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Regional Public Transport Plan 2022-2032

August 2022
Hawkes Bay Regional Council Publication No. 5590

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Transport Planning

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D Foreword from Regional Transport Committee Chair

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D 1 Introduction

R 1.1 About the Regional Public Transport Plan

A The Hawke's Bay Regional Public Transport Plan (RPTP), prepared by the Hawkes Bay Regional Council (HBRC), is a strategic document that sets the objectives and policies for public transport, contains details of the public transport network and development plans for the next ten years.

F The RPTP provides a means for councils, transport operators, stakeholders, and the public to work together to develop and improve the public transport network and supporting infrastructure.

A Hawke's Bay Regional Council (HBRC) is responsible for providing public transport services in our region, which largely comprise bus services that operate in and between Napier and Hastings, and the Total Mobility service, which provides discounted transport for people with disabilities which prevent them from using buses. These services are provided under contract to, and are subsidised by, HBRC.

F The money to pay for these contracts comes from fares from passengers using the service, Waka Kotahi NZ Transport Agency and HBRC ratepayers.

T 1.2 Timeframe

This RPTP covers the ten-year period from 2022 to 2032 but must be reviewed in three years' time. However, the Plan may also be reviewed in the event of any major changes to the funding or planning environment.

1.3 Strategic context for the RPTP

1.3.1 The Land Transport Management Act 2003

The Land Transport Management Act 2003 (LTMA) was amended in 2013, repealing the Public Transport Management Act and bringing the relevant provisions into the LTMA. The amendments also legislated a new public transport operating model (PTOM) - a new framework for the planning, procurement and delivery of public transport services. There is a strong emphasis on early engagement and collaboration between regional councils, territorial authorities, and public transport operators.

The purpose of the LTMA is to "contribute to an effective, efficient and safe land transport system in the public interest" and requires regional councils to adopt a regional public transport plan (RPTP), which must be reviewed every three years. The LTMA prescribes how plans are to be developed and sets out the matters that must be contained in a plan. It also describes the purpose of the plan, which is to:

- describe the public transport services that are integral to the public transport network
- define the policies and procedures that apply to those public transport services
- identify the information and infrastructure that supports public transport

Principles of the Public Transport Operating Model (PTOM) have been incorporated into the LTMA. PTOM is a system for planning, procuring, and funding public transport. It aims to increase patronage with less reliance on public subsidies, through better collaboration between operators and regional councils. PTOM requires all bus services to be divided into units and provided under exclusive contracts to HBRC.

1.3.2 The Government Policy Statement on Land Transport

The Government Policy Statement on Land Transport sets out the Government's desired outcomes and priorities for the land transport sector, and broad funding allocations over the next decade. The 2021 GPS strategic priorities are:

- Safety
- Better travel options
- Improving freight connections

- Climate change

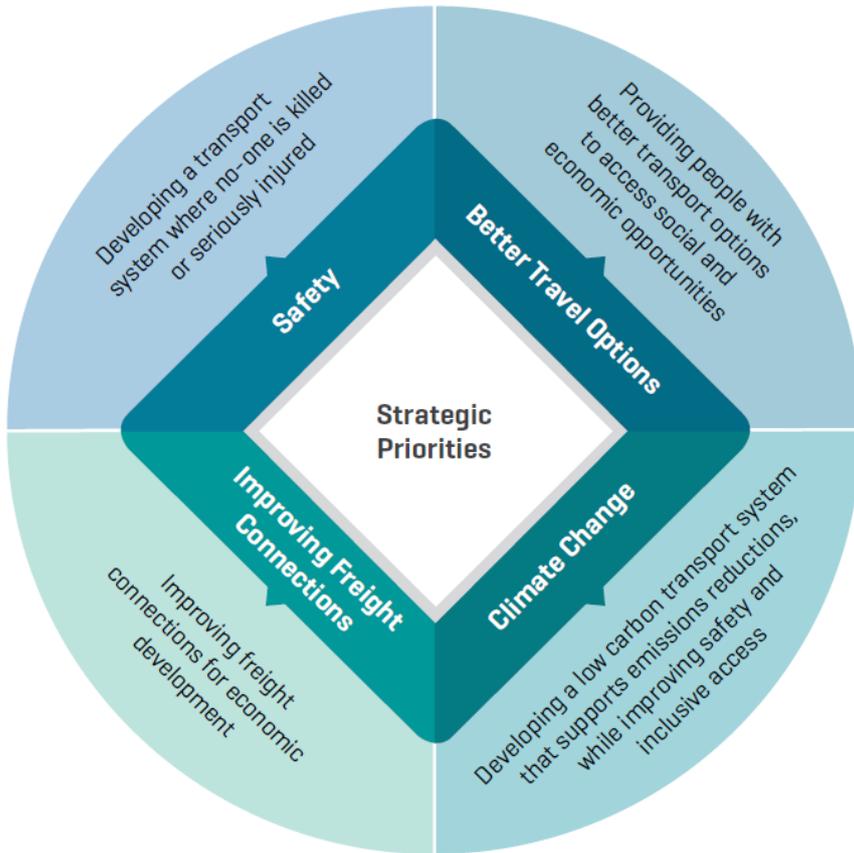


Figure 1: The four strategic priorities of the GPS-LT 2021

The Hawke’s Bay RTP has taken account of the 2021 GPS direction and priorities, particularly in relation to developing better travel options and climate change, through creating a path for “step change” in public transport for Hawke’s Bay.

The RTP contains the following direction that is consistent with the GPS:

- Investments in increased frequency and span of public transport services to meet the objective of better travel options
- Supports emission reductions and the climate change objective by creating viable alternatives to driving, further supporting vehicle kilometre travelled reduction targets.

1.3.3 The Regional Land Transport Plan

The Regional Land Transport Plan (RLTP) sets out the region’s vision, objectives and funding for all modes of land transport for which funding is received from the National Land Transport Fund. It contains objectives relevant to public transport and also sets out the required funding for the provision of public transport services and infrastructure over the next three years.

The RLTP has the following vision:

“Hawke’s Bay’s transport network fosters a vibrant, accessible and sustainable carbon neutral Hawke’s Bay.”

Supporting strategic objectives include:

- Achieve a safe transport system for users.
- Achieve a transport network that is resilient, reliable, and efficient.

- Provide transport choices to meet social, environmental, and cultural needs.
- Develop a transport system that contributes to a carbon neutral Hawkes Bay
- Minimise travel demand through planning and development.

1.3.4 Hawke’s Bay Regional Council Plans

The HBRC Strategic Plan 2020-25 identifies four areas of focus for this period. One of these is for sustainable and climate resilient services and infrastructure. The plan sets a strategic goal of a carbon neutral Hawke’s Bay by 2050 to align with central government. The public transport services described in this RPTP will contribute to this goal.

The HBRC Long Term Plan sets out public transport activities and funding sources for the next ten years. The plan is reviewed every three years, but significant changes in activities or expenditure are captured in an annual plan.

1.4 Strategic Case

This section provides a summary of the strategic case for the Regional Public Transport Plan. The strategic case forms part of the business case approach to investment in transport. As part of this process, key stakeholders in public transport have jointly identified regional problems, the benefits of addressing those problems, and responses to them, considering the feedback received from consultation with bus users and stakeholder organisations.

Problem 1: Driving (Vehicle Kilometres Travelled) has been increasing in Hawke’s Bay over the last decade. This is inconsistent with national and regional targets to reduce emissions from transport.

There are many incentives to drive in Hawke’s Bay. There is little congestion due to historical investment in high-capacity roads. Parking in both cities is plentiful and cheap. There is plenty of all-day free parking within easy walking distance of the city centres, and district plan rules have required parking provision for businesses until recent changes in 2022.

This environment has supported increases in Vehicle Kilometres Travelled (VKT) over the past decade. This is inconsistent with the national goal of reducing VKT by 20% of 2019 levels by 2035 from the first Emissions Reduction Plan (ERP) 2022. As Napier-Hastings is a Tier 2 urban area, it will be required to develop a regional VKT reduction plan for light vehicles. Figure 2 shows the VKT trend in Hawke’s Bay between 2001 and 2020.

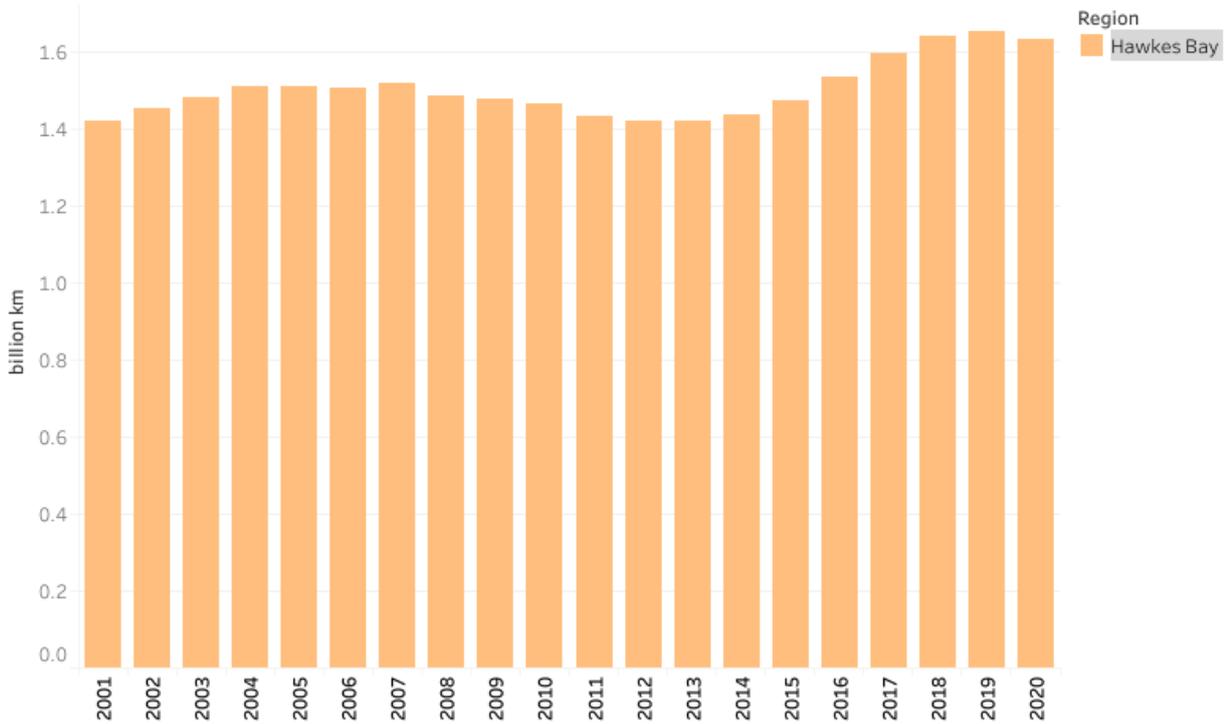


Figure 2: Vehicle Kilometres Travelled in the Hawke’s Bay – Source Ministry of Transport

This RPTP is responding to this policy direction ahead of time, by developing a plan for public transport that is a viable and attractive alternative to driving for more journeys. This will support a reduction in driving in the Napier-Hastings urban area.

Problem 2: The current car focused investment model in both rural and urban areas is leading to a suboptimal transport system that does not effectively integrate public transport and is inequitable for those who cannot drive.

Over recent decades, transport planning and investment has been targeted at providing an ever improving roading network, with public transport filling a secondary role. The urban areas have grown almost entirely with low density, car-centric, suburban development at the fringe of the cities. This has contributed to the declining use of the public transport network and growth in driving.

A focus on roading improvements and car-centric development excludes those who are unable to drive, whether due to age restrictions, disability, or the cost of driving. It is therefore an inequitable distribution of resources.

Population growth is forecast to occur in Central Hawke’s Bay towns like Waipukurau and Waipawa. While this provides significant opportunities, it needs to be supported with investments in public transport. This is necessary to mitigate the impact of this growth on vehicle kilometres travelled, as well as ensuring more equitable access to the services and opportunities located in Hastings and Napier.

Wairoa currently has no public transport services, leaving the community with few options. While traditional public transport may not be well suited to a small community, there is a desire to see alternative services introduced.

Problem 3: Public transport is not seen as an attractive or viable alternative to driving, in part due to limited frequency, span and accessibility of the existing network.

Public transport in the region is often viewed as a mode used only by people without any alternative. In the absence of significant deterrents to driving like traffic congestion or parking pressures, many Hawke’s Bay residents simply do not think public transport is for them. The convenience of driving often outweighs any

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other reasons for using public transport. This view supports the limited historical investment in public transport, further embedding public transport as an option only for those with no other choice. The current public transport network uses several low-frequency one-way loop routes to provide high coverage from a limited budget, however this results in poor service levels across the network. The existing network runs at low frequencies for limited hours each day. Most services are hourly or half hourly, even at peak times, with the last buses commencing service just after 6pm on weekdays, while weekend service is even more limited. This makes it inconvenient and unattractive for most potential users, which does not help reverse falling patronage.

Strategic Response The strategic responses we have developed to address these issues are described in **Section 6**.

D 2 Background

2.1 Current services

R The current bus and other services supported by HBRC are broadly described below. Details of the services HBRC considers to be integral to the public transport network in Hawke's Bay for the life of this RPTP are described in more detail in Appendix A.

2.1.1 Bus services

A HBRC currently contracts the provision of bus services in and between Napier and Hastings. This contract, which expires in July 2025, includes the following services:

- Between Napier and Hastings via Taradale and the Eastern Institute of Technology
- The Express between Napier, Hastings, and Havelock North (via Clive)
- The Express between Napier and Hastings via the Hawke's Bay Expressway
- Between Havelock North and Hastings
- Between Flaxmere and Hastings
- Within Hastings (covering the suburbs of Camberley, Mahora, Parkvale and Akina)
- Within Napier (covering the suburbs of Tamatea, Taradale, Maraenui, Onekawa, Ahuriri, Westshore and Bayview).

2.1.2 Other services

'MyWay' On-demand trial

F In June 2022, HBRC started a trial of on demand transport in suburban Hastings, replacing the underperforming 16A, 16B and 17 routes. On demand allows users to book a ride through a call centre or app and be collected from a 'virtual stop' nearby and dropped off close to their destination. The trial will allow HBRC to test and understand the potential role of on-demand within the Hawke's Bay public transport system and gauge community response to a more frequent and reliable public transport service.

Total Mobility Scheme

T HBRC funds and manages the Total Mobility scheme in Hawke's Bay. Total Mobility is a nationwide scheme which provides subsidised (half price, up to a maximum subsidy of \$40 per trip) taxi travel for people of all abilities who are unable to make use of the public transport network. The scheme also funds the provision of hoists for vehicles capable of carrying people who are use mobility aids. The scheme operates in Napier, Hastings, and Central Hawke's Bay. The Total Mobility Scheme is now managed via the national Ridewise platform, removing the reliance on members requesting pink voucher books to access the subsidy.

While the Total Mobility Scheme is important for providing more equitable access for those who cannot drive and even with the 50% subsidy on taxi travel, it is not an affordable or equitable for everyone for all trips. Creating an attractive and accessible public transport network that can suit the need of more people is key to managing demand for Total Mobility subsidies and delivering more equitable access.

SuperGold Card free travel scheme

This is a nationwide scheme, which provides free off-peak travel (between 9am and 3pm on weekdays and anytime on Saturday, Sunday and public holidays) on all local buses for SuperGold Card holders. The scheme is funded by central government and administered by HBRC.

2.1.3 Service improvements

HBRC has made many service and infrastructure improvements to bus services over the past few years. These improvements are listed below. Since 2009 the following improvements have been made by HBRC to bus services in Hawke's Bay:

Table 1: Service improvements made to the Hawke's Bay network since 2011

Service	Route	Improvements
10 EXPRESS	Between Napier and Hastings via the Expressway	<ul style="list-style-type: none"> New service introduced in September 2008 (cancelled in May 2014 due to low patronage, re-introduced in September 2016 on a different route to coincide with the HBDHB's Workplace Travel Plan).
11 EXPRESS	Between Havelock North and Napier, via Hastings and Clive.	<ul style="list-style-type: none"> New service introduced in September 2008.
12N	Napier to Hastings, via Taradale, EIT, Hawke's Bay Hospital and Bay Plaza	<ul style="list-style-type: none"> Introduced an extra 2.30pm service Monday to Friday in November 2009. Increased the number of Saturday services in November 2009 from 5 to 11. Introduced a new Sunday service in January 2011. Increased services to operate every 20 minutes in peak times and every 30 minutes in off-peak times.
12H	Hastings to Napier, via, K-Mart, Hawke's Bay Hospital, EIT and Taradale.	<ul style="list-style-type: none"> Introduced an extra 2.30pm service Monday to Friday in November 2009. Increased the number of Saturday services from 5 to 11 in November 2009. Introduced a new Sunday service in January 2011. Increased services to operate every 20 minutes in peak times and every 30 minutes in off-peak times.
13	Napier-Tamatea-Taradale-Tamatea - Napier	<ul style="list-style-type: none"> Route extended to include Taradale shopping centre in November 2009. Increased the number of services, Monday to Friday, from 9 to 11, in January 2011. Introduced a new Saturday service in January 2011. Route extended to cover Summerset Retirement Village, five trips Monday to Friday in 2017
14	Napier-Maraenui-Onekawa-Napier	<ul style="list-style-type: none"> Changed Saturday services to provide coverage from 5 hours to 7 hours in January 2011.

Service	Route	Improvements
15	Napier-Ahuriri-Westshore-Ahuriri - Napier	<ul style="list-style-type: none"> • Trial made permanent in September 2012, operates Monday to Saturday. • Route extended to cover Bay View, five trips Monday to Friday and all four Saturday trips, in 2016.
16 A & B	Hastings-Camberley-Raureka-Hastings Hastings-Mahora-Hastings	<ul style="list-style-type: none"> • Added an extra service at the end of the day, Monday to Friday, in November 2009. • Replaced with MyWay on-demand as part trial in June 2022.
17	Hastings-Parkvale-Akina-Hastings	<ul style="list-style-type: none"> • Changed route to travel via Summerset Retirement Village in November 2012. • Extended service coverage from 8 hours to 10 hours in 2016. • Changed route to travel via Karamu High School in 2016. • Replaced with MyWay on-demand as part of trial in June 2022.
20	Hastings-Flaxmere-Hastings, via The Park, Hastings	<ul style="list-style-type: none"> • Added an extra service at the end of the day, Monday to Friday, in November 2009. • Added an extra service in the middle of the day, Monday to Friday in January 2011. • Extended Saturday service coverage from 6 hours to 9 hours in January 2011. • Added seven extra daily services, Monday to Friday, in October 2012.
21	Hastings-Havelock North-Hastings, via The Park, Hastings	<ul style="list-style-type: none"> • Added an extra service in the middle of the day in January 2011 • Extended the route of the Saturday service to follow the same (wider) route as the Monday to Friday service in January 2011. • Introduced a Sunday service, consisting of 3 trips, in 2016. • Extended the route to cover the Summerset Village on Arataki Road and to better service the Lipscombe Crescent area.
MyWay On-demand	Hastings Urban Area	<ul style="list-style-type: none"> • On-demand trial for Hastings urban area, excluding Flaxmere and Havelock North, replaces routes 16 A & B and 17 in June 2022.
BUSES	All routes	<ul style="list-style-type: none"> • All buses (with the exception of the Express services) wheelchair accessible from 2009. • All buses meet the Euro 4 emission standard. • Introduced Public Holiday services (Saturday/Sunday timetable applies) in October 2011. • Bike racks installed on most of the fleet in October 2012. • Bike racks available on all the buses from 2016.

Service	Route	Improvements
		<ul style="list-style-type: none"> All buses wheelchair accessible from 2016.
TICKETING	All routes	<ul style="list-style-type: none"> Introduced a “Smartcard” fare payment system in 2009. New BeeCard integrated ticketing introduced in August 2020.
FARES	All routes	<ul style="list-style-type: none"> Simplified the fare structure by reducing the number of fare zones from four to two in November 2009. Introduced a new concessionary fare category – ‘Community Services Cardholders’ to replace the ‘beneficiary’ and ‘disabled’ categories, in June 2010. Set up system whereby passengers and caregivers travelling from Napier to Hawke’s Bay Hospital for appointments/treatment can travel free of charge, with fares reimbursed by the Hawke’s Bay District Health Board. Fares are reviewed annually each September (though not necessarily increased). Work with NGOs and government agencies to provide bespoke ticketing arrangements. Free travel for hospital patients extended to passengers travelling to both Napier and Hastings for medical appointments (fares reimbursed by the HBDHB) in 2017. Workplace travel plan arrangement established with the HBDHB (fares subsidised by the HBDHB) in 2017. Trial of ‘flat fares’ approach, with \$1 for one zone and \$2 for two zones with a BeeCard began in August 2020.

The number of bus passengers increased significantly between 2009 and 2014 but has declined since then, dropping back to 2009 levels before suffering further losses during the Covid-19 pandemic (refer Figure 3 below).

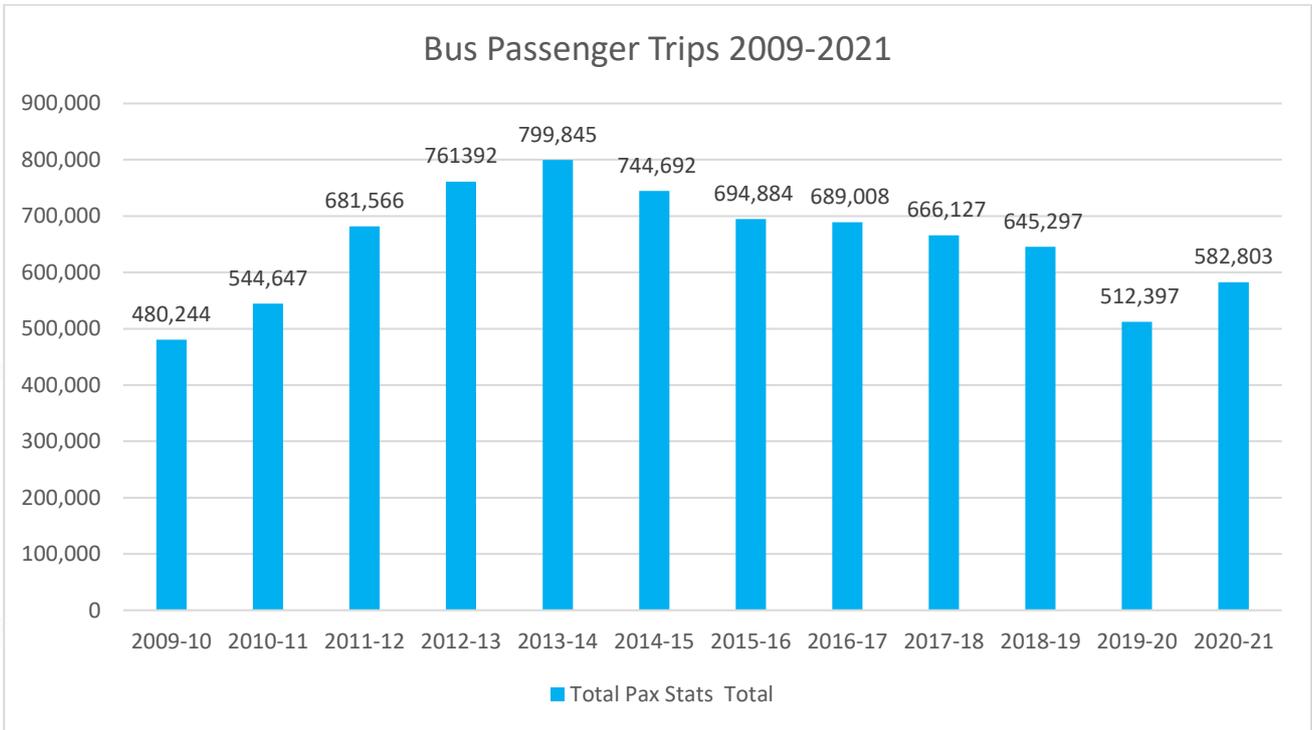


Figure 3: Hawke's Bay bus passenger trips by year

2.1.4 Total Mobility Scheme

The Total Mobility Scheme is a nationwide scheme that provides discounted taxi transport for people with disabilities which prevent them from using public transport. Eligibility for the scheme is determined by the effect the impairment has on the individual’s ability to undertake components of a journey on the public transport network.

Total Mobility services are provided under contract to, and are subsidised by, HBRC.

The use of the Total Mobility Scheme has generally increased over the past decade due to an aging population. In 2022 there are 3,521 members, compared to 3,598 in 2017-18, 1,914 in 2008-09 and 2,640 in 2011-12. As demonstrated in Figure 4 below, Total Mobility trips were trending upwards prior to 2020, in which trips were down, likely due to Covid-19. Given Hawke’s Bay’s population is ageing, the upwards trend is likely to re-establish as a sense of normality returns post pandemic.

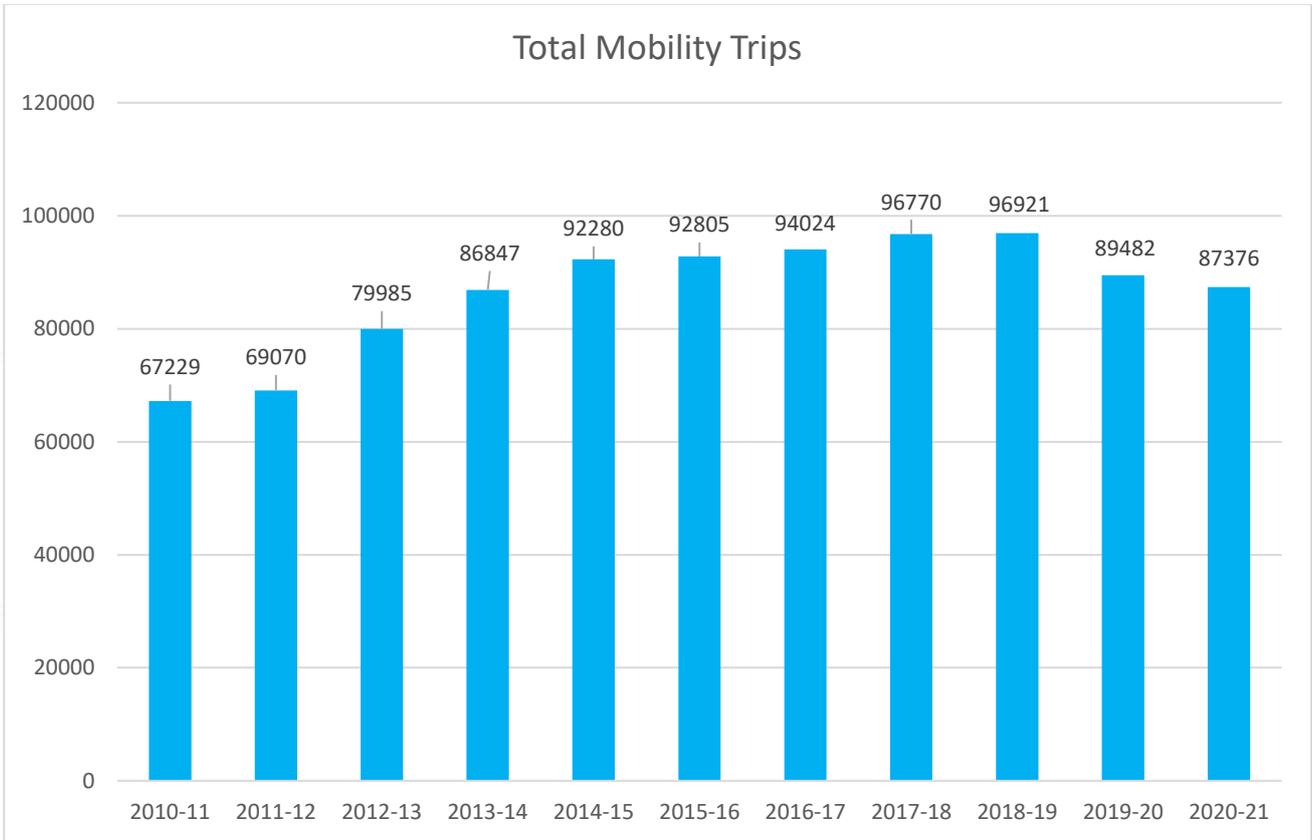


Figure 4: Hawke's Bay total mobility passenger trips

2.2 Why HBRC subsidises public transport

Passengers do not pay the full cost of the public transport services they use. Passengers' fares covered 19% of the cost of running the bus services in Hawke's Bay in 2020-21, a historically low level as patronage and fare revenue was significantly impacted by Covid-19 restrictions. HBRC aims to increase the farebox recovery ratio back to the pre-pandemic rate of 37%. Total Mobility passengers pay half the cost of their travel.

HBRC and the Waka Kotahi NZ Transport Agency subsidise public transport because it provides a range of benefits.

Roading and parking: Public transport helps relieve road congestion and reduce the need for new roads. It also reduces pressure on car-parking spaces.

Economic: Providing people with access to employment and educational facilities results in economic benefits for the individual and the community. There are also economic benefits from the reduced need for road construction and maintenance.

Environmental: Buses save energy compared to car trips and result in reductions in vehicle exhaust and noise emissions. Modern buses are extremely fuel efficient and have low emissions.

Health: Public transport has benefits to health, as most journeys involve a walk or bike ride to and from the bus stop and result in fewer emissions and airborne particulates than driving. It may also prove less stressful than driving.

Access and mobility: Public transport provides a means of travel to work, education, and public services for those who may not have alternative transport options. It is an essential link for many between residential areas, commercial areas, recreational areas, educational facilities, health services and community events and activities.

D **Safety:** People have a much lower risk of accidental injury on a bus than using any other mode of transport.
Social: Many people do not have access to a car, with public transport the only viable option for travel. There is a significant social benefit from reducing community isolation.
Community resilience: A strong public transport network provides transport resilience in the face of rising/unpredictable fuel prices.

R **2.3 Involvement of other parties**

A There are many parties involved with providing public transport services. While HBRC plans, funds, and contracts the required services, other parties also have a role to play.

The territorial authorities (in particular Napier City Council and Hastings District Council) play a major role through the provision of supporting infrastructure such as bus-stops. The NZ Transport Agency provides substantial funding for public transport.

F The District Health Board funds the provision of free trips for hospital patients on all services and provides incentives to encourage its staff to use the bus. Community organisations also have a role to play as advocates for the needs of the users.

T Under PTOM, service providers are critical partners. HBRC works with its service operators in a spirit of collaboration in order to improve the efficiency and effectiveness of services. Practices such as annual business planning, and financial incentive mechanisms will encourage all parties to work together to plan, innovate and improve public transport in Hawke's Bay.

This Plan cannot be successfully implemented without the support of all these parties. HBRC will work closely with these parties to facilitate the provision of the required services.

2.4 Funding

The funding for the services in this Plan comes from three sources:

- Fare revenue from passengers, organisations which purchase tickets on behalf of their members and a crown appropriation (through the Ministry of Transport but administered by the Waka Kotahi NZ Transport Agency), which pays for the cost of free off-peak travel for SuperGold card holders. From September 2022, there will be a 50% discount on adult fares for Community Services Card holders, paid for by Ministry of Transport in a similar manner to the SuperGold card scheme.
- HBRC, which raises its funds from local ratepayers via a targeted rate; and
- Waka Kotahi NZTA, which contributes between 50% and 60% of the cost of services after fares.

The Covid-19 pandemic has had a significant impact on patronage and fare revenue. Given the imperative to improve services to support mode shift, reduction in VKT and more equitable access by public transport, which requires increased funding, this Plan is being prepared with the assumption that increased funding and new sources can be identified in the lead up to the new 'step change' network implementation in 2025. While there has been a decrease in fare revenue, this plan has been developed with the goal of being implemented within the currently indicated rates rise and spending over the coming decade, alongside the usual Waka Kotahi NZTA funding share.

It is expected the 'step change' network, detailed in Section 5, to be implemented in 2025 will deliver a significant increase in patronage and therefore fare revenue. The improved services will provide increased commercial opportunities including employer partnerships and advertising.

The changes to national funding policy in mid-2018 mean HBRC are no longer required to set a regional target for farebox recovery. However, monitoring of farebox recovery rates using the methodology and reporting process specified by Waka Kotahi is still required. This monitoring is detailed in Appendix D.

The farebox recovery ratio for Hawke's Bay bus services for the 2020/21 financial year was 19%. This reflects the disruption caused the Covid-19 pandemic with less people travelling decreasing patronage. While there is no requirement to set a target, HBRC considers it to be important to return this rate to

D around pre-covid levels as soon as possible. The following strategies along with the strategic response, detailed in Section 5, will support this.

R **Strategy 1: Shift to a patronage focused network**

The current network is coverage-focused by design with low frequencies and indirect one-way loops, limiting its ability to be viable and attractive alternative to driving. The low patronage from this leads to a low farebox recovery rate. The new network is patronage-focused by design, with high frequencies and direct bidirectional routes aimed at maximising ridership, which should lead to higher fare revenue and higher farebox recovery.

A **Strategy 2: Review of fare products and fare levels**

F Increasing fares can lead to increases in revenue and thus improve farebox recovery. Small increases in fares are likely to be required occasionally to cover the increases in costs of providing bus services. However, steep increases in fares can be inequitable and lead to loss in patronage, potentially resulting a net loss in fare revenue and worsened farebox recovery, so changes need to be well considered. From September 2020, Waka Kotahi, on behalf of the Ministry of Transport, will fund half price fares for Community Service Card holders. This will open possibility for fare reviews and changes which can occur in an equitable manner while ensuring fares make a significant contribution to the cost of running the network, while achieving other council goals.

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DRAFT 3 The Transport Disadvantaged

Under Section 120(1) (viii) of the LTMA, the draft Plan is required to describe how the proposed services will assist people who are “transport disadvantaged”. Section 124(d) also requires HBRC to consider the needs of the transport disadvantaged when approving an RPTP.

The term “transport disadvantaged” is defined in the LTMA as those who HBRC has reasonable grounds to believe are the least able to travel to basic community activities such as work, education, health care, welfare, and shopping. HBRC believes the following groups are transport disadvantaged:

- Children
- The elderly
- People with disabilities
- Tertiary students
- People on low incomes
- People who are unable to drive or have no access to a vehicle

HBRC believes that the network changes, service improvements and the associated fare policies proposed in this Plan will assist the needs of these groups. The services proposed in the Plan are designed to provide wide coverage of residential areas, linking them with commercial and community facilities. By delivering a more legible, frequent network which operates for longer hours throughout the day and on weekends, the transport disadvantaged will be able to make more types of trips.

The existing fare system provides support to the elderly, who benefit from the SuperGold Card free travel scheme. From September 2022, there will also be a 50% discount on fares for Community Services Card holders.

The buses used on the services in Hawke’s Bay are all wheelchair accessible, which assists people with disabilities, older people, and parents with young children. All buses have bike racks, which enables people to travel a greater distance to or from a bus stop, while electric scooters and other small micro-mobility devices can be carried onto buses. Bike racks on buses can only carry two at any one time. Improving bike parking at key bus stops and interchange points, can support greater use of bikes for first/last mile access. The Total Mobility Scheme provides services for those of all abilities who are unable to use public transport, however the Public Transport network infrastructure needs to become more accessible to enable people of all abilities to have equitable access and options.

HBRC continues to partner with a range of groups representing those who are transport disadvantaged, to ensure all needs are considered, and access remains equitable.

D 4 Vision, Objectives and Policies

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4.1 Vision

HBRC's vision for public transport is:

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

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4.2 Objectives and policies for Hawke's Bay Regional Council Bus Services

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4.2.1 Our network:

Network design objectives

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

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Network operation and service quality objectives

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

4.2.2 Our customers

Objectives:

- People in the urban areas of Hastings and Napier have access to public transport services to connect them to employment, shopping, medical, entertainment, recreational and educational facilities.
- Services are environmentally responsible and integrated with other transport modes, particularly walking, and cycling.

Table 2: HBRC customer policies

Policy Area	Policy
NETWORK DESIGN	HBRC will: <ol style="list-style-type: none">1. Plan and deliver a network which is simple and legible for users and reasonably direct.2. Plan and procure services at the following minimum service levels for the core network of service<ul style="list-style-type: none">• Frequent: 15 minutes or better between 7am and 7pm, 7 days (weekdays and weekends). Services may have lower frequency outside those hours.• Connector: 30 minutes or better between 7am and 7pm, 7 days (weekdays and weekends). Services may have reduced frequency outside those hours.

Policy Area	Policy
	<ul style="list-style-type: none"> • Other (Local, rural-township, peak-only, school, Total Mobility and on demand services): no minimum service levels. <p>3. Complete the MyWay on-demand trial and identify the role of on-demand in an integrated Hawke’s Bay public transport network, complimentary to a fixed route network.</p>
ACCESS TO SERVICES	<p>HBRC will:</p> <ol style="list-style-type: none"> 4. Aim to provide services so that at least 70% of residents within the Napier-Hastings urban area are within 500m walking distance of bus stops with all-day bidirectional service. 5. Subject to available funding, and where sufficient demand exists, look to introduce new services on a trial basis. Any trial should be subject to a minimum trial period of six months before any amendment or cessation. 6. Ensure the network caters for patterns of student travel that are likely to overcrowd public buses on scheduled urban services. 7. Consider the provision of extra services for special events <ol style="list-style-type: none"> a. which are non-commercial b. where there is free entry for the general public c. where over 5,000 attendees are expected d. where organisers will contribute one-third of the net cost of additional services
TRANSPORT DISADVANTAGED	<p>HBRC will:</p> <ol style="list-style-type: none"> 8. Consider the needs of those who are transport disadvantaged when providing services. 9. Ensure all services are operated by wheelchair accessible buses. 10. Ensure that the public transport network has accessible infrastructure that provides options to people of all abilities.
HEALTH AND SAFETY	<p>HBRC will:</p> <ol style="list-style-type: none"> 11. Ensure vehicles operated under contract to HBRC meet the safety standards required by law and the quality standards set out in the Waka Kotahi NZ Transport Agency Requirements for Urban Buses, and that safety monitoring is undertaken through the Operator Safety Rating System. 12. Continue the current scheme, initiated with Hawke’s Bay District Health Board with Health New Zealand to facilitate ease of travel for those needing to attend health appointments, while Health New Zealand, funding allows.
ENVIRONMENTALLY RESPONSIBLE	<p>HBRC will:</p> <ol style="list-style-type: none"> 13. Ensure vehicles operated under contract to HBRC meet the environmental standards as set out in Waka Kotahi NZ Transport Agency Requirements for Urban Buses.
INTEGRATION WITH OTHER MODES	<p>HBRC will:</p> <ol style="list-style-type: none"> 14. Ensure that all buses used in HBRC services have bike racks. 15. Work with local authorities to improve integration of buses with cycling and walking.

Policy Area	Policy
	16. Work with local authorities to install secure cycle racks at major bus stops.

4.2.3 Our Service

The purpose of this section is to ensure the experience of the customer is enhanced by having appropriate vehicles and infrastructure.

Objectives

- Public transport operations provide comfortable and safe travel, minimise adverse environmental effects and improve health outcomes.
- Provision of a high standard of infrastructure that supports the network of bus services.

Table 3: HBRC service policies

Policy Area	Policy
BUSES	<p>HBRC will:</p> <ol style="list-style-type: none"> 17. Ensure all vehicles providing services under contract are part of a consistent HBRC endorsed brand and colour scheme, while allowing reasonable operator branding. 18. Ensure all publications and marketing materials feature the HBRC endorsed brand and colour scheme 19. Permit suitable commercial advertising on the rear of buses only. 20. Investigate rollout of zero-tailpipe emissions buses earlier than required by government policy.
SERVICE PERFORMANCE	<ol style="list-style-type: none"> 21. Provide high-quality, reliable services which create a first-class customer experience. 22. Specify high standards for reliability, timekeeping and customer service, and incentivise good service performance on all routes through bus operator contracts.
INFORMATION AVAILABILITY	<ol style="list-style-type: none"> 23. Ensure service information is readily available and easy to understand. 24. Provide up to date information on all services on the HBRC network and encourage Hastings District Council and Napier Council to do the same 25. Make information available through social media (e.g. Facebook). 26. Ensure information for those with sight impairment is available.
FARES	<ol style="list-style-type: none"> 27. Ensure fare payment systems are easy to use and accurately record passenger trip information. 28. Set fares in accordance with the targets and policies contained in the farebox recovery and fare-setting policy set out in Appendix D 29. Review fare levels annually in accordance with the policy set out in Appendix D.
PROCUREMENT, FUNDING AND DELIVERY	<ol style="list-style-type: none"> 30. Consider the following criteria when establishing public transport units: <ol style="list-style-type: none"> a. Does the unit configuration form a marketable whole? b. What customer market would it serve? c. How attractive would it be to tenderers? (to encourage competition)

Policy Area	Policy
	<p>d. Will the unit configuration maximise efficiency and achieve the best value for money possible?</p> <p>31. Procure bus services using the partnering delivery model and the price quality selection method as set out in NZTA’s Procurement Manual 2009</p> <p>32. Maximise funding from NZTA.</p> <p>33. Support the SuperGold Card free travel scheme funded by NZTA.</p> <p>34. Explore partnership and bulk purchase opportunities with large employers, schools and other destinations.</p>

4.2.4 The experience

The purpose of this section is to ensure the experience of the customer is enhanced by having appropriate vehicles and infrastructure.

Objectives:

- Public transport operations provide comfortable and safe travel, minimise adverse environmental effects and improve health outcomes.
- Provision of a high standard of infrastructure that supports the network of bus services.

Table 4: HBRC experience policies

Policy Area	Policy
BUSES	<p>HBRC will:</p> <p>35. Ensure all vehicles operated under contract will meet the minimum vehicle quality specifications as set out in the NZTA Requirements for Urban Buses.</p> <p>36. Provide wheelchair accessible vehicles on all services to ensure easy access for wheelchair users, parents with young children and passengers with mobility difficulties.</p> <p>37. Ensure the appropriate size bus is used on each service by catering for peak loadings at the service peak time.</p>
BUS STOPS AND TIMETABLE INFORMATION	<p>38. Work with local authorities to add more bus shelters to the network.</p> <p>39. Work with local councils to implement bus-stop improvements in line with Waka Kotahi Bus Stop Design Guidance. High use stops will be required to be well marked, with signage, shelters, high-quality footpath, kerbs and timetable information; and less frequently used stops will have road markings, signage and high-quality footpath kerbs and be well lit at a minimum. As stops are upgraded, they should generally be repositioned to sit in-line with the traffic lane to reduce delays for buses merging back into the traffic lane.</p> <p>40. Liaise with Napier City and Hastings District Councils regarding improved access from bus stops to buses for people in wheelchairs</p> <p>41. Ensure printed timetables are readily available, including large-print versions.</p> <p>42. Provide high quality web timetable and journey planning information.</p>

4.2.5 Looking forward

The purpose of this section is to ensure that public transport services cater for the changing needs of the population, including changes in residential and commercial areas; make provision for potential growth in demand for bus services caused by increases in fuel prices; and recognise future developments in infrastructure technology.

Objective:

- A flexible network that adapts to changes in demand

Table 5: HBRC future network policies

Policy Area	Policy
DEMAND	<p>HBRC will:</p> <ul style="list-style-type: none"> 43. Improve service levels and the quality of the network to stimulate demand for public transport 44. Regularly review all services to ensure they meet the goals of the region 45. Consider ongoing and potential changes in population, land-use and other factors that influence demand, to ensure the supply of services matches the demand. 46. Monitor the demand for rural services 47. Carry out a two-yearly passenger survey in line with Waka Kotahi NZTA requirements 48. Investigate the longer-term potential for park and ride facilities serving rural areas and improved interchange and terminus facilities at key points in the urban network
TECHNOLOGY	<ul style="list-style-type: none"> 49. Use changing technology where possible to provide a better service through improved ticketing systems, real-time information, or other improvements
INTEGRATION WITH OTHER SERVICES	<ul style="list-style-type: none"> 50. Discuss any potential improvements for better integration and shared facilities for long-distance bus and/or tourism services with the relevant council.

4.3 Objective and policies for Total Mobility

4.3.1 Our customers

Table 6: HBRC total mobility customer policies

Policy Area	Policy
TRANSPORT FOR PEOPLE WITH A DISABILITY	<p>HBRC will:</p> <ul style="list-style-type: none"> 51. Continue to provide the Total Mobility Scheme in Napier, Hastings and Waipukurau in line with the policy set out by NZTA, while reserving the right to limit resources subject to funding and to operate within budget. 52. Subject to NZTA funding, make wheelchair payments for each wheelchair transported in a vehicle.

4.3.2 Your service

Objective:

A funding system for Total Mobility services that is fair to ratepayers and users of the service, is efficient and effective, and recognises the different benefits occurring to each funding party.

Table 7: HBRC total mobility service policies

Policy Area	Policy
INFORMATION AVAILABILITY	HBRC will: 53. Ensure information on the Total Mobility Scheme is readily available and easy to understand.
FARES	54. Ensure fare transaction systems are easy to use and accurately record passenger trip information.
FUNDING AND DELIVERY	55. Maximise funding from Waka Kotahi NZ Transport Agency. 56. Consider applications from transport operators for the provision of Total Mobility transport services, while reserving the right to decline applications where: <ul style="list-style-type: none"> a. Demand cannot be demonstrated b. Adequate services are in operation c. Value for money cannot be demonstrated.

4.3.3 The experience

Objective:

A Total Mobility service that provides comfortable and safe travel

Table 8: HBRC total mobility experience policies

Policy Area	Policy
ACCESSIBLE VEHICLES	HBRC will: 57. Subject to NZTA funding, provide grants for the installation of wheelchair hoists.
HEALTH AND SAFETY	HBRC will: 58. Ensure vehicles operated under contract to HBRC meet the safety standards required by law. 59. Ensure Total Mobility providers have health and safety policies and procedures in place which meet the requirements of the Health and Safety at Work Act 2015.
TECHNOLOGY	60. Operate smartcard transaction technology for Total Mobility in the region, to support more independent travel.

4.3.4 Looking forward

Objective:

A flexible service that adapts to changes in demand.

Table 9: HBRC total mobility future policies

Policy Area	Policy
DEMAND	<p>HBRC will:</p> <p>61. Consider changes in population demographics, land use and other factors that influence demand on the Total Mobility Scheme, as opportunities to improve the Public Transport Network to ensure a range of options are provided to people of all abilities.</p>
TECHNOLOGY	62. Use changing technology where possible to provide a better service.

4.4 Objectives and policies for Community Transport

Objective:

Support existing and implementation of new community-based transport solutions for smaller settlements outside of the primary urban areas

Table 10: HBRC community transport policies

Policy Area	Policy
DEMAND	<p>HBRC will:</p> <p>63. Provide support for community transport services where:</p> <ul style="list-style-type: none"> a. There is a demonstrated need for a transport service in the community. b. There is willingness by members of the community to set up, operate and maintain a trust or similar structure to oversee governance of the service, and for people to volunteer to be drivers. c. There is sufficient funding available to support the establishment and administration of the trust and the purchase of vehicle(s). d. The establishment of the trust has the support of the relevant territorial authority. <p>64. Support for community transport services will be assessed on a case-by-case basis and may include:</p> <ul style="list-style-type: none"> e. Council staff assistance to establish a Trust or service in a new area where a request is received from the relevant local authority, community board or residents’ group. f. Financial grants towards vehicle purchase/replacement and Trust administration costs, subject to availability of funding. g. Provision of supporting technology to help make community transport services easier to manage and more accessible for users, subject to availability of funding. h. Where possible leverage council’s purchasing ability to obtain best value for community vehicle/hoist purchase, and/or other professional services such as driver training.

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5 What we plan to do

5.1 Strategic response

To address the issues identified through our consultation and network review processes (refer Section 1), we have developed several strategic responses, and from these, a number of action points to be implemented over the next three years, in addition to the provision of existing services.

1. Deliver a new “step change” network upon the start of the next contract period.

The existing bus operating contract finishes mid-2025, and new contracts will need to be tendered at this time. This provides an opportunity to reset and scale up the urban public transport network.

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

- **Legible bi-directional routes**, replacing the slow and indirect one-way loops of the existing network with two-way routes on more direct alignments.
- **Increased all-day service frequency** across all routes, with investment targeting connections to major employment, education, retail destinations and essential needs.
- **Increased span of service**, with all urban services running from 6am to 9pm, seven days a week.

This is a step change in terms of level of service, in particularly the frequency and span, and is expected to deliver increased patronage.

These improvements, as well as further service improvements, to frequency and span of service, to be in place by 2030, are detailed in APPENDIX A.

2. Deliver interim service improvements ahead of new network delivery

Simple service improvements do not need to wait until 2025. Subject to availability of funding, improvements to the span and frequency within the existing network will be prioritised.

We will continue MyWay as a trial and use it as tool to introduce more reliable and frequent PT to the community to encourage the step change, and an improvement in perception and uptake of PT. We will monitor outcomes to understand where it may work better for users and more efficiently than fixed route. In these areas it may replace some of the proposed network or compliment it where necessary or in areas not well served by the fixed route network.

Investigate and implement innovative ways to provide better transport options in small towns and rural areas.

HBRC would like to further improve access for residents in accordance with the objectives of the Government Policy Statement for Land Transport and intends to explore more flexible ways in which this could be achieved in a cost-effective manner. This will involve looking wider than conventional bus services and exploring options such as community van services.

5.2 Planned activities

The following activities are planned for the next three years. These are not listed in any particular order, as programming will depend on resources available and external factors. However, the items have an indicative timeframe based on relevant factors.

Table 11: Planned activities for the next three years

Initiative	Details	Indicative timeframe
Improve journey time and journey time reliability	To include consideration of: <ul style="list-style-type: none"> streamlining routes to reduce dead-running timetable revision to reflect more accurately running times Increasing frequencies to reduce waiting time and minimise the impacts of any delays that do occur. 	2022/23
Investigate options to partner with organisations and businesses to promote commuter bus use through concession fare schemes.	Build upon existing partnerships model which has been successful with Fallen Soldiers' Hospital	Annual
Trial a commuter express bus service between the Central Hawkes Bay towns of Waipukurau, Waipawa and Ōtāne through to Hastings.	Operating two morning peak services to Hastings from Waipukurau with two evening peak services to Waipukurau from Hastings.	Implementation by 2025, though prior if funding allows.
Community Transport in Wairoa	Identify existing initiatives and support the establishment of a Trust to run Community Transport services in Wairoa.	Implementation by 2024
Evaluate outcomes of on-demand trial in Hastings and identify possible uses within an integrated 2025 network	We will continue to use MyWay as a trial, and as tool to reintroduce PT to the community to encourage step change, and an improvement in perception and uptake of PT. We will continue monitoring it – if it works better and is more efficient than fixed route, it may replace some of this proposed network, or compliment it where necessary.	2023 post trial period
Implement planned 2025 'Step change' fixed route bus network when re-tendering network	See Appendix A for details	2025 at end of existing contract period

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Initiative	Details	Indicative timeframe
operating contracts.		

D 6 Review and monitoring

6.1 Monitoring

The purpose of monitoring the implementation of the Plan is:

- to measure whether the Plan has been successful in meeting regional public transport objectives; and
- to measure the quality of the services provided.

The region's objectives for public transport are set out in the Regional Land Transport Plan 2021-31 (RLTP).

The RLTP has the following vision:

"Hawke's Bay's transport network fosters a vibrant, accessible and sustainable carbon neutral Hawke's Bay"

Supporting strategic objectives include:

- Achieve a safe transport system for users.
- Achieve a transport network that is resilient, reliable, and efficient.
- Provide transport choices to meet social, environmental, and cultural needs.
- Develop a transport system that contributes to a carbon neutral Hawkes Bay
- Minimise travel demand through planning and development.

Policies relevant to public transport to achieve these objectives are:

- Transition to public transport options that are realistic, attractive and energy efficient alternatives to the private car for key journeys especially for travel to work and school for all of Hawke's Bay
- Review public transport service delivery and develop new services and solutions for attractive and efficient public transport, including working in partnership with stakeholders to promote the expansion of public and shared transport incentive programmes and supporting investigation into use of rail for commuter passengers to meet people's social, economic, and cultural needs in all of Hawke's Bay.

This draft RPTP contains HBRC's specific vision for public transport in Hawke's Bay which is:

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

With respect to the RLTP objective and methods and the vision statement of this Plan, we aim to:

- Improve reliability and customer experience on the existing network.
- Identify and implement improvements to span and frequency of existing routes where funding allows.
- Trial new commuter express route from Central Hawke's Bay to Hastings.
- Prepare for rollout of new network, including identifying infrastructure required to support the network change

6.2 Information requirements

HBRC will require information from public transport operators in accordance with LTMA requirements for information disclosure. The LTMA permits councils to require the operator of a public transport unit to supply fare revenue and patronage data. HBRC must publicise the patronage data and the extent to which a unit is subsidised.

6.3 Review

The RPTP must be reviewed every three years. At that time, HBRC will consider whether a formal renewal of the Plan should be undertaken. If changes are warranted, the significance policy for variations to the

D Plan may be triggered (Refer Appendix E for our significance policy) and this will tell HBRC how widely it must consult affected parties and the community about the variation. However, in all cases HBRC will consult with persons who will or may be affected by or have an interest in the proposed variation in accordance with Sections 126(4) and 125(2) (a) of the LTMA and Section 82 of the LGA. Reviews will be undertaken to coincide with the review of the Regional Land Transport Plan (RLTP). This will help to ensure that the RPTP is consistent with the public transport objectives of the RLTP.

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7 Legislative requirements

A An RPTP must contribute to the purpose of the LTMA and meet certain other requirements. A description of how this draft Plan complies with those requirements is set out in Appendix C.

8 Farebox Recovery policy

F Previously, we were required to set regional targets and policy for farebox recovery as a condition of funding under a National Farebox Recovery Policy. Changes to national funding policy in mid-2018, mean we have no longer been required to comply with a national farebox recovery target. Therefore, we have no regional targets for farebox recovery set for the term of this Plan.

T However, the underlying principles of the previous farebox recovery are still relevant when developing regional fare policies:

- Fares will continue to play an important role in helping cover the cost of public transport (along with regional and national subsidies).
- Fare recovery policies should be consistent with other related central and local government policies and plans.
- There may be flow-on impacts to the wider public transport system from fare structure/pricing that should be recognised.
- Fare recovery should not be the only driver in setting fare levels but should be part of a wider assessment.

Monitoring of farebox recovery rates using the methodology and reporting process specified by Waka Kotahi New Zealand Transport Agency is still required. This is documented in Appendix D. HBRC will continue making funding decisions in accordance with the policies set out in the Long-Term Plan (LTP).

9 Significance policy

Refer to Appendix E for further information.

10 Consultation undertaken

Consultation has been undertaken in the review of this plan, in accordance with the requirements of Section 125(1) of the LTMA.

- A review of the existing public transport network and services by external consultants.
- An early consultation round with elected members from the Regional Transport Committee.

Glossary and abbreviations

Term/Acronym	Meaning
DHB	District Health Board
ERP	Emissions Reduction Plan
HBRC	Hawke’s Bay Regional Council
GPS	Government Policy Statement
LTMA	Land Transport Management Act
LTP/Long Term Plan	A plan prepared by all local authorities under the Local Government Act which covers a period of at least ten years (also known as the Ten Year Plan)
MoE	Ministry of Education
NLTF	National Land Transport Fund
NLTP	National Land Transport Programme
Waka Kotahi	New Zealand Transport Agency
PTOM	Public Transport Operating Model
RLTP	Hawke’s Bay Regional Land Transport Plan
SuperGold Card	A discount and concessions card issued free to all NZ residents aged 65 and over and those under 65 receiving a Veteran’s Pension or NZ Superannuation. SuperGold Card holders can travel free of charge on public transport between 9am and 3pm on weekdays and anytime at the weekend or on Public Holidays
Ten Year Plan	A plan prepared by all local authorities under the Local Government Act which covers a period of at least ten years (also known as the Long Term Plan)
The Plan, RPTP	Hawke’s Bay Regional Public Transport Plan
Total Mobility	A nationwide scheme which provides discounted taxi travel for people with disabilities which prevent them from using buses

D Appendix A **Planned service improvements**

Route 1: Primary Trunk Service - Napier to Hastings, Havelock North via Taradale shops, EIT/PGA & Fallen Soldiers' Hospital

R **Route Description**

A This trunk route will be the core service of the new network and primary driver of public transport patronage in the region (shown in Figure 6 below). It will connect most of the major destinations (Napier CBD, Tamatea shops, Taradale shops, EIT/PGA, Fallen Soldiers Hospital, Hastings CBD, Havelock North Village) to many different smaller destinations and residential areas with fast, frequent service. The route will mostly follow the same path as the existing Route 12 but with a much higher level of service throughout the day and week.

The path will differ from Route 12 in the following ways:

- Route via Nottingley Road & Percival Road in Hastings instead of Pakowhai Road, as described in the year 1-3 improvements, above. This gives the following benefits:
 - Avoid having to make a two-kilometre detour, including U-turn, to serve the hospital
 - Serve Hawke's Bay Regional Sports Park, which has been widely requested by stakeholders.
- Removal of the current Tait Drive deviation in Napier to improve travel time and reliability, as described in the year 1-3 improvements, above.
- Extension to Havelock North.
- The route will split in two at the Havelock North town centre with one 'tail' going east along Te Mata Road and the other going west along Te Aute Road (see Figure 5). These will be evenly split from the trunk, operating at every 30 minutes.

F **Frequency and Span**

- Span: This service will run from 6am to 9pm, 7 days a week.
- Frequency will be every 15 minutes from 7am-7pm and every 30 minutes all other times.

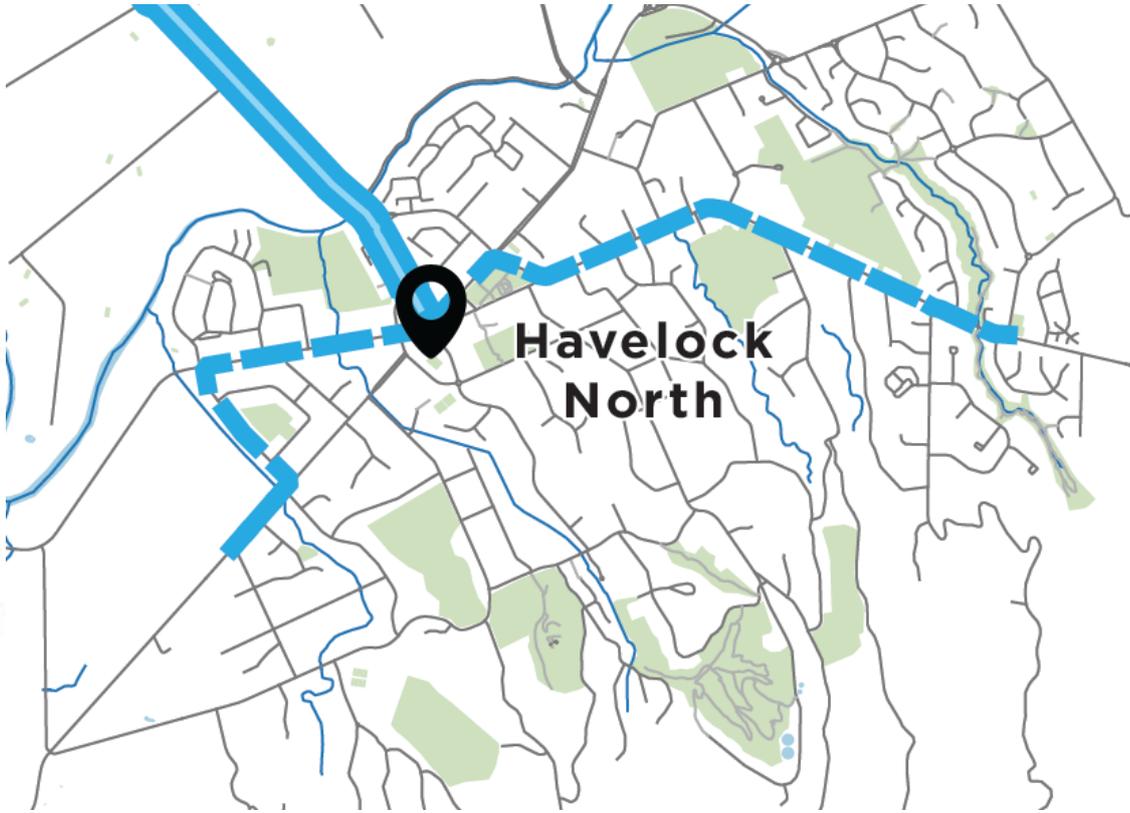
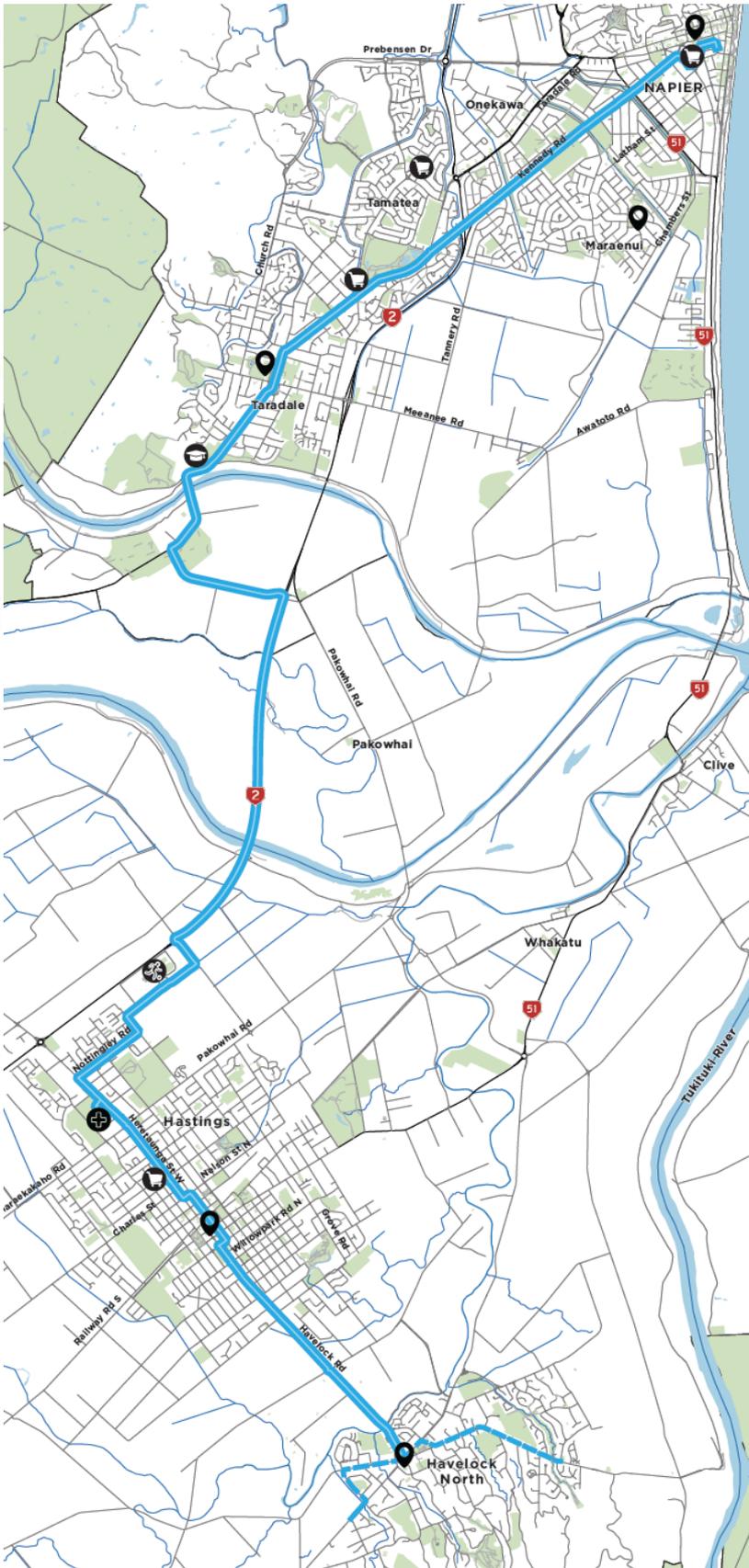


Figure 5: Split the trunk into two tails at a 30-minute frequency each

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Figure 6: Route 1 preferred option full map

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Route 2: Eastern Institute of Technology to Napier via Taradale, Tamatea & Kmart

Route Description

This route will connect residential Taradale, Tamatea and the new Parklands developments to Napier CBD, Kmart, Tamatea shops, Taradale shops and EIT/PGA. There will be an easy connection to the trunk line to continue to Hastings, Havelock North, and the hospital.

The route will follow a similar path as the current Route 13, with the following changes:

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- Removal of complicated one-way loops.
- New routing via Orotu Dr and Prebensen Drive to serve new residential and commercial developments (Kmart).
- Extension to EIT/PGA, with service to residential areas in southwest Taradale.

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Frequency and Span

- Span: This service will run from 6am to 9pm in 2025 and 6am to midnight by 2030, 7 days a week.
- Frequency will be every 20 minutes in 2025 (15 minutes by 2030) from 7am-7pm and every 30 minutes all other times.

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Options

Two route options are proposed between Kmart and Napier CBD (options shown in Figure 7 **Error!**

Reference source not found.below):

1. Option 1 would provide a more direct trip to Napier CBD via Prebensen Drive and Thackeray Street. This option would require either creating a safe stop and crossing on the state highway or a deviation into the Kmart complex.
2. Option 2 would travel via Ford Road, Taradale Road, Alpers Terrace and Kennedy Road. This would be a longer trip but would:
 - a) Provide easier access to the Kmart complex.
 - b) Provide service to parts of the Onekawa industrial area and Marewa neighbourhood that would not otherwise be served.
3. These options will be consulted on during the RPTP consultation process.

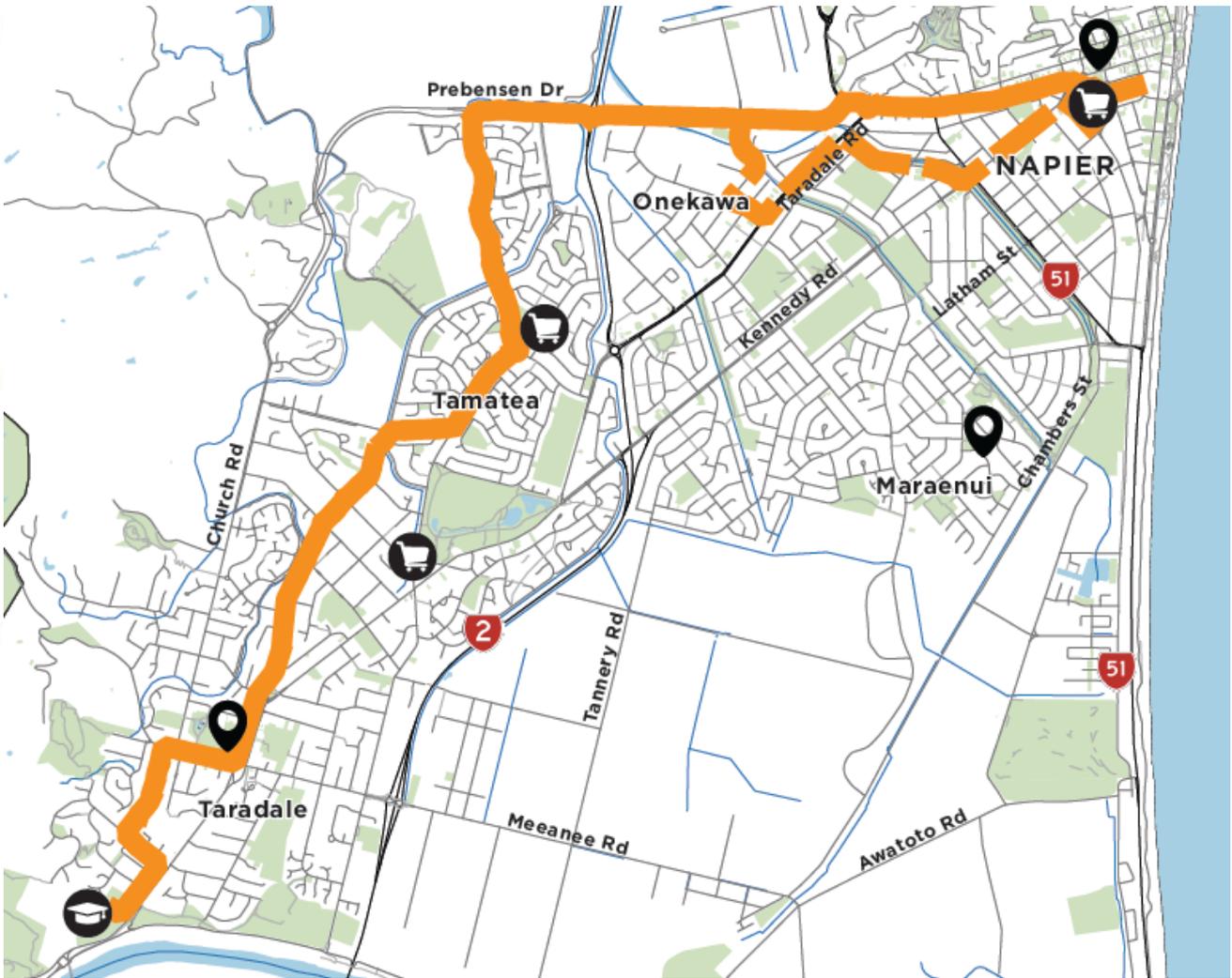


Figure 7: Route 2 options map

Route 3: Tamatea to Napier via Maraenui

Route Description

- Replacement of the current Route 14
- Removal of one-way loops through Maraenui
- Connecting key destinations through:
 - Napier City Centre
 - McLean Park
 - Maraenui Shops
 - Tamatea Shops, providing access to the supermarket, pharmacy, medical centre, and other services in the Tamatea centre

This route is shown in Figure 8 below. The extension through to Tamatea shops provides the opportunity to interchange with Route 1 and Route 2 to access the rest of the network.

Frequency and Span

- Span: This service will run from 6am to 9pm in 2025 and 6am to midnight by 2030, 7 days a week.
- Frequency will be every 20 minutes in 2025 (15 minutes by 2030) from 7am-7pm and every 30 minutes all other times.

Options

- The route could be rerouted to serve proposed Riverbend Residential Development which could deliver up to 670 homes at 215 Riverbend Road. This would require the street network within the new development being designed to allow through running of buses to Waterworth Avenue.

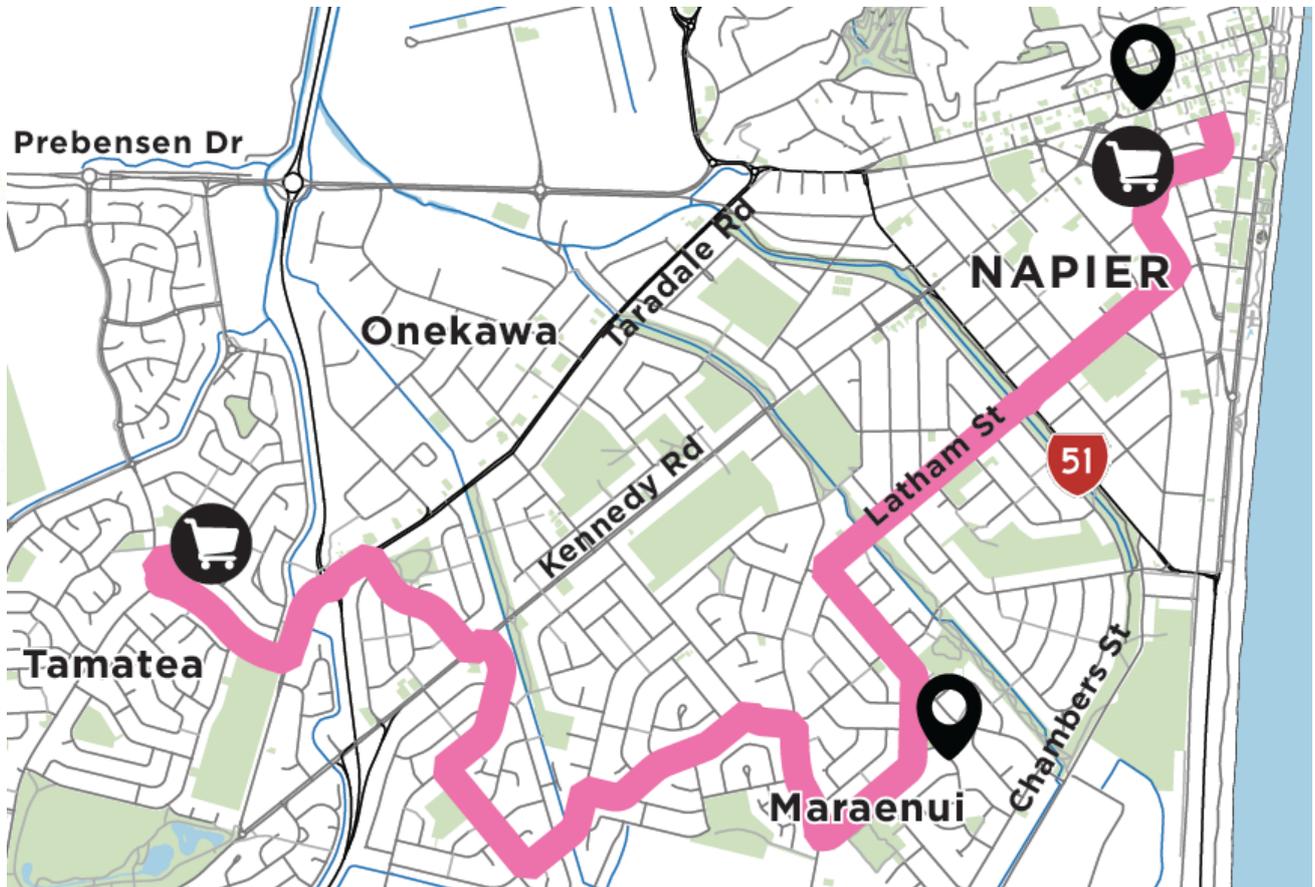


Figure 8: Proposed Route 3 map

Route 4: Flaxmere to Akina via Fallen Soldiers’ Hospital, Mahora and the Hastings City Centre

Route Description

- Partial replacement of the current Route 20, new route shown in Figure 9 below.
- In combination with the new Route 4, this route allows for the removal of one-way loops in Flaxmere while maintaining a good level of coverage.
- Provides direct, frequent connections to Trunk Route 1, providing connection to EIT/PGA and Napier city for Flaxmere, Mahora and Akina with the following direct connections:
 - Flaxmere to/from Hospital and onward to Hastings CBD, with deviation.
 - Mahora to/from Hospital and Hastings CBD
 - Akina to/from Hastings CBD and onward to Hospital, with deviation.

Frequency and Span

- Span: This service will run from 6am to 9pm in 2025 and 6am to midnight by 2030, 7 days a week.
- Frequency will be every 20 minutes in 2025 (15 minutes by 2030) from 7am-7pm and every 30 minutes all other times.

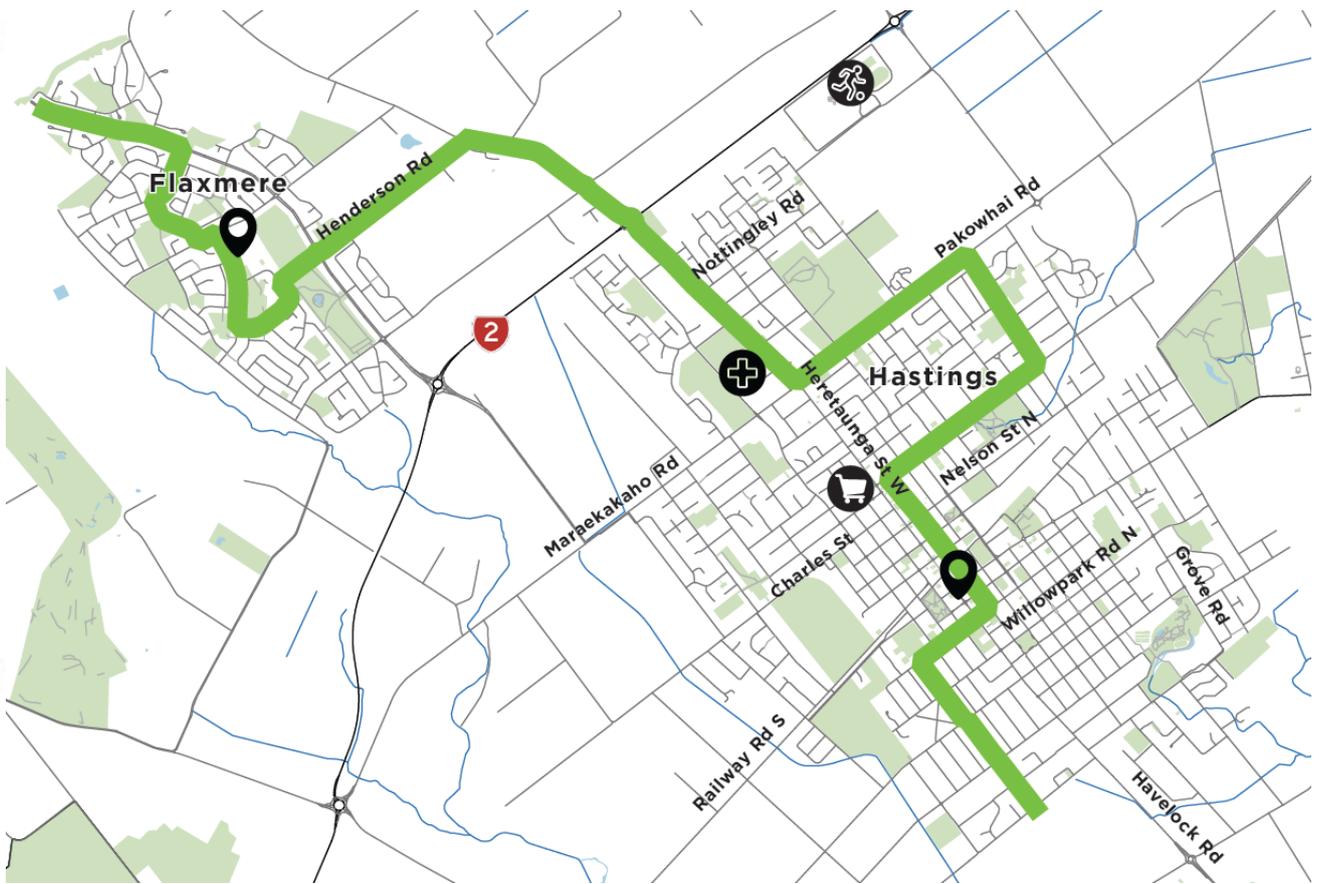


Figure 9: Route 4 options map

Route 5: Flaxmere to Karamu via Raureka and Hastings City Centre

Route Description

- Partial replacement of the current Route 20
- In combination with the new Route 5, this route allows for the removal of one-way loops in Flaxmere while maintaining good coverage.
- Through routing to Karamu improves access to western side of the city centre, high schools and facilities in Windsor Park, including Splash Planet.
- Route is shown in Figure 10 below

Frequency and Span

- Span: This service will run from 6am to 9pm in 2025 and 6am to midnight by 2030, 7 days a week.
- Frequency will be every 20 minutes in 2025 (15 minutes by 2030) from 7am-7pm and every 30 minutes all other times.

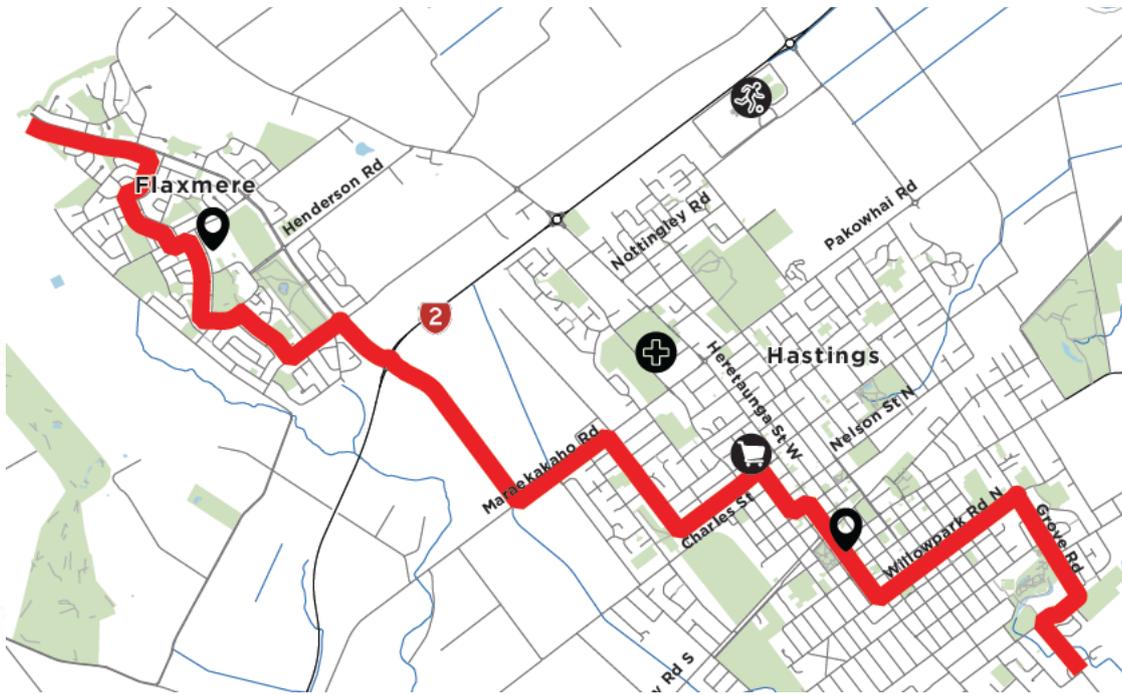


Figure 10: Proposed Route 5

Route 6: Napier to Hawke’s Bay Airport via Bluff Hill and Ahuriri

Route Description

- Replacement of the current Route 15
- Removal of one-way loops through Ahuriri and Westshore
- Shortened from Bay View to provide access to the Airport for employees and tourists.
- Shown in Figure 11 below

Frequency and Span

- Every 60-minutes between 6am-9pm, 7 days a week

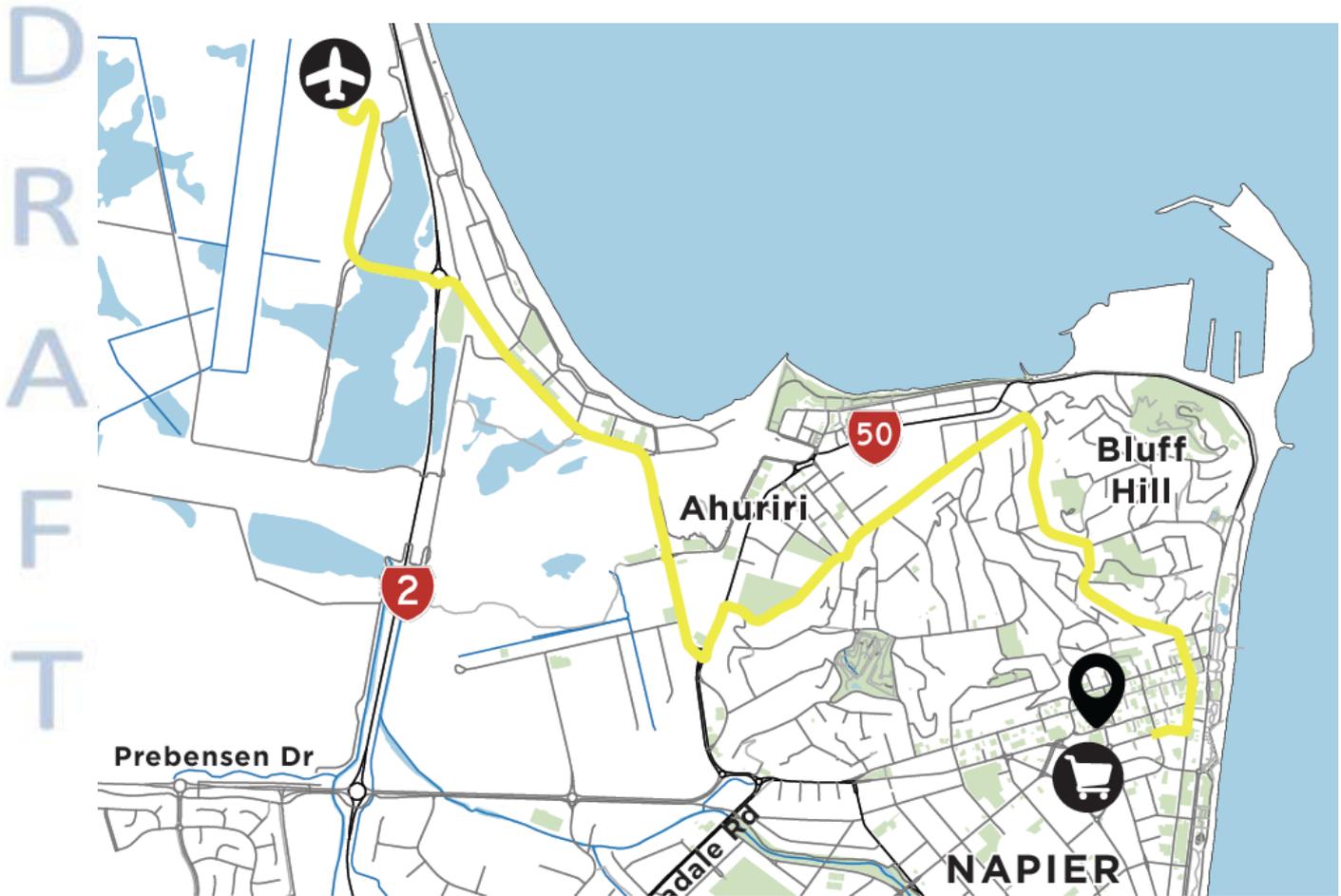


Figure 11: Proposed Route 6

Route 7: Fallen Soldiers' Hospital to Hastings City Centre via Camberley and Raureka

Route Description

- Coverage route to provide service to areas of Camberley and Raureka which are not directly served by the frequent routes.
- Connections to hospital & Hastings CBD.
- Shown in Figure 12 below.

Frequency and Span

- Every 60-minutes between 6am-9pm, 7 days a week

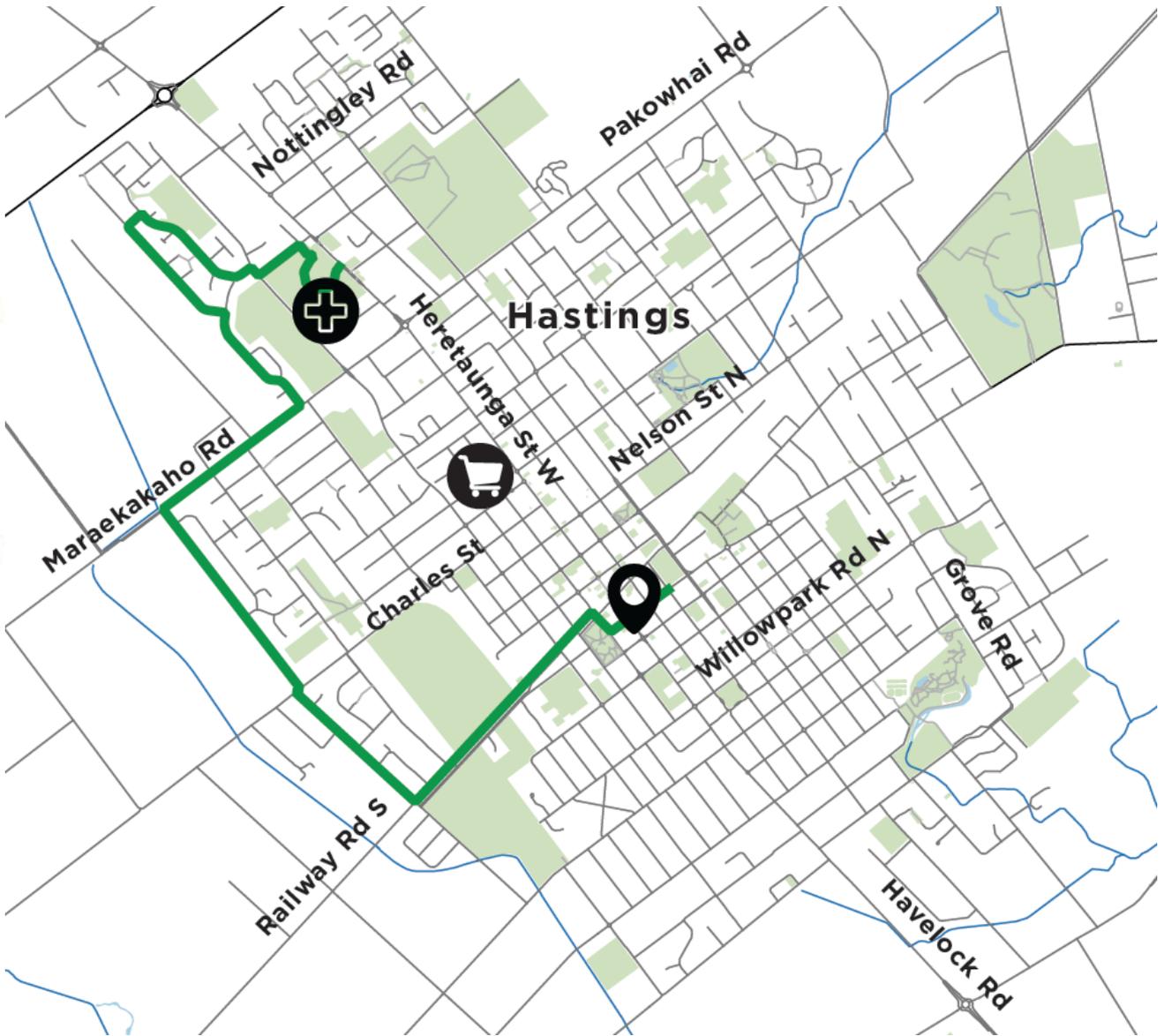


Figure 12: Route 7 map

Route 8: Hastings to Napier via Whakatu, Clive and Te Awa

Route Description

- Modification of the current Route 11, from a peak express service to an all-day service.
- This route will not serve Havelock North, as does Route 11, but frequency and connectivity to Havelock North will be increased significantly by being connected to the frequent trunk service.
- Unlike Route 11, this route will serve a stop in Whakatu, via a small deviation from the state highway.
- Shown in Figure 13 below.

Frequency and Span

- Every 60-minutes between 6am-9pm, 7 days a week

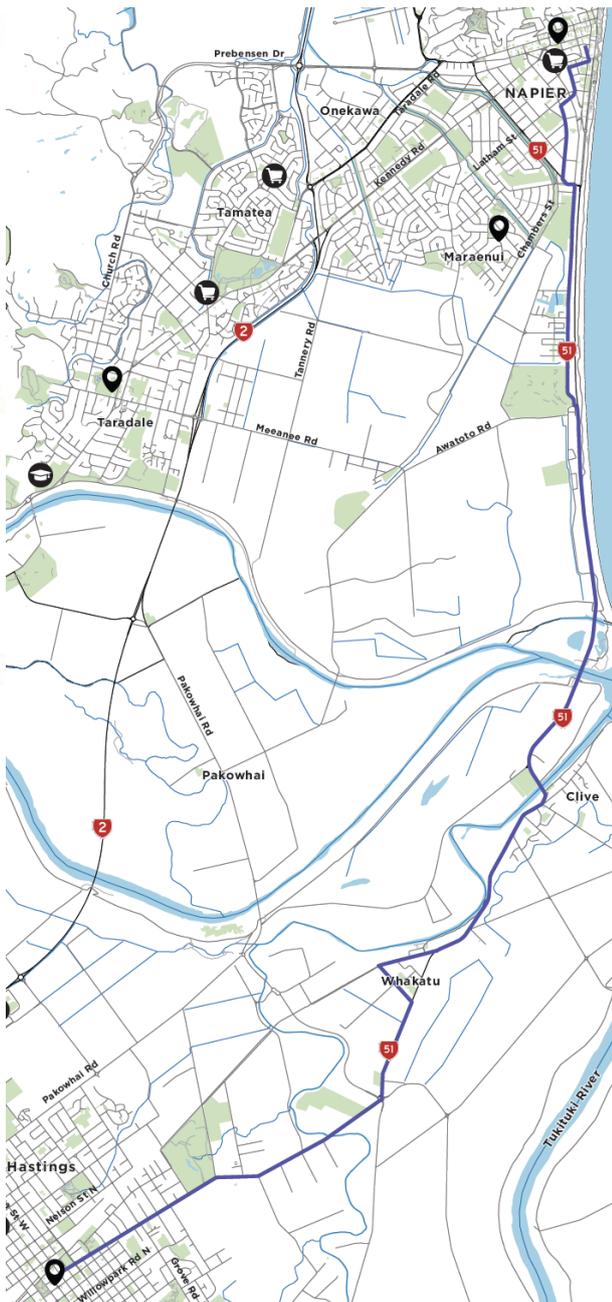


Figure 13: Route 8 map

Route 9: Central Hawke’s Bay Peak Express

Route Description

- New limited-stop service targeting commuters from Central Hawke’s Bay to Hastings. From there, people can easily transfer to the frequent trunk route and other frequent routes with minimal wait time.
- Stops at:
 - Waipukurau outside the Visitor Information Centre,
 - Waipawa on High Street Northbound and using the existing off-street stop southbound.

- Ōtāne stopping outside the Town Hall and using the Higginson, Miller, Ross Street triangle to turn the bus around to head back to the state highway.
- Route map shown in Figure 14 below.

Frequency and Span

- Two AM peak services to Hastings, two PM peak services to Central Hawke’s Bay, weekdays only.

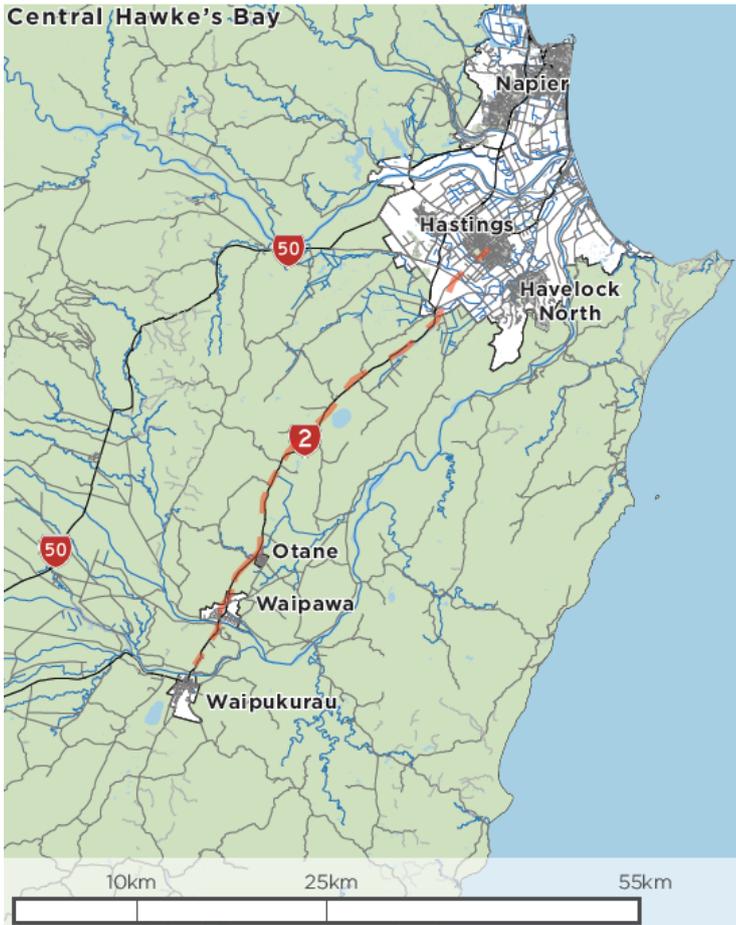


Figure 14: Proposed Route 9 map

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Appendix B Description of services integral to the Hawke's Bay public transport network and unit delineation

Current 2022 Network services and unit delineation

Service	Route	Approximate frequency	Unit Description
10 Express	Between Napier and Hastings	Peak time weekday service, 2 in the morning and 1 in the late afternoon between Napier and Hastings. Two in the late afternoon between Hastings and Napier	Napier Hastings Unit Commenced 1 July 2016
11 Express	Between Havelock North and Napier, via Hastings and Clive	Peak time weekday service, 4 in the morning and 4 in the late afternoon	Napier Hastings Unit Commenced 1 July 2016
12N	Napier to Hastings via Taradale, EIT, Hawke's Bay Hospital and Bay Plaza	Every 20 minutes in peak time and 30 minutes in off-peak times, 6.30am to 6.30pm weekdays Every hour on Saturdays/Public Holidays between 8am and 6.30pm Every 2 hours on Sundays/Public Holidays between 9am and 5.40pm	Napier Hastings Unit Commenced 1 July 2016
12H	Hastings to Napier, via Bay Plaza, Hawke's Bay Hospital, EIT and Taradale	Every 20 minutes in peak times and 30 minutes in off-peak times, 6.30am to 6.30pm Every hour on Saturdays/Public Holidays between 8am and 6.30pm Every hour on Sundays/Public Holidays between 8am and 4.55pm	Napier Hastings Unit Commenced 1 July 2016
13	Napier-Maraenui-Onekawa-Napier	Every hour between 7am and 6pm, weekdays	Napier Hastings Unit Commenced 1 July 2016

Service	Route	Approximate frequency	Unit Description
		Approximately every 1½ hours on Saturdays/Public Holidays, between 8am and 5.20pm	
14	Napier-Maraenui-Onekawa-Napier	Every 40 minutes in peak times and hourly in off-peak times, between 6.50am and 5.55pm, weekdays Every 1½ hours, between 9am and 4.25pm on Saturdays/Public Holidays	Napier Hastings Unit Commenced 1 July 2016
15	Napier-Ahuriri-Westshore-Bay View, Westshore, Ahuriri-Napier	Every hour between 6.45am and 6.20pm, weekdays (5 trips per day to Bat View Every two hours between 10am and 2pm on Saturdays/Public Holidays	Napier Hastings Unit Commenced 1 July 2016
16A	Hastings-Camberley-Raureka Hastings	Every hour between 7.25am and 5.15pm, weekdays	Napier Hastings Unit Commenced 1 July 2016
16B	Hastings-Mahora-Hastings	Every 2 hours between 8am and 5.15pm, weekdays	Napier Hastings Unit Commenced 1 July 2016
17	Hastings-Parkvale-Akina-Hastings	Approximately every hour between 7.30am and 5.15pm, weekdays	Napier Hastings Unit Commenced 1 July 2016
20	Hastings-Flaxmere-Hastings	Every 30 minutes in peak times and hourly off-peak times between 6am and 6.05pm, weekdays Every 1-2 hours between 8am and 5.50pm on Saturdays/Public Holidays. Three trips on Sundays	Napier Hastings Unit Commenced 1 July 2016

Service	Route	Approximate frequency	Unit Description
21	Hastings-Havelock North-Hastings	Every 30 minutes in peak times and hourly in off-peak times between 6am and 6.05pm, weekdays Every 2 hours between 9am and 4.50pm on Saturday/Public Holidays. Three trips on Sundays	Napier Hastings Unit Commenced 1 July 2016

Proposed 2025 Network

Unit 1: Hastings unit

Service	Route	Frequency	Unit Description
1	Between Napier, Hastings & Havelock North	<ul style="list-style-type: none"> • Every 15 minutes 7am-7pm, 7 days a week • Every 30-minute frequency between 6am-7am and 7pm-9pm, 7 days a week 	
4	Flaxmere to Akina via Hastings	<ul style="list-style-type: none"> • Every 20 minutes 7am-7pm, 7 days a week • Every 30-minute frequency between 6am-7am and 7pm-9pm, 7 days a week 	
5	Flaxmere to Karamu via Hastings	<ul style="list-style-type: none"> • Every 20 minutes 7am-7pm, 7 days a week • Every 30-minute frequency between 6am-7am and 7pm-9pm, 7 days a week 	
7	Hastings to Hospital via Raureka and Camberly	<ul style="list-style-type: none"> • Every 60 minutes 6am-9pm, 7 days a week 	
9	Waipukurau to Hastings City Centre via	2 AM peak services to Hastings, 2 PM peak	

Service	Route	Frequency	Unit Description
		services to Central Hawke's Bay, weekdays only	

Unit 2: Napier Unit

Service	Route	Frequency	Unit Description
2	EIT to Napier via Tamatea	<ul style="list-style-type: none"> • Every 20 minutes 7am-7pm, 7 days a week • Every 30-minute frequency between 6am-7am and 7pm-9pm, 7 days a week 	
3	Tamatea to Napier via Maraenui	<ul style="list-style-type: none"> • Every 20 minutes 7am-7pm, 7 days a week • Every 30-minute frequency between 6am-7am and 7pm-9pm, 7 days a week 	
6	Napier to Hawke's Bay Airport via Bluff Hill and Ahuriri	<ul style="list-style-type: none"> • Every 60 minutes 6am-9pm, 7 days a week 	
8	Hastings to Napier via Mahora, Whakatu, Clive and Te Awa	<ul style="list-style-type: none"> • Every 60 minutes 6am-9pm, 7 days a week 	

TOTAL MOBILITY

The Total Mobility Scheme caters for those people with disabilities who are unable to use buses. HBRC intends to continue to operate the scheme in:

- Napier (24 hours a day, 7 days a week, Napier city and suburbs, and between Napier and Hastings)
- Hastings (24 hours a day, 7 days a week, Hastings city and suburbs, and between Hastings and Napier)
- Central Hawke's Bay (14 hours a day, 6 days a week)

EXEMPT SERVICES

The LTMA requires all exempt services in a region to be registered before operation. The following services are exempt:

- inter-regional public transport services,
- a public transport service, that:
 - a) begins, or is to begin, operating after the Plan is adopted is not identified in the Plan as integral to the public transport network, and operates without a subsidy for the provision of the service

- D**
- b) ferry services, registered with council as a commercial public transport service before 30 June 2011
 - c) bus services, registered with council as a commercial public transport service before 30 June 2011 that did not offer fares in accordance with the fare schedule published by HBRC
- R**
- d) a public transport service that began operating after 30 June 2011 that is not identified in the Plan and operates without a subsidy, and
 - e) a public transport service that is specified as exempt by an Order in Council

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Exempt services are not included in this Plan. Potential operators of exempt services should contact HBRC for details or refer to Section 133 of the Land Transport Management Act 2003 for details of registration requirements. Registration is free but must be completed at least fifteen working days before the commencement of the service.

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In Hawke's Bay there are some exempt services that operate without any financial support from HBRC. As these services operate independently, operators are able to set fares, timetables and routes as they see appropriate. HBRC's general approach is that there is no need to intervene in the provision of an exempt public transport service.

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The LTMA does however, enable regional councils to require information from operators of commercial units, where these are included in the Plan for public transport planning, contracting, and monitoring purposes. If HBRC considers that a contracted commercial public transport unit does not meet the needs of the community, HBRC and the operator will review the service. Following the review, if improvements cannot be made commercially, HBRC may choose to intervene by

- a) developing a unit and providing a concessionary fare scheme or
- b) offering improved services by way of competitive tender and securing a contracted operator. There are currently no contracted commercial units in Hawke's Bay.

There are currently no contracted commercial units in Hawke's Bay.

Appendix C Legislative requirements

The Land Transport Management Act 2003 (LTMA) requires a council to consider certain matters when preparing its plan. Section 124 requires councils to:

- a) Be satisfied that the plan
 - i) Contributes to the purpose of the LTMA
 - ii) Has been prepared in accordance with any relevant guidelines that the Agency has issued
 - iii) Is, if it includes a matter that is not within the scope of the RLTP, otherwise consistent with that plan.
- b) Be satisfied that it has applied the principles specified within Section 115(1).
- c) Take into account
 - i) Any national energy efficiency and conservation strategy
 - ii) Any relevant regional policy statement, regional plan, district plan or proposed regional plan or district plan prepared under the RMA
 - iii) The public transport funding likely to be available within the region
 - iv) The need to obtain the best value for money, having regard to the desirability of encouraging a competitive and efficient market for public transport services; and
 - v) The views of public transport operators in the region.
- d) Consider the needs of persons who are transport disadvantaged.

HBRC is satisfied that this draft Plan contributes to the LTMA.

LTMA REQUIREMENT	CONTRIBUTION OF THIS PLAN
Contributes to the purpose of the LTMA which is to contribute to an effective, efficient, and safe land transport system in the public interest.	The draft Plan sets out policies that will improve access and mobility, efficiently use existing capacity and resources, and encourage use of the Hawke’s Bay public transport network. Safety is improved through high vehicle standards. Increased public transport use reduces the personal risk of car crashes.
Has been prepared in accordance with any relevant guidelines that the Agency has issued.	NZTA’s 2013 “Guidelines for Preparing Regional Public Transport Plans” have been followed when preparing this plan.
Is, if it includes a matter that is not within the scope of the RLTP, otherwise consistent with that plan	Matters considered within this draft Plan are within the scope of the Regional Land Transport Plan.
Be satisfied that it has applied the principles specified within section 115 (1), namely <ul style="list-style-type: none"> a) HBRC and public transport operators should work in partnership and collaborate with territorial authorities to deliver the regional public transport services and infrastructure necessary to meet the needs of passengers b) The provision of public transport services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and 	<p>Section 2.3 outlines how HBRC will work with public transport operators and territorial authorities.</p> <p>The definition of one unit for the Hawke’s Bay bus network will ensure full integration of services. Frequency and coverage have been given consideration in the network review undertaken prior to the development of the draft Plan. Reliability is addressed through the policies contained in this plan on the performance of the bus service.</p> <p>The definition of one unit for the Hawke’s Bay bus network encourages competition, being large enough to achieve economies of scale but not too large to</p>

LTMA REQUIREMENT	CONTRIBUTION OF THIS PLAN
<p>coverage necessary to encourage passenger growth</p> <p>c) Competitors should have access to regional public transport markets to increase confidence that public transport services are priced efficiently</p> <p>d) Incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services</p> <p>e) The planning and procurement of public transport services should be transparent</p>	<p>discourage smaller operators. The procurement policies in this draft Plan will also encourage competition.</p> <p>Incentives such as the Financial Incentive Mechanism and performance monitoring (key principles of PTOM) should help to encourage high quality performance and innovation, leading to increased patronage and reduced reliance on public subsidy.</p> <p>The draft Plan describes how HBRC plans and procures services.</p>
<p>Take into account</p> <p>i) Any national energy efficiency and conservation strategy; and</p> <p>ii) Any relevant regional policy statement, regional plan, district plan or proposed regional plan or district plan prepared under the RMA</p> <p>iii) The public transport funding likely to be available within the region</p> <p>iv) The need to obtain the best value for money, having regard to the desirability of encouraging a competitive and efficient market for public transport services; and</p> <p>v) The views of public transport operators in the region</p>	<p>One of the priority focus areas of the New Zealand Energy Efficiency and Conservation Strategy 2017 is efficient, low emissions transport. Provision of commuter bus services will contribute to this priority. The high vehicle standards required by the plan are consistent with the objectives of the 2017 strategy. These plans are supportive of the integration of public transport network planning and land use planning. The planning of commuter bus routes and neighbourhood access routes takes land use into consideration.</p> <p>The services listed in this plan take available funding into account and are deemed affordable. Proposed future developments will be evaluated in terms of affordability and available funding when investigated. Policies in Section 4 of the Plan set out how HBRC will procure its services to encourage competition and achieve value for money. These principles are further elaborated in HBRC’s procurement strategy.</p> <p>All public transport operators in Hawke’s Bay and neighbouring regions were invited to provide their views on a range of matters during the development of the draft Plan.</p>
<p>Consider the needs of persons who are transport disadvantaged</p>	<p>Section 3 of the draft Plan sets out how the needs of the transport disadvantaged have been considered.</p>

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Appendix D Farebox recovery monitoring and fare-setting policy

R INTRODUCTION

The changes to national funding policy in mid-2018 mean HBRC are no longer required to set a regional target for farebox recovery. However, monitoring of farebox recovery rates using the methodology and reporting process specified by Waka Kotahi is still required.

A SERVICES INCLUDED IN CALCULATION

The public transport services to be included in the calculation of the fare recovery are all HBRC contracted services operating in the region. Long-distance (e.g., inter-city services) services, privately funded school services, Ministry of Education funded school services; tourist and charter services are not included.

F THE FAREBOX RECOVERY RATE

HBRC monitors the farebox recovery of the system as a whole rather than measuring individual routes or trips. Individual routes or services, particularly those designed to primarily play a coverage role, are not necessarily expected to achieve the target set out in this policy.

Table 12 below shows the actual farebox recovery level for the latest full financial year (1 July 2020 to 30 June 2021). All figures have been calculated using the NZTA farebox recovery formula.

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Table 12: Farebox recovery rates by year

Year	Farebox Recovery Rate
2011-12	33.00%
2012-13	32.50%
2013-14	37.53%
2014-15	38.94%
2015-16	37.80%
2016-17	38.50%
2017-18	37.00%
2018-19	34.00%
2019-20	24.00%
2020-21	19.00%

METHOD OF CALCULATION

The formula used to calculate farebox recovery is prescribed by NZTA and is set out in detail on its website. In essence the formula is total fare revenue divided by total costs.

FARE-SETTING

An annual fare level review will be undertaken at the conclusion of each financial year. This review will take into consideration the farebox recovery levels but may also include any other factors HBRC considers relevant. As a general principle, fare levels should remain competitive with the price of private car travel to encourage patronage growth, particularly for commuting. However, this will need to be balanced with ensuring that passengers contribute sufficiently to the cost of operating the service.

The review will also address the level of discounts and concessions within the existing fare structure.

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FARE STRUCTURE REVIEW

The fare structure on the HBRC network is currently a flat fare structure with it being \$1 for one zone and \$2 for two zones with a BeeCard.

HBRC will review fare structures at least every six years. The fare structure review will address all aspects of the fare system, including

- the appropriateness of zones as the base for the system, and
- the availability of (and discount to be applied to) concession fares
- the availability of discounts for bulk purchases of fares using BeeCard smartcards

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Appendix E **Significance policy**

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SIGNIFICANCE POLICY

This policy sets out how to determine the significance of variations to this Plan, in accordance with the requirements of Section 120(4) of the Land Transport Management Act.

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APPLICATION

This Plan can be varied at any time. However, public consultation as set out in Sections 125(1) and 125(2) will be required if the variation is found to be significant under this policy.

The approach to consultation will reflect the level of significance of any proposed variation. Consideration will be given to the costs and benefits of any consultative process or procedure, and the extent to which consultation has already taken place.

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However, HBRC may undertake targeted consultation on matters affecting specific communities and stakeholders, even if the significance threshold outlined in this policy is not invoked.

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GENERAL DETERMINATION OF SIGNIFICANCE

The significance of variations to this Plan will be determined on a case-by-case basis. When determining the significance of a variation, consideration must be given to the extent to which the variation:

- Signals a material change to the planned level of investment in the public transport network
- Affects the consistency of this Plan with the RLTP or any of HBRCs' long term plans
- Affects residents (variations with a moderate impact on a large number of residents, or variations with a major impact on a small number of residents will have greater significance than those with a minor impact); and
- Affects the integrity of this Plan, including its overall affordability.

SIGNIFICANT AND NON-SIGNIFICANT MATTERS

Matters that will always be considered 'significant' are:

- Any variation that amends this policy on significance; and
- Any variation that introduces a new public transport unit
- Any variation that alters the cost of the provision of public transport services by more than 10% in one financial year.

Matters that will always be considered 'not significant' are:

- Minor editorial and typographical amendments to this Plan; and
- Minor changes to fare levels in accordance with current policy and funding levels
 - Matters that will usually be considered 'not significant' are:
 - A matter that has already been consulted on
 - Minor changes to the description of services following a service review, e.g. changes to the route, frequency and hours of a service that may include a reduction in service levels on a route or routes, but which result in the same, or better, overall level of service across the network
 - Changes to the description of services or grouping of services as a result of an area wide service review, provided that there is no significant increase in cost
 - Any variation that alters the cost of the provision of public transport services in one financial year by less than 10%.

TARGETED CONSULTATION ON NON-SIGNIFICANT VARIATIONS

D Where HBRC determines that a proposed variation is not significant, HBRC may still undertake targeted consultation as follows:

- Consultation for minor changes in the delivery of public transport services
- Minor changes in service delivery that are required to improve efficiency, such as the addition or deletion of trips and minor route changes that have only a local impact.

R In these cases, consultation will generally be undertaken at a local level with the operator/s involved, the relevant territorial authority and passengers who use the services.

A **OTHER NON-SIGNIFICANT VARIATIONS**

Any proposals for changes that affect only a sector of the community or the industry (e.g. a change in Total Mobility provision, or a change to specific vehicle quality standards) will be worked through with those most likely to be affected by the proposed change.

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