Our focus in Gisborne is to help create a safer, more resilient transport system. One that can support a lift in social and economic outcomes for local communities, maintain critical connections to neighbouring regions and enable growth. Our focus is also to help provide appropriate levels of service across networks while increasing use of public transport, walking and cycling.

### AT A GLANCE

- **Gisborne**
  - **Regional Summary**
  - **Version 1.1**
  - **Significance of Step Change to Region 2021–31**

#### IMPROVE URBAN FORM

Gisborne’s population is forecast to be reasonably steady, reaching 50,000 in 2028.

#### TRANSFORM URBAN MOBILITY

Existing urban networks are generally fit for purpose, but growth in freight is placing pressure on key urban routes. Gisborne has limited public transport services and walking and cycling trips have been declining.

#### SIGNIFICANTLY REDUCE HARM S

Serious crashes in the region are concentrated in the Gisborne urban area and on high-risk rural roads. Focus is needed on high-risk intersections, run-off road crashes, vulnerable users and driver behaviour.

#### TACKLE CLIMATE CHANGE

Some transport networks are at risk from sea level rise. More intense storm events combined with unstable terrain is likely to increase erosion and flooding risks. Already a low-carbon emitter, Gisborne is well placed to focus on plans for a low-emissions economy.

#### SUPPORT REGIONAL DEVELOPMENT

Gisborne has a proportionally low-level of working age population, meaning high levels of youth and senior residents. Access to employment, education and essential services needs to improve, particularly for remote communities in the north of the region.

We aim to better collaborate with partners to explore opportunities to improve regional development (particularly associated with Eastland Port) existing industries (such as forestry and farming) and for tourism-based initiatives.
GISBORNE TODAY

GISBORNE IS ONE OF THE COUNTRY’S MOST REMOTE REGIONS AND HOME TO APPROXIMATELY 48,000 PEOPLE, 1% OF NEW ZEALAND’S POPULATION.

The population has a large number of young and senior age groups, with a comparatively small working age population. Gisborne city is the main urban area home to approximately 75% of the region’s population and is the key hub for employment and services. Communities in the north of the region are small, relatively isolated, highly reliant on a single road transport connection and experience high levels of deprivation. Barriers of distance, affordability and network resilience mean these communities face challenges accessing employment, education and essential services that are concentrated in Gisborne. Gisborne residents rely on access to Waikato Hospital for a range of specialist medical services.

The regional economy is largely based on primary production with forestry, fishing, sheep and beef farming, horticulture and viticulture all being significant contributors. A key focus for the region is to grow its tourism economy.

Recently, the Gisborne economy has lagged behind other parts of the country. The Tairāwhiti Regional Economic Action Plan, He Huarahi Hei Whai Oranga, was launched in February 2017, with a focus on freight, tourism and efficiency. Gisborne has received money from the government to address challenges around access to social and economic opportunities and to help diversify the economy.

Gisborne has a limited number of public transport services and around 90% of trips to work are by private vehicle. The number of people walking and cycling is declining, however planned investment in urban cycleways seeks to increase the number of local trips by bike or on foot, with a focus on safe journeys to schools.

The urban transport system is generally well connected, with capacity to manage projected volumes in most areas. The key areas of growing pressure include growth in freight, particularly export log volumes to Eastland Port and other sites, and growing traffic volumes on a few key urban routes.

Elsewhere in the region challenging terrain and long distances result in relatively long travel times. The region is highly dependent on SH35 and SH2, particularly through the Waioeka Gorge which has significant resilience challenges, with no viable alternate routes in most locations. The reliability of these corridors is therefore critical to the region.

<table>
<thead>
<tr>
<th>Kilometres of Network in Region 2016/17</th>
<th>Percentage of Kilometres Traveled 2016/17</th>
</tr>
</thead>
<tbody>
<tr>
<td>State HWYS: 331 km</td>
<td>State HWYS: 47%</td>
</tr>
<tr>
<td>Local Roads: 1,889 km</td>
<td>Local Roads: 53%</td>
</tr>
<tr>
<td>Rail: 48 km</td>
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</tbody>
</table>

**Kilometres of Network**

**State HWYS**

**Local Roads**

**State HWYS 47%**

**Local Roads 53%**

**Kilometres of Network in Region 2016/17**

**Percentage of Kilometres Traveled 2016/17**

**Mode Share (Journey to Work) 2018**

- 93% Private Vehicle
- 4% Public Transport
- 3% Walking & Cycling

**Population Age Profile 2018**

- 24% 0-14 yrs
- 42% 30-64 yrs
- 18% 15-29 yrs
- 16% 65+ yrs

**Top 5 Employment Sectors Year End March 2018**

- Healthcare & Social Assistance (12.8%)
- Manufacturing (12.5%)
- Retail Trade (8.8%)
- Agriculture, Forestry and Fishing (16.1%)
- Professional, Scientific, Technical Administrative and Support Services (10.1%)
GISBONE TOMORROW

The population is forecast to reach at 50,000 in 2028,\(^1\) with growth heavily focused in Gisborne city. Elsewhere, rural communities are projected to decline.\(^1\) If current settlement patterns continue, it could increase reliance on private vehicles and make journey times longer.

Forestry is set to become more important thanks to initiatives such as One Billion Trees, with a flow-on effect of heavy vehicles moving to Eastland Port. This could put further pressure on key urban routes. Other primary industries and manufacturing are still important, but there will be changes to the nature and movement of freight, because of the transition to a low-emissions economy. Employment in service industries is growing in Gisborne.

Coastal erosion, sea level rise, flooding and storm intensity is forecast to increase over the next 30 years raising risk to communities, and the road and rail network. This will add to existing resilience challenges due to steep-to-hilly country and a large proportion of land that is unstable and susceptible to erosion, combined with limited or no alternate routes in many areas. Of the region’s 1889km of local roads, 37% are unsealed.\(^2\) Forecasts of hotter, drier summers will worsen damage caused by heavy vehicles on unsealed roads and increase dust issues. Hotter summers also bring increased risk of droughts and wild fires.

Emerging technologies, such as on-demand shuttles, could increase transport options for remote communities, and improve access to services in Gisborne. Better access to high-quality data and information will enable improved management of the existing transport system and supply of information to customers, creating a more resilient and adaptable community.

Rural and remote communities are looking for improved connections to the Gisborne urban area for their young people to access education and work, and for older residents to access health and social services. Those living in the Gisborne urban area will have a growing expectation to plan, book and pay for transport across a range of modes on one digital platform.

The proportion of the region’s population on fixed incomes is likely to place pressure on Gisborne District Council’s ability to maintain existing infrastructure, fund new infrastructure and provide appropriate services to residents.

KEY INSIGHTS

- Gisborne’s social and economic opportunities are dependent on connections north to the Bay of Plenty and south to Hawke’s Bay (and on to other regions) to support key industries, move goods to market, enable visitors, provide access to specialist services (including medical) and allow communities to thrive. Providing a safer and more reliable journey is important on these routes, particularly through the Waioeka Gorge. Consideration should also be given as to whether rail freight can support the region’s economy.
- Transport can support regional development by improving access to employment and essential services for remote East Cape communities, enabling the movement of goods to Eastland Port and access to visitor destinations, and ensuring safe and reliable connections to neighbouring regions.
- While Gisborne has relatively low levels of total deaths and serious injuries (DSIs) per capita. To improve safety outcomes, focus is needed in the Gisborne urban area, on high-risk rural roads, and on targeting speeding, driving under the influence, and those not wearing seat belts.
- Road networks across the region face resilience challenges because of unstable terrain combined with heavy rain, and limited viable alternate routes. These impacts are expected to increase as a result of climate change and an increase in extreme weather is forecast for the region. Sea level rise is also expected to impact on coastal communities and low-lying roads because of increased coastal erosion and flooding.
- Gisborne faces challenges around managing the impacts of forestry and logging, including the impact of heavy vehicles on local, often unsealed roads, and conflict between vulnerable road users and heavy vehicles when freight routes pass through town centres.
FOCUS OF EFFORT: 2018-21

For the population of Gisborne having a resilient transport network is crucial. The region’s relative isolation means it relies on the state highway network and local roads to connect its communities, to get goods from farm gates and forests to markets, and to support growth in tourism. Reliable and efficient transport connections remain the greatest challenge for the region. Closures have a significant social and economic impact on rural communities. Connections to neighbouring regions are limited. Both SH2 northwest to the Bay of Plenty and SH35 to the north are vulnerable to closures, and the detours are long when there is any disruption. Gisborne District recognises the need to increase maintenance of local roads in order to maintain existing levels of service, due to increases in heavy vehicles and more frequent storm events.

The Tairāwhiti Regional Economic Action Plan, He Huarahi Hei Whai Oranga, identifies a number of transport objectives to support improved economic and social outcomes for the region:

- Safety and resilience of the network.
- Freight efficiency, including safe and reliable connections to the Eastland Port, SH35 and its connecting routes and SH2 to the rest of the country.
- Tourism-related upgrades.
- Efficient routes for both general and heavy traffic.

With the expansion of forestry harvesting in the region, the upgrading of rural roads remains a priority to cater for the increase in freight traffic. High productivity motor vehicles (HPMVs) are a growing proportion of traffic on SH2 south of Gisborne, but full HPMV access is restricted on many roads. Current projects include:

- bridge strengthening to upgrade parts of the network to carry 50MAX vehicles
- upgrade of SH2 Napier to Gisborne to accommodate full HPMV access, allowing greater movement of goods
- maintaining, operating and renewing local roads and state highways
- road safety promotion to improve road user behaviour
- continued development of the inner harbour
- improved access to Eastland Port.

This map shows all projects underway during the period.
**SUPPORT REGIONAL DEVELOPMENT (HIGH)**

Gisborne is a priority for regional development support. To support regional growth, improved access to education and employment and to help raise living standards, we will:

- plan and deliver transport infrastructure and services that improve economic and social connections, such as the Tairawhiti Roading Package and related initiatives
- plan and deliver transport infrastructure and services that maximise the benefits of significant industry development initiatives such as the growth of forestry
- improve collaboration between Waka Kotahi, KiwiRail, Gisborne District Council and Eastland Port to explore opportunities for improved regional development
- explore opportunities to support tourism, including visitor destination management plans, road sealing, township enhancements and improved freight management
- explore opportunities to improve mobile services (tradespeople/car servicing/medical) to remote rural communities.

**TRANSFORM URBAN MOBILITY (MEDIUM)**

Our focus will be on:

- growing walking and cycling networks to provide access into and within the central city from surrounding suburbs and enabling safe journeys to schools
- improved public transport services, including on-demand services where these can better meet customer needs in Gisborne, with a focus on supporting access to essential services for non-drivers such as SuperGold and school bus services.

**IMPROVE URBAN FORM (MEDIUM)**

While our focus is on multi-agency partnerships in major urban centres, we recognise the potential for growth in and around Gisborne to support a safe and thriving city, with increased access to public transport, walking and cycling options and reduced carbon emissions.

We will engage in planning processes to support a well-integrated and well-designed land use and transport system that:

- enhances existing communities, making them a better place to work, live and play
- supports an increase in active modes, including trips by foot, bike and e-scooter etc
- reduces the need to travel long distances to access employment and services
- results in lower emissions per capita
- maintains or improves the safety and efficiency of the transport system
- supports initiatives to improve the amenity of the Inner Harbour area in Gisborne city.

**SIGNIFICANTLY REDUCE HARMs (MEDIUM)**

**SAFETY**

We will support implementation of the Road to Zero Safety Strategy for New Zealand and associated Action Plan (2020-22), and regional strategies, with emphasis on:

- safety interventions targeting high-risk intersections, and run-off road crashes on high-risk rural roads (rural roads are roads with speed limits >80km/h). This includes high-volume roads with high collective and personal risk
- separated facilities for walking and cycling in areas with significant usage
- targeted road policing and behaviour change programmes with a focus on alcohol and drug impairment, people not wearing seat belts and speeding
- speed management to provide safe and appropriate speeds on high-risk rural roads. Targeted use of safety cameras to reduce speeding.

**HEALTH**

Our primary focus around health is reducing harmful emissions in urban areas through improved urban form, increasing access to and use of public transport, walking and cycling, and other initiatives to reduce overall emissions. We will also continue to work to ensure that the noise impacts of transport are appropriately managed through a mix of land-use planning and mitigation works.

**TACKLE CLIMATE CHANGE (LOW)**

We will continue to work to understand the opportunities to support climate change adaptation and mitigation.

**ADAPTATION**

We will focus on:

- continuing to work better to understand the potential impacts of the rise in sea levels and more intense weather on transport networks
- engaging in local planning processes to avoid infrastructure and development in areas at increased risk of natural hazards and effects of climate change
- enabling continuous improvement in network resilience through maintenance and renewals, and ‘low cost/low risk’ investments
- enabling quick recovery following disruption to the land transport system.

**MITIGATION**

We will focus on:

- engaging in local planning processes to ensure urban form and transport planning supports reductions in emissions, private vehicle travel and average trip length
- ensuring network design and operation makes the best use of existing systems to manage demand and reduce emissions by prioritising the movement of public transport and low emission-options, and actively managing speed, urban freight and congestion.