestry activity occurs. The benefit of using rail also assumes an existing demand to move logs between Gisborne, Wairoa and Napier.

8.4 Developing the Options

Five potential strategic options have been selected to analyse against the key objectives of this strategy. Each of the strategic options proposed will require funding above or below the ‘business as usual’ or existing estimated funding - \$484.9m.

Each of the 5 strategic options covers different scenario – different aspects of the transport network are given different priority. This priority will indicate the level of funding that each aspect would obtain.

Two additional strategic options have been included – “Do minimum” and “Do everything” to act as a comparison.

- **Do-minimum:** This option involves doing the absolute minimum in order to keep the network operational. Only the fixed requirements for operating the network are carried out. Little additional investment is made in improvements to the network. This is extremely unlikely to be an acceptable outcome and would not meet the requirements of the LTMA or the objectives of the region as a whole. However, it can be assessed as a baseline.
- **Do-Everything:** This is the polar extreme of the Do-Minimum. It is a hypothetical example that assumes unconstrained resources, including financial. This option would meet all of the requirements of the LTMA and the region, but would not be practically or financially achievable.

These examples have been included as extremes and as such are not subjected to the funding constraints of the other strategic options.

For the purpose of this analysis five different aspects of the land transport network have been identified.

- **Roading for Economic Development:** A focus of developing roads to create opportunities for economic development and providing an improved road asset for freight of goods around and through the region.
- **Roading for Safety and Accessibility:** A focus on improving the safety and serviceability of the existing asset to reduce the number of serious and fatal accidents caused by poor road condition or conflicting uses (e.g. logging vehicles vs. tourists) and improve access for remote communities.
- **Rail Freight:** Increasing the potential freight carried by rail between Gisborne and Napier, and beyond. Rail freight could reduce the number of large freight trucks using the state highway network. This potentially reduces vehicle conflict and may reduce road maintenance and enhancement costs.
- **Bus Services:** A focus on developing a public bus service for the city and smaller communities that meets the needs of local travel in the region. This may include policy development, land use changes or restrictions being developed over a period of time.
- **Alternatives to Roding:** This aspect focuses on reducing demand for private vehicle use by using planning policy, land use, school and workplace travel plans. Funding will be increased for sustainable transport such as bus services, cycling and walking.

	Roading – Economic Development	Roading – Safety & Accessibility	Rail - Freight	Bus Services	Alternatives to Roding
Do Minimum	Low: Basic roading maintenance only. Existing projects completed. Proposed works to improve the asset deterioration caused by forestry activity halted.	Low: Little focus on improving the existing asset. Basic roading maintenance only. Little or no improvement made to accessibility or safety within the region.	Low: Business as usual with rail. The existing asset is maintained but rail is not pursued for increased carriage of freight	Low: Existing services retained but no additional studies or investment provided for.	Low: No investment in controlling the demand for travel in the region. Little investment to achieve the aims of the Cycle and walking strategy.
Option 1 Roading Emphasis	High+: Fund focus shifted to developing the roading network for economic development. Spending prioritised on freight routes and assisting forestry activities. Option to make full use of available “RD” funding.	High: Projects proposed for improving safety and accessibility on the existing road asset to be pursued. However, projects that specifically benefit economic development are prioritised.	Low: Business as usual with rail. The existing asset is maintained but rail is not pursued for increased carriage of freight. Road is promoted as the most effective mover of freight.	Low: Existing services retained but no additional studies or investment provided for.	Low: No investment in controlling the demand for travel in the region. Little investment to achieve the aims of the Cycle and walking strategy.
Option 2 Roading Emphasis	High: Road network to be developed to improve economic development. However schemes that benefit safety and accessibility to be prioritised. Option to make full use of available “RD” funding	High+: Highest priority for improving safety and accessibility on the existing road asset.	Medium: Rail is maintained for freight use. Investigations are made into expanding the existing use to relieve pressure on road caused by freight.	Low: Existing services retained but no additional studies or investment provided for.	Low: No investment in controlling the demand for travel in the region. Little investment to achieve the aims of the Cycle and walking strategy.
Option 3 Road and Bus	Medium: Road network to be developed as planned to improve economic development. No additional investigation or funding into improvements for economic development	High: Projects proposed for improving safety and accessibility on the existing road asset to be pursued.	Medium: Rail is maintained for freight use. Investigations are made into expanding the existing use to relieve pressure on road caused by freight.	Medium: Retention of existing bus services with a goal of increasing the area covered by bus services. Funding allocated for investigation of demand responsive travel for coastal and rural communities.	Low: Little investment in controlling the demand for travel in the region. Some school travel plans undertaken. Little investment to achieve the aims of the Cycle and walking strategy.
Option 4 Bus Focus	Medium: Road network to be developed as planned to improve economic	Medium: Projects proposed for improving safety on the existing road asset to be	Medium: Rail is maintained for freight use. Investigations are made into	High+: Focus on developing a comprehensive public transport network for	Medium: Disincentives introduced for private car use (e.g. high parking fee’s in Gisborne. Increased spending on cycling

	Roading – Economic Development	Roading – Safety & Accessibility	Rail - Freight	Bus Services	Alternatives to Roding
with Travel Demand Management	development. No additional investigation or funding into improvements for economic development	pursued as identified. Improvements that aid public transport will be prioritised.	expanding the existing use to relieve pressure on road caused by freight. Investigation into the use of rail line as a passenger/tourist route.	Gisborne and the region as a whole. High level of PT connection between Gisborne and the smaller communities in the region.	and walking to achieve outcomes of the CAW Strategy. Planning tools used to encourage higher density around transport hubs. Small programme of travel plans established.
Option 5 Travel Demand Management	Medium: Road network to be developed as planned to improve economic development. No additional investigation or funding into improvements for economic development	Medium: Projects proposed for improving safety on the existing road asset to be pursued as identified. Improvements that aid public transport, cycling and walking or TDM will be prioritised.	Medium: Rail is maintained for freight use. Investigations are made into expanding the existing use to relieve pressure on road caused by freight. Investigation into the use of rail line as a passenger/tourist route.	High: Focus on developing a comprehensive public transport network for Gisborne and the region as a whole. High level of PT connection between Gisborne and the smaller communities in the region.	High+: Planning tools used to control location of development to encourage higher density. Funding prioritised for cycle and walking schemes and promotion above what is presented in the CAWS. Schools and businesses required to undertake travel plan exercise to limit the use of private vehicles. Alternative funding sources sought to increase funds available e.g. Government cycle and walking funding, or sponsorship.
Do Everything	High: Road network to be developed to improve economic development.	High: Projects proposed for improving safety and accessibility on the existing road asset to be pursued.	High: Increased use of rail freight. Increased investment in facilities and stations in Gisborne to aid the transfer of goods. Potential subsidies for use of rail as opposed to road.	High: Focus on developing a comprehensive public transport network for Gisborne and the region as a whole. High level of PT connection between Gisborne and the smaller communities in the region.	High: Funding prioritised for cycle and walking schemes and promotion above what is presented in the CAWS. Schools and businesses required to undertake travel plan exercise to limit the use of private vehicles. Alternative funding sources sought to increase funds available e.g. Government cycle and walking funding, or sponsorship.

Figure 8.2 - Visualisation of the Relative Funding Requirements for Strategic Options

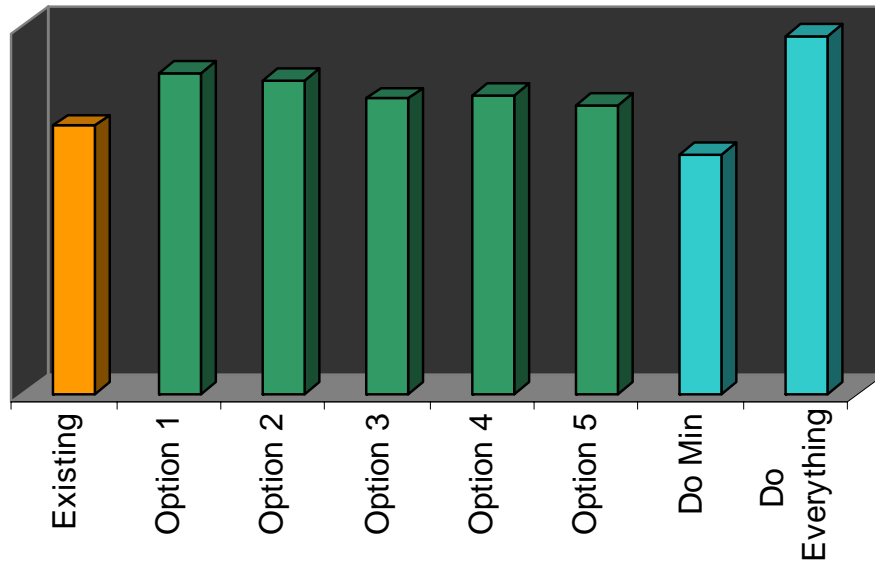


Figure 8.2 estimates what the possible differences in funding are between the different options. The estimates were developed by using the 'business as usual' (existing) spending and adjusting it in relation to the spending shown in the strategic options table above. This is an extremely basic evaluation and comparison which is not based on actual schemes proposed. A more detailed investigation of the difference between the existing and the preferred option is undertaken below.

8.5 Evaluation of Options: Feedback

A set of evaluation criteria has been established to help rate the strategic options identified above. The criteria - shown in **Table 8.3** - are general and cover most aspects of a land transport network.

Table 8.3 – Strategic Option Evaluation Criteria

Objective	Evaluation Criteria
Assisting economic development	<ul style="list-style-type: none"> • Accessibility to employment opportunities • Accessibility to, between and within key economic and knowledge centres • General accessibility • Reliability and transport network resilience
Assisting safety and personal security	<ul style="list-style-type: none"> • Accidents, injuries and deaths • Actual and perceived levels of security • Effect on vulnerable users
Improving access and mobility	<ul style="list-style-type: none"> • Connectivity • Availability of travel choices to key destinations • General accessibility • Impact on those without access to a car • Share of trips by public transport • Consideration of people with disabilities
Protecting and promoting public health	<ul style="list-style-type: none"> • Share of trips by active modes, walking, cycling • Emissions to air and water • Noise and vibration
Ensuring environmental sustainability	<ul style="list-style-type: none"> • Emissions to air, water and land • Use of non-renewable resources • Impact on heritage, cultural, visual, landscape and ecological sites • Energy efficiency and greenhouse gas emissions • Community severance
Cost effective	<ul style="list-style-type: none"> • Affordability • Benefit/cost analysis

It is important to assess the strategic options in relation to these criteria to meet the requirements of the Land Transport Management Act. According to the act each of the objectives (excluding cost effectiveness) should be given equal weighting. Each is as important as the other in the operation of the land transport network.

8.6 Preferred Option

The above information was sent out to key stakeholders in the process. A number of responses were received in relation to the strategic options presented. However, response was less than desirable.

At this stage the majority of responses received are in favour of Strategic Option 3 with additional focus on alternatives to roading.

Option 3+ recognises the need to:

- Continue development of the road network ensuring route security for the key links to Gisborne,
- Increased focus on new roading projects particularly those that seek to address safety concerns,
- Maintain the existing rail operations and investigate the use of the network for additional freight. With the ultimate aim of reducing the volume of heavy vehicles on the regions roads,
- Retention and expansion of existing bus and mobility services with an investigation of expanding services to meet future needs. Also investigation of demand responsive travel for rural settlements,
- Pursuit of the goals established in the Cycle and Walking Strategy. Particular importance given to the connection between Gisborne and Wainui as a recreational and tourist opportunity,
- Investigate possible measures to reduce demand for travel within the urban environment (Travel Demand Management).

The basic concepts established during this exercise has been used to refine the issues identified by key stakeholders and develop the specific goals, policies and actions within this strategy.

8.7 Affordability of Preferred Option

The visualisation in **Figure 8.2** indicates that the preferred option (Option 3+) will have an additional cost above that estimated for the region in the next 10 years. The difference between the existing spending and the potential spending under Option 3+ is the funding gap. This funding gap is made up of potential studies, improvements and projects that will be required to achieve the outcomes identified in Option 3+.

It is difficult to identify exactly what this funding gap will be – particularly over a 10 year period. However, a basic ‘wish’ list of potential areas of spending has been developed to estimate what this funding gap could be. This wish

list should be updated each year as schemes, projects, studies etc are identified for the region. The wish list created here has been used to develop the goals and actions identified later in the Strategy. As the list is changed each year the goals, policies and actions within this Strategy should be revisited. This will ensure they are still current and representative of the Strategy and its vision. **Table 8.4** compares the regions business as usual spending (predicted total current spending – Table 8.1 total plus Table 8.2 total).

Table 8.4 – Strategic Option Evaluation Criteria

		'Business as usual' Spending (BAU)	Preferred Option 3+	
Area of Spending (10 years from 2005/06)		(\$m)	(Additional to BAU) (\$m)	
GDC & TNZ	Maintenance	\$380.5	\$7	
	COMBINED – Capital Project grouping	R Funds Investigation / Projects		
		Preventive Maintenance	\$81.9	\$21.0
		Regional Development Rooding		
		Minor Safety Projects		
	Bridge Renewals	\$4.6	\$1.2	
	Seal Extensions	\$3.6	\$23.3	
	Passenger transport	\$3.7	\$4.1	
	Cycle and Walking	\$6	\$1.7	
	Travel Demand Management	0	\$3.8	
Reserve transfers, loan pr, interest	\$9.9	0		
TOTAL		\$484.8	\$55.8	

A list of strategic projects is shown in **Appendix E**.

9 Implementing the Strategy – Goals, Policies and Action

9.1 Introduction

The consultation undertaken as part of the RLTS process to this point has provided:

- The categorisation of issues based around the 5 New Zealand Transport Strategy objectives for:
 - Relevant previous RLTS issues (from 1995),
 - Issues from consultation, and
 - Issues from the Regional Land Transport Committee.
- The development of strategic options and selection of an option to act as a framework.

This chapter sets out the policies that have been developed to achieve the preferred strategic option. These are developed using the objectives of the New Zealand Transport Strategy. It also identifies the additional areas of importance such as cost effectiveness and energy efficiency.

Travel demand management has also been included in this group; however TDM has its own chapter following this chapter. As TDM is a new concept in New Zealand it is felt that some explanation of its application is required.

For each of the NZTS objectives, the tables below identify:

Table (A)

- An overall goal for the region
- Sub goals for the region
- Policies to achieve the goals

Table (B)

- Policy support and actions
- The agency responsible
- Likely timeframe.

It should be noted that this is not an exhaustive or complete list. The idea is that this document will be 'living' and each time it's reviewed the goals are re-adjusted or actions updated.

9.2 Goals, Policies, and Actions

9.2.1 Assisting Economic Development

Table (A) 9.1 – Assisting Economic Development – Goals and Policies

Objective:	Assisting economic development
Goal:	A Land Transport system that recognises the economic drivers of the Gisborne region and provides a network based on the efficient and economic use of resources.
Sub Goals:	(a) Participate in a co-ordinated approach with Transit New Zealand to determine the scope and indicative costs to achieve ongoing upgrade of State Highway 35 by 2012. (b) Develop a co-ordinated approach to land transport to provide good linkages between modes with efficiency measures.
Policies:	<i>“Maintaining and enhancing the current level of service of the road network within the Gisborne Region.”</i> <i>“Managing the effects of land use on the road network to mitigate the effects of land use on traffic safety and efficiency of routes.”</i> <i>“Maintaining levels of service on the other land transport modes, air and rail, and supporting and enhancing access to the Port of Gisborne.”</i>

Table (B) 9.2 – Assisting Economic Development – Policy Support and Actions

	Assisting economic development	Lead & support Agency	Timeframe
	Support/Action		
(i)	Implementation of the Gisborne District Council Annual Road Upgrading Programme which includes:		
(i)a	Seal extension at a cost of approximately \$400,000 per annum	GDC	Ongoing
(i)b	Minor Safety Works including intersection improvements corner widening at a cost of \$1 million per annum. See Road Safety 2010 Report and the National Safety Coordination Project.	GDC	Ongoing
(ii)	Support Transit New Zealand's Capital Works Programme. See Road Safety 2010 Report and the National Safety Coordination Project.	TNZ/ GDC	Ongoing
(iii)	Programme for use of Central Government "R" funding. This fund is designed to assist with regional development.	GDC	Each year
(iv)	Maximise use of Central Government "RD" funding. This fund is designed to assist with regional forestry pressures.	GDC	2006-2010 depending on extent of funding
(v)	Non engineering measures include:		
(v)a	Advocate with ONTRACK for the maintenance of the Gisborne Rail Line to meet tourism needs. Should it at any stage become apparent that the rail line is to be discontinued Gisborne should secure the use of the line for other aspects of land transport. This could include roading purposes or an off road cycleway/walkway.	GDC + ONTRACK	Ongoing
(v)b	By 2008 develop an integrated strategy for identifying the state of the region's road network, the areas of potential conflict between the various road user sectors and proposed upgrades.	GDC + TNZ	2007-2008

9.2.2 Assisting Safety and Personal Security

Table (A) 9.3 – Assisting Safety and Personal Security – Goals and Policies

Objective:	Assisting safety and personal security
Goal:	A Land Transport system that provides a safe environment for all those using it.
Sub Goals:	<p>(a) By 2007 reduce the number of pedestrian and cycle injuries within the region by 20%.</p> <p>(b) Reduce the 2004 deaths plus hospitalisations figure from motor vehicle crashes of 70 per year, to no more than 54 per year by 2010.</p> <p>(c) By 2010 achieve crash rates on urban local roads and rural state highways similar or better than other like regions and averages for all of New Zealand.</p>
Policies:	<i>“Identify causal factors for accidents and initiate improvements in the Gisborne Region.”</i>

Table (B) 9.4 – Assisting Safety and Personal Security – Policy Support and Actions

	Assisting safety and personal security	Lead & support Agency	Timeframe
	Support/Action		
(i)	Implementation of the Gisborne District Council Annual Road Upgrading Programme.	GDC	Ongoing
(ii)	Support Transit New Zealand's Capital Works Programme.	TNZ/ GDC	Ongoing
(iii)	Programme for use of Central Government "R" funding. This fund is designed to assist with regional development. (See item (v) below for potential focus of funding).	GDC	Each year
(iv)	Maximise use of Central Government "RD" funding. This fund is designed to assist with regional forestry pressures.	GDC	2006-2010 depending on extent of funding
(v)	A focus on increasing road safety by increasing vehicle passing bays and seal width where safety issues are identified. Approximately \$1m per year.	TNZ/GDC	2006-2015
(vi)	Identify and upgrade rest areas on the network to assist with reducing driver fatigue related accidents. \$250k for investigation and works.	TNZ/GDC	2006-2015
(vii)	Non engineering measures include:	-	-
(vii)a	By 2007 develop a co-ordinated strategy with Transit NZ and Schools within the City to provide for the safe passage of cyclists from the eastern side of Gisborne City to the schools on the western side.	GDC + TNZ + Schools	2006-2007
(vii)b	Within 5 years develop robust reporting procedures on the effectiveness of engineering solutions at accident black spots and other Council initiatives such as the Cycle and Walkway Strategy.	GDC	2006-2011
(vii)c	Work with the agencies that have enforcement responsibilities, to ensure the correct and safe use of the land transport network in the region.	GDC + LTNZ + Police	Ongoing
(vii)d	Issues of compliance. The responsibility for vehicle safety standards to improve the standard of the vehicle fleet operating in the region.	LTNZ + Police	Ongoing

9.2.3 Improving Access and Mobility

Table (A) 9.5 – Improving Access and Mobility – Goals and Policies

Objective:	Improving access and mobility
Goal:	A regional community where access to the region's resources is available to all and the ease of movement in and between modes is not constrained..
Sub Goals:	<p>(a) Improve route security for the strategic routes in the Gisborne region by reducing the risk of isolation (i.e. closure of all routes in and out of the region) in extreme weather or geological events.</p> <p>(b) Maintain or improve the levels of patronage of public transport within the region.</p> <p>(c) Providing environments to encourage cycling and walking.</p> <p>(d) Identify and upgrade hazardous single lane bridges to two lanes on the State highway by 2015.</p> <p>(e) Improve access to and around Gisborne – particularly the urban environment – for disabled or mobility impaired people.</p>
Policies:	<p><i>“Provide greater modal transport choices for the community”</i></p> <p><i>“Educate the community on the alternative transport options that are available to them”</i></p> <p><i>“Maintain the levels of funding that is programmed for the provision of public transport</i></p>

Table (B) 9.6 – Improving Access and Mobility – Policy Support and Actions

	Improving access and mobility	Lead & support Agency	Timeframe
	Support/Action		
(i)	Implementation of the Gisborne District Council Annual Road Upgrading Programme which includes:	GDC	Ongoing
(i)a	Continue to develop walking and Cycling projects – \$50,000 is allocated annually	GDC	Ongoing
(i)b	Implement footpath improvements - \$50,000 is allocated to improve footpaths and mobility annually	GDC	Ongoing
(i)c	Implement Hirini Street extension	GDC	2007 - 2009
(ii)	Support Transit New Zealand's Capital Works Programme.	TNZ/ GDC	Ongoing
(iii)	Complete City to Wainui Cycleway/walkway by 2008.	GDC	2006-2008
(iv)	Non engineering measures include	-	-
(iv)a	Applying to community organisations for funding assistance for specific projects identified in the Council's Cycle and Walkway Strategy.	GDC + NGO's	Ongoing
(iv)b	Within 12 months undertake a study with the adjoining regional authorities and Transit New Zealand to protect the strategic routes in and out of the region in the event of a natural or civil emergency.	GDC/TNZ + other TLAs	2006-2007
(iv)c	Monitor the age cohorts of the patrons using public transport within the region.	GDC	Ongoing
(iv)d	Within 3 years develop a strategy for maintaining the mobility of an aging population, and for areas with a high deprivation index.	GDC	2006-2011
(iv)e	Within 3 years develop a potential scheme for improving access for rural coastal towns –initial study at \$25k + ongoing costs if appropriate	GDC	2006-2008
(iv)f	Ensure consideration is given to the needs of disabled and mobility impaired users for all urban roading or transport related works. This consideration should be given at design stage and should involve representatives from local disabilities groups or national groups such as Barrier Free NZ	GDC	Ongoing

(www.barrierfreenz.org.nz).

(iv)g Undertake a study of key pedestrian routes within a defined area of the Gisborne urban area to identify barriers to access for mobility impaired or disabled people. This study can be used to prioritise remedial works to address issues identified.

GDC

2006-2008

9.2.4 Protecting and Promoting Public Health

Table (A) 9.7 – Protecting and Promoting Public Health – Goals and Policies

Objective:	Protecting and promoting public health
Goal:	A land transport system that recognises the potential impacts on public health, and provides the infrastructure and environment to protect it.
Sub Goals:	<p>(a) Maintaining the sealing programme for rural roads to reduce the dust impacts on the community.</p> <p>(b) Ensure that the regional vehicle fleet is of the highest possible safety standard.</p> <p>(c) Develop procedures for identifying and effectively addressing accident black spots with engineering solutions, and</p> <p>(d) Implement initiatives identified in the Cycling and Walking Strategy.</p>
Policies:	<p>Consideration of the public health of the community is an amalgam of a number of other policy areas including safety issues, encouraging walking and cycling and environmental improvements such as discharges to waterways etc. The policy adopted is therefore a combination of the policies that were put forward in the Policy Options paper that was circulated to the Regional Land Transport Committee. The recommended policies are:</p> <p><i>“Identify causal factors for accidents and initiate improvements in the Gisborne region.”</i></p> <p><i>“Provide greater modal transport choices for the community”</i></p> <p><i>“Sustainably manage effects of transport on the environment”</i></p>

Table (B) 9.8 – Protecting and Promoting Public Health – Policy Support and Actions

	Protecting and promoting public health	Lead & support Agency	Timeframe
	Support/Action		
(i)	Implementation of the Gisborne District Council Annual Road Upgrading Programme which includes:	-	-
(i)a	Implement the seal extension programme at a cost of approximately \$400,000 per annum.	GDC	Ongoing
(i)b	Implement minor Safety Works including intersection improvements corner widening etc at a cost of \$1 million per annum.	TNZ/GDC	Ongoing
(ii)	Support Transit New Zealand's Capital Works Programme.	TNZ/ GDC	Ongoing
(iii)	Complete City to Wainui Cycleway/walkway by 2008.	TNZ/GDC	2006-2008
(iv)	Non engineering measures include	-	-
(iv)a	Develop a co-ordinated plan to promote the existing cycle and walkways facilities and the health benefits of using them.	GDC + Health agency	2006-2011
(iv)b	Maintain and review the roading hierarchy in the district plan to ensure that land use activities and transport needs can be planned to ensure that the effects on safety, network efficiency and economic development can all benefit.	GDC	2006-2011

9.2.5 Ensuring Environmental Sustainability

Table (A) 9.9 – Ensuring Environmental Sustainability – Goals and Policies

Objective:	Ensuring environmental sustainability
Goal:	Ensure that the land transport network recognises the effects on the environment and adopts principles of sustainability.
Sub Goals:	<p>(a) Promote the benefits of alternative modes of transport.</p> <p>(b) Continue to promote an integrated approach to land use planning and transport impacts to ensure that land use and transport activities are compatible.</p> <p>(c) Support the actions outlined in the National Walking and Cycling Strategy “Getting there – on foot, by cycle”.</p>
Policies:	<p>The policy adopted is a combination of the policies that were put forward in the Policy Options paper that was circulated to the Regional Land Transport Committee. The recommended policies are:</p> <p><i>“Sustainably manage effects of transport on the environment.”</i></p> <p><i>“Work with freight operators to offer the best service to business & promote road transport alternatives to businesses.”</i></p> <p><i>“Undertake infrastructure upgrades to reduce the level of environmental effects resulting from transport.”</i></p> <p><i>“Promote alternative transport modes to reduce the community reliance on cars.”</i></p> <p><i>Ensure an integrated approach to land use and transportation planning occurs.</i></p>

Table (B) 9.10 – Ensuring Environmental Sustainability – Policy Support and Actions

	Ensuring environmental sustainability	Lead & support Agency	Timeframe
	Support/Action		
(i)	Implementation of the Gisborne District Council Annual Road Upgrading Programme which includes:	-	-
(i)a	Seal extension at a cost of approximately \$400,000 per annum.	GDC	Ongoing
(i)b	Street edging improvements including the use of swale drains. It is intended to undertake approximately 600 metres annually at a cost of \$300,000. The swales will reduce the effects of discharges on the environment.	GDC	Ongoing
(i)c	The Gisborne District Council will monitor effluent disposal facilities within the region in accordance with Stock Effluent Disposal Strategy and Guidelines.	GDC	2006-2016
(ii)	Non engineering measures include:	-	-
(ii)a	The Regional Land Transport Strategy supports the preservation of the existing rail corridors in the region.	GDC	2006
(ii)b	The Gisborne District Council will prepare a policy that ensures that the needs of public transport, cycling and walking are included in the design of any new roading development.	GDC	2006-2011
(ii)c	Invest in travel demand management measures targeting schools and central Gisborne – up to \$40k per year	GDC	2006-2015

9.2.6 Additional Outcomes

Table (A) 9.11 – Additional Outcomes – Goals and Policies

Objective:	Cost efficiency
Goal:	Ensure that the strategy is financially achievable given the current knowledge of funding sources and allowances.
Sub Goals:	<p>(a) Ensure available funding from Central Government is maximised, reducing the demand on rates and borrowing.</p> <p>(b) Investigate additional areas of funding such as community trusts or sponsorship.</p>
Policies:	<p><i>“Identify projects where alternative funding sources may be available”</i></p> <p><i>“Develop and prioritise Land Transport projects within the parameters of the RLTS and LTCCP”</i></p>
Objective:	Energy efficiency
Goals:	<p>(Taken from The National Energy Efficiency and Conservation Strategy)</p> <p>(a) Reduce energy use through the reduced need for travel.</p> <p>(b) Progressively improve the energy performance of the transport fleet.</p> <p>(c) Improve the provision and uptake of low energy transport options e.g. cycling walking & public transport.</p>
Policies:	<p><i>“Provide greater modal transport choices for the community”</i></p> <p><i>“Educate the community on the alternative transport options that are available to them”</i></p> <p><i>“Promote alternative transport modes to reduce the community reliance on cars.”</i></p>

10 Travel Demand Management

10.1 Introduction

Another new requirement of the Land Transport Act 1998 relates to travel demand management or TDM. Section 175(2)(o) of the Act requires that regional land transport strategies must *'include a demand management strategy that has targets and timetables appropriate for the region.*

10.2 What is TDM?

TDM can be defined as action or programmes to reduce the impact of private vehicle use on the environment and communities. There are a variety of impacts resulting from private car use:

- Pollution from exhausts and other parts of the car
- Congestion leading to reduced productivity (for both people and movement of freight)
- Increased needs for roads which can cause separation of communities
- Safety issues for more vulnerable users (walking and cycling)
- Negative health impact due to reduction in use of active modes (walking and cycling)

TDM measures or tools can be defined as either 'hard' or 'soft'. Table 2 gives example of each type.

Table 10.1 – Examples of Travel Demand Management Tools

Hard Measures	Soft Measures
Bus/cycle lanes	Walking school buses
Road Tolling	Promotion and education of alternative modes
Parking controls	Travel Plans
	Land use controls

10.3 TDM and Gisborne

Although the issues addressed by TDM are more prevalent in larger urban centres many of the benefits can be applied to any road network. There are potential environmental and social benefits for all

communities with the reduction in private car use, particularly single occupancy car use. Examples of benefits for Gisborne could be:

- Reduced pollution
- Health improvements for residents
- More attractive active mode routes
- More efficient use of the existing network
- Reduction in traffic accidents
- Generally more pleasant urban environment

10.4 Action

The first step in developing a strategy to address the issue of TDM is to understand the current environment. This would involve a number of data collection exercises – some of which have been completed or begun.

Table (A) 10.2 – Travel Demand Management – Goals and Policies

Travel Demand Management	
Goal:	Ensure that the land transport network is developed using TDM principles and in such a way to minimise the effects on environment and community.
Sub Goals:	<p>(a) Promote the benefits of alternative modes of transport.</p> <p>(b) Continue to promote an integrated approach to land use planning and transport impacts to ensure that land use and transport activities are compatible.</p> <p>(c) Support the actions outlined in the National Walking and Cycling Strategy “Getting there – on foot, by cycle”.</p> <p>(d) Continue to develop the existing cycle and walking network to maximise environmental and health benefits of active modes.</p>
Policies:	<p><i>“Sustainably manage effects of transport on the environment.”</i></p> <p><i>“Improve alternative modes of transport to provide choices for people”</i></p> <p><i>“Promote alternative modes within businesses, schools and communities to reduce reliance on cars”</i></p>

Table (B) 10.3 – Travel Demand Management – Policy Support and Actions

	Support/Action	Lead Agency	Timeframe
(i)	Develop a Regional Passenger Transport Plan before the next review of the RLTS.	GDC	2006 - 2009
(ii)	Continue to implement the measures outlined in the Gisborne Cycle and Walking Strategy.	GDC	Ongoing
(iii)	Invest in travel demand management measures targeting schools and central Gisborne – up to \$40k per year	GDC	2006-2015

11 Implementation and Monitoring

11.1 Implementation

This strategy is a high level flexible document that is intended for continual review, updating and improving. Notwithstanding this point there are a number of actions, some specific, that are prescribed to the council and other agencies. In the most part the tasks fall on the Council. This is due (in part) to Gisborne's unitary authority status. It has the functions of both a local and regional council.

11.2 Monitoring Process

The Gisborne Regional Land Transport Strategy will be monitored and reviewed in accordance with the criteria established in section 182(1) of the Land Transport Act 1998. This monitoring is essential to establish if the goals established are being met and the district is working towards its overall vision.

The monitoring of the RLTS is made easier by Gisborne's status as a Unitary Authority. All of the actions that would be attributed to a Regional Council and Local Council will be undertaken by Gisborne and as such the monitoring should be reasonably straight forward.

The monitoring is likely to be carried out in four ways:

Annual monitoring

The Council is required to prepare an annual report outlining the progress made in implementing the Strategy. Monitoring the progress made in achieving the Strategy on an annual basis also enables the Council to obtain a clearer understanding of the progress being achieved in working towards the identified vision and Land transport outcome.

RLTS Review

The RLTS itself is required to undergo a full review at least every 3 years. At this review the RLTS must be brought up to date and renewed. As with this document any future rework must present the situation for at least the next 3 years, but no more than the next 10 years.

These are the statutory requirements however the Council may review or amend the strategy at anytime prior to those dates stated in the legislation. This would be done to reflect any major change in the region or funding provision.

Legislative compliance

Throughout the life time of the RLTS document there may be legislative changes which may impact on the structure and content of the document. Chapter 2 of this Strategy identifies some of the acts which may impact on the Strategy itself. Others include the Local Government Act 2002 and Transport Services Licensing Act 1989.

As statutes change so can the roles and responsibilities of the authorities under their control. Council needs to identify the changes in legislation to make sure the Strategy is current and continues to meet the requirements of the current legislative environment and policy. It is envisaged that this review process would occur annually.

Independent Audits

It is also a requirement of the Land Transport Act that the RLTS undergo an independent audit. It is envisaged that this audit would occur after the initial round of public consultation and prior to finalising the document.

11.3 Working with Neighbouring Regions

Given Gisborne's location and network type it is important for it to work closely with the neighbouring regions; Bay of Plenty and Hawkes Bay. The problems which Gisborne faces are also faced by these Councils as they all share, in some areas, similar topographical and climatic features. It are these features that lead to natural disasters that threaten life and well being.

Appendix A

Requirements of the Land Transport Act

Land Transport Act 1998

175. Regional land transport strategies

- (1) Every regional council must prepare a land transport strategy for its region.
- (2) Every regional land transport strategy must:
 - (a) contribute to the overall aim of achieving an integrated, safe, responsive, and sustainable land transport system;
 - (b) take into account how the strategy:
 - (i) assists economic development;
 - (ii) assists safety and personal security;
 - (iii) improves access and mobility;
 - (iv) protects and promotes public health;
 - (v) ensures environmental sustainability;
 - (c) take into account any national land transport strategy and National Energy Efficiency and Conservation Strategy;
 - (d) take into account the land transport funding likely to be available within the region during the period covered by the strategy;
 - (e) avoid, to the extent reasonable in the circumstances, adverse effects on the environment;
 - (f) take into account the views of affected communities;
 - (g) take into account the views of land transport network providers;
 - (h) take into account the need for persons and organisations preparing regional land transport strategies to give early and full consideration to land transport options and alternatives in a way that contributes to the objectives referred to in paragraphs (e) and (f) when preparing a regional land transport strategy;
 - (i) take into account the need to encourage persons and organisations preparing regional land transport strategies to provide early and full opportunities for persons and organisations listed in section 179(1) to contribute to the development of those regional land transport strategies;
 - (j) identify an appropriate role for each land transport mode in the region, including freight traffic, public passenger transport, cycling, and pedestrian traffic;
 - (k) include any regional passenger transport plan (within the meaning of section 47 of the Transport Services Licensing Act 1989) that has been prepared by the regional council that has prepared the strategy;
 - (l) identify land transport outcomes sought by the region and the strategic options for achieving those outcomes;
 - (m) identify any strategic options for which co-operation is required with other regions;

- (n) identify persons or organisations who should be involved in the further development of strategic options;
 - (o) include a demand management strategy that has targets and timetables appropriate for the region;
 - (p) provide for the strategy to be independently audited; and
 - (q) take into account any guidelines issued by the Minister for the purposes of this section.
- (3) A regional land transport strategy may not be inconsistent with any regional policy statement or plan that is for the time being in force under the Resource Management Act 1991.
- (4) A regional land transport strategy may not be inconsistent with any national land transport strategy that is for the time being in force at the time of preparation of the regional land transport strategy.

176. Currency of regional land transport strategies

- (1) A regional land transport strategy prepared under section 175:
- (a) must, at all times, be kept current for a period of not less than 3 years in advance but not more than 10 years;
 - (b) may be renewed from time to time, but must be renewed at least once every 3 years.
- (2) The regional council that prepares a regional land transport strategy may amend it at any time during its currency to reflect any significant change in the circumstances that existed when the strategy was prepared or to include a regional passenger transport plan (within the meaning of section 47 of the Transport Services Licensing Act 1989) that has been prepared by it since the preparation of the strategy.
- (3) In reviewing its regional land transport strategy, a regional council must take into account any current national land transport strategy.

178. Regional land transport committees

- (1) Every regional council must establish a land transport committee under this section for its region.
- (2) Each regional land transport committee consists of suitable persons appointed by the relevant regional council to represent:
- (a) the objectives of economic development, safety and personal security, public health, access and mobility, and environmental sustainability; and
 - (b) cultural interests; and
 - (c) the council; and
 - (d) other territorial authorities in the region; and
 - (e) the Authority.

- (3) The functions of each regional land transport committee are to prepare for approval by the relevant regional council the regional land transport strategy prepared under section 175 for its region.
- (4) The provisions of the [Local Government Act 2002] and the Local Government Official Information and Meetings Act 1987 concerning the meetings of committees of regional councils, so far as they are applicable and with the necessary modifications, apply in respect of meetings of the regional land transport committees.

As of 1 July 2005, section 178 of the Land Transport Act was amended with the insertion of section 7 of the Land Transport Amendment Act 2004. After subsection (2), the following subsections were therefore added:

- (2A) Each regional council must appoint a sufficient number of persons to represent a balance of the objectives specified in subsection (2)(a).
- (2B) A person appointed with respect to subsection (2)(a) or (b):
 - (a) must be from the wider regional community; and
 - (b) must not be a representative of that council, any other territorial authority in that region, or the Authority.'

179. Consultation requirements for preparation of regional land transport strategies

- (1) When preparing a regional land transport strategy, a regional council must consult—
 - (a) Repealed.
 - (b) Transit; and
 - (c) the Authority; and
 - (d) the Commissioner; and
 - (e) the territorial authorities in the region; and
 - (f) the adjoining regional councils and territorial authorities; and
 - (g) the Historic Places Trust of New Zealand; and
 - (h) land transport users and providers; and
 - (i) the public in the region; and
 - (j) the district health boards in the region; and
 - (k) every affected approved public organisation in the region; and
 - (l) affected communities; and
 - (m) Maori of the region; and
 - (n) the Accident Compensation Corporation.

- (2) In carrying out the consultation required by subsection (1), a regional council must use the special consultative procedure under section 83 of the Local Government Act 2002.
- (3) Section 83 of the Local Government Act 2002 applies for the purposes of this section with the necessary modifications.
- (4) A regional council need not consult any organisation or person referred to in subsection (1) about any matter if it has already consulted that organisation or person about the matter in the course of preparing its current long-term council community plan in accordance with the Local Government Act 2002.
- (5) A regional council that is preparing a regional land transport strategy may require from any territorial authority within its region such information as the council considers it requires in order to properly perform its functions under this Act in relation to that strategy, and the territorial authority must promptly comply with that requirement.

Appendix B
Central Government Agencies Functions

Ministry of Transport

As the government's principal transport policy adviser, the Ministry both leads and generates policy. The government's New Zealand Transport Strategy (NZTS) provides the framework within which transport policy is developed.

The Ministry of Transport acts as the Minister of Transport's agent for managing the interface with the transport Crown entities, the Aviation Security Service, and the National Rescue Co-ordination Centre.

In summary, the Ministry of Transport:

- Is the government's principal transport policy advisor
- Provides transport policy advice to the Minister of Transport, including the making to traffic rules
- Is the facilitator of the development of the National Land Transport Strategy
- Role in negotiating and monitoring performance agreements with transport crown entities (such as LAND TRANSPORT NZ, Transit New Zealand and Maritime New Zealand).

Land Transport New Zealand (LAND TRANSPORT NZ)

LAND TRANSPORT NZ is a Crown entity formed on 1 December 2004 to take responsibility for land transport funding and promote land transport safety and sustainability.

The organisation was established under the Land Transport Management Amendment Act 2004 and is governed by a board of six to eight members appointed by the Minister of Transport.

In summary, LAND TRANSPORT NZ:

- Is the government agency responsible for allocating funds from the National Land Transport Account for land transport activities and the promotion of safe land transport
- Provides funding to Transit New Zealand for state highways
- Assists Regional Councils with funding for passenger transport services and regional land transport planning
- Assists District Councils with funding for local roads
- Develops and monitors land transport safety standards
- Manages vehicle, driver and operator licensing and registration (and road user charges)
- Is responsible for publicity and education with relation to road use and safety

ONTRACK (New Zealand Railways Corporation)

ONTRACK is the trading name for the New Zealand Railways Corporation. ONTRACK is an State Owned Enterprise, created in September 2004 to own and operate the railway infrastructure, following the purchase of the rail network from Toll Holdings.

In summary, ONTRACK:

- Provides rail operators with access to the tracks (including Toll NZ, Auckland TLAs and heritage operators)
- Provides advice to the Crown on the rail asset
- Manages land and leases on the rail corridor
- Carries out "public good" activities, e.g. level crossing safety education

Transit New Zealand

Transit New Zealand (Transit) is the Crown Entity responsible for state highways - the strategic roads and motorways within New Zealand.

In summary, Transit New Zealand:

- Prepares State Highway Roading Programmes
- Controls and manages the state highway
- Maintains and improves the safety and efficiency of the state highway network

Regional Councils

Regional Councils protect their region's air, soil and water resources from pollution and ensure their sustainable use as the region develops. The Regional Council also manages the growing demands on the region's transport systems, and supports public transport services.

In relation to Land Transport Regional Councils:

- Prepare and implement Regional Land Transport Strategies
- Prepare and implement Regional Passenger Transport Plans
- Prepare and submit Regional Programmes to Land Transport New Zealand
- Prepare Regional Safety Administration Programmes
- Register commercial passenger transport services

District Councils

Territorial authorities (District Councils) are primarily responsible for controlling the impacts of land use within their district, including transport. They are responsible for the preparation of district plans, and the determination of applications for land use and subdivision consent.

In relation to Land Transport District Councils:

- Construct and maintain local roads
- Prepare District Roding Programmes and Asset Management Plans

New Zealand Police

New Zealand Police is the lead agency responsible for reducing crime and enhancing community safety.

In relation to Land Transport the Police:

- Are responsible for traffic enforcement and education
- Carry out specific traffic safety activities as specified in the Safety (Administration) Programme

Appendix C

Consultation Methodology

Introduction

The Gisborne District Council (the Council) has engaged Opus International Consultants Limited to review the Regional Land Transport Strategy (RLTS), the Roding Asset Management Plan (RAMP) and undertake the implementation of dTIMS modelling. These reviews include all of the community and stakeholder consultation that is required to be undertaken under the Land Transport Act 1998 and the Land Transport Management Act 2003.

The Land Transport Act sets out the responsibilities for consultation when preparing a Regional Land Transport Strategy under Section 179. This section of the Act lists those parties to be consulted and requires that the special consultative procedures of the Local Government Act be used to ensure that the consultation procedure is efficient and effective. It is hoped that the consultation process can be linked with that of the Council's LTCCP to further enhance efficiencies and to prevent the public and certain stakeholders from suffering from consultation overload.

Purpose of Consultation

The purpose of the consultation is to **inform** the public and stakeholders of the background to the reviews and to give them an understanding of the purpose of the Regional Land Transport Strategy and the Roding Asset Management Plan. But most importantly the purpose of the consultation is to **identify** the transportation issues that are significant to the region and to set the objectives for dealing with these issues. At a later stage drafts of the RLTS and RAMP will be available for public comment to ensure that the correct strategies and priorities for dealing with the issues identified earlier are being implemented.

The consultation for the RLTS is set down under the Land Transport Act 1998. However the Land Transport Management Act 2003 has some specific principles for consultation associated with its purpose of achieving an integrated, safe, responsive, and sustainable land transport system, which are equally applicable to the consultation for the review of the RLTS and RAMP.

The consultation outlined in this strategy will be undertaken in accordance with the consultation principles as set out in Part I section 1 of the Land Transport Management Act. These are:

- (a) that persons who will or may be affected by, or have an interest in, the decision or matter should be provided by the approved organisation with reasonable access to relevant information in a manner and format that is appropriate to the preferences and needs of those persons;

- (b) that persons who will or may be affected by, or have an interest in, the decision or matter should be encouraged by the approved organisation to present their views to the approved organisation;
- (c) the persons who are invited or encouraged to present their views to the approved organisation should be given clear information by the approved organisation concerning the purpose of the consultation and the scope of the decisions to be taken following the considerations of views presented;
- (d) that persons who wish to have their views on the decision or matter considered by the approved organisation should be provided by the approved organisation with a reasonable opportunity to present those views to the approved organisation in a manner and format that is appropriate to the preferences and needs of those persons;
- (e) that the views presented to the approved organisation should be received by the approved organisation with an open mind and should be given by the approved organisation, in making a decision, due consideration;
- (f) that persons who present views to the approved organisation should be provided by the approved organisation with information concerning both the relevant decisions and the reasons for those decisions.

Objectives of Consultation

The following are the Council's objectives relating to Consultation on this project: This will take place in two separate stages of the review of the RLTS and the RAMP.

- To **inform** the public of the Council's responsibilities and the current transport trends;
- To **inform** the public of the Council's vision and objectives for transport;
- To **consult** with the public and stakeholders regarding identifying transport issues and areas of concern;
- To receive feedback, listen and acknowledge any issues and concerns raised;
- To provide the public and stakeholders with feedback on how their input influenced the draft strategy and plan.

- To receive feedback on the strategic direction of the draft Regional Land Transport Strategy and Road Asset Management Plan.

Background

The current Regional Land Transport Strategy was adopted in 1995. There have been significant changes to the transport sector since that time, both in terms of the responsibilities of stakeholders in the transport sector and also in terms of the principles associated with the sustainability of transport.

This means that the long term vision for transport planning for the region may need to alter, and there may be a change of focus from both the public and stakeholders in the priorities for transport. Funding mechanisms have also altered and there are opportunities and requirements to look at non-traditional forms of transport.

Risks and Opportunities

The consultation risks include possible time delays due to ensuring that all of the correct stakeholders are contacted and feedback is received. Other risks include the possibility of adverse publicity and frustration by the public in the processes that must be followed in order to advance particular projects. The general public may also see this consultation as an opportunity to raise issues that are not relevant to this process and would be better dealt with by means of a different forum.

The opportunities presented at this stage of consultation include the identification of concerns and issues that are relevant to stakeholders and the public. Specific issues of relevance to the strategies can be influenced by the public, such as public transport and pedestrian/cycle access. Consultation at this stage presents an opportunity to gain community buy-in or ownership of the long term strategic direction for transport in the region.

The Consultation Team

Members of the Consultation Team include:

Gisborne District Council

Geoff Cobb- Project Manager

Opus International Consultants Ltd

Ewan Hunter – Team Leader

Rowan Wallis – Resource Management Planner

Who is to be Consulted?

The list of those to be consulted in the preparation of the is clearly set out in the Land Transport Act. In addition to the requirements under the Act a stakeholder list of further individuals and organisations that may have an interest in the process, will be compiled with the assistance of the Council. This is likely to include such organisations as Eastland Infrastructure Ltd, Gisborne Chamber of Commerce, and the Road Transport Association.

Those that are required to be consulted under the Land Transport Act include:

- Transit New Zealand
- Land Transport New Zealand
- Commissioner of Police
- Territorial Authorities in the region
- Adjoining Regional Councils and territorial authorities
- New Zealand Historic Places Trust
- Land Transport Users and Providers
- The Public in the Region
- The District Health Board
- Every affected approved Public Organisation in the region
- Affected communities
- Maori of the region
- The Accident Compensation Commission.

Iwi

Consultation with tangata whenua will be an important component of the review process. Initial contact has been made with the Council's Iwi Liaison Officer to ensure that the correct process is followed in identifying the appropriate groups to consult with. The first point of contact will be with the Runanga, Turanganui A Kiwa, and Ngati Porou and further guidance will be received from them.

Consultation with tangata whenua will begin at the earliest time and will be on-going throughout the process.

Methods

The following methods are proposed to inform and consult with affected parties:

- Direct stakeholder meetings
- Short Reports that can be incorporated into Council Newsletters – to identified stakeholders and the public, copies held at the Libraries, and Gisborne District Council Offices.
- Public Meetings/Open Day possibly in conjunction with the LTCCP
- Public Notices in the Gisborne Herald
- Information on the Council Website

Due to the confined time period, the most simple and effective methods of consultation will be undertaken to ensure that the relevant stakeholders and the general public is provided with an opportunity to identify issues and raise concerns on the existing and future transport requirements of the region. Consultation will consist of:

- i) Individual meetings/focus groups with adjoining authorities and relevant stakeholders on the transport issues for the region and how these relate to their own strategic directions.
- ii) Preparing short reports at appropriate stages of the review process that can be incorporated into Council newsletters to inform and keep the public of the region and affected communities updated on progress of the RLTS and RAMP.
- iii) Hui with relevant hapu or iwi representatives for the region to identify issues for iwi and establish priorities for planning.
- iv) Holding a meeting or Open Day which members of the public can attend to voice views on regional transport issues, both current and future.
- v) Releasing the draft documents for public submission, and obtaining feedback for established preferred strategic options.

Timeframe

A timeframe has been developed to provide an indication of when the consultation will be carried out, but this may be somewhat influenced by the consultation timetable proposed for the LTCCP. The timetable is shown below:

Task	Anticipated Timing
Stakeholder & Targeted Consultation	Commencing 7 th Feb 2005
Iwi Consultation	Commencing 7 th Feb 2005
Public Consultation & Submission Process	Following release of Draft Documents & Commencing 1 April 2005

Analysis of Feedback

After the release of the draft documents and the closing of submissions, the Council is obliged under the Local Government Act to provide an opportunity for submitters to present their submissions to the Committee. Comments made by interested parties will then be compiled and analysed in terms of how these comments or ideas can influence the Council's decisions for RLTS and RAMP. A meeting will be held with the Committee to discuss the issues and ideas raised and to make decisions on implementation and responses to public. It is important for the public to know how they influenced the decisions made and if not, why.

Feedback to Interested Parties

After the submission process on the draft document, feedback will be given to those who have made comments on the strategy. This will be primarily by means of a newsletter sent to all those who have been consulted or who registered an interest in the review process. There will also be a media release to advise the general public how their comments have influenced the decisions of the Council.

Monitoring of the Implementation Process

Extensive measures have been put in place to ensure all affected and interested parties are kept informed of progress of the implementation of the strategy and given opportunities to discuss any matters of interest or concern they may have with the Council and the Review Team. Those who will receive newsletters include submitters, as well as tangata whenua, local authorities, ratepayer and transport associations, and interest groups. Copies will also be available at all libraries in the Region, and Gisborne District Council offices.

Appendix D

List of Site Closures

List of Road Site Closures since 2001

State Highway 2

RP361/3.22 Traffords Hill Summit (S)
RP390/8.03 Otoko Hill Summit (S)
RP390/12.95 Mahaki Corner (F)
RP406/8.10 Whatatutu/Dymocks (F)
RP416/3.80 Nesbitts Dip (F)
RP443/11.23 Foxleys (F)
RP461/0.35 Rail Overbridge (F)
RP474/5.15 Tarewa (S)

State Highway 35

RP124/2.40 Potaka (Slip)
RP124/3.60 Potaka School (F)
RP124/4.10 Potaka (Slip)
RP132/3.05 Whaakai Culvert (F)
RP132/4.03 Whaakai Swamp (F)
RP132/10.95 Waitaukakari Corner (F)
RP144/12.40 Te Araroa Flats (F)
RP200/6.90 Ruatoria Weighpit (F)
RP200/11.90 Pahi Culvert (F)
RP213/8.30 Fairlys Bridge (F)
RP238/1.10 Tokomaru Bay South II (F)
RP250/10.70 Paroa Straight (F)
RP263/4.38 Wharekaka (F)
RP263/1.10 Mangatuna Quarry (F)
RP263/2.54 Mangatuna Road South (F)
RP274/9.25 Rototahi (F)

Appendix E

List of Strategic Projects

List of Strategic Projects

Studies	
Corridor Management Plans	\$250,000
Parking management strategy for Whangarei	\$100,000
Pedestrian strategy - network plan	\$100,000
Road Safety Education (extra for road safety co-ordinator) @\$50k per year	\$500,000
Total (Studies)	950,000

Roading	
Establish cycle lanes on existing main cycle commuter routes. Identification and designation of city cycle routes.	\$200,000
SH 35 Kemps Hill Realignment	\$2,250,000
Mangaoporo Road Seal Extension	\$500,000
Bridge Replacements - Makokomuku Bridges	\$400,000
Bridge Replacement - Wharekahika Bridge	\$750,000
Rest Areas; upgrade rest areas on SHs, install more at strategic intervals. Improve advance warning, signage and access to them	\$250,000
SH 35 Seal Widening	\$2,100,000
Street Lighting	\$250,000
SH 35 Seal Widening	\$2,000,000
SH 35 Seal Widening	\$1,920,000
SH 35 Seal Widening	\$1,125,000
SH 35 Slow Vehicle Bays	\$312,000
SH 2 Slow Vehicle Bays	\$600,000
SH 35 Slow Vehicle Bays	\$374,000
SH 35 Slow Vehicle Bays	\$96,000
SH 35 Slow Vehicle Bays	\$84,000
Matawai/Divide	\$150,000
AC Surfacing	\$700,000
Coastal protection	\$500,000
Bushmere Road designation to SH2. Avoid heavies entering Makaraka	\$1,000,000
Tar sealing completion	\$22,500,000
Rural locations with high crash rates	\$500,000
Sealing of East Cape Road (Te Araroa)	\$300,000
SH 35 Seal Widening	\$1,620,000
SH 35 Slow Vehicle Bays	\$312,000
SH 35 Slow Vehicle Bays	\$400,000
Hirini Street Realignment	\$4,000,000
Total Roading	45,193,000

Travel Demand Management	
School Travel Plans. 6 primary 4 secondary @ \$250K =	2,760,000
Gisborne Community Travel Planning	1,000,000
Total (TDM)	3,760,000

Walking and Cycling	
miscellaneous walking & cycling projects.	1,000,000
Wainui cycleway \$0.5mil.	500,000
Promotion of cycling and walking	200,000
Total (Walking and Cycling)	1,700,000

Passenger Transport	
Subsidised Taxi Schemes for Gisborne	200,000
Improved bus services in Gisborne \$250K/yr = \$2.5mil	2,500,000
Coastal transport service investigation/implementation (investigate \$25k) operation \$200k/y for 7 years	1,425,000
Total (PT)	4,125,000

Estimated Current Funding Allocation	484,900,000
Additional for preferred option 3+	55,728,000
Total Spending to achieve option 3+	540,628,000