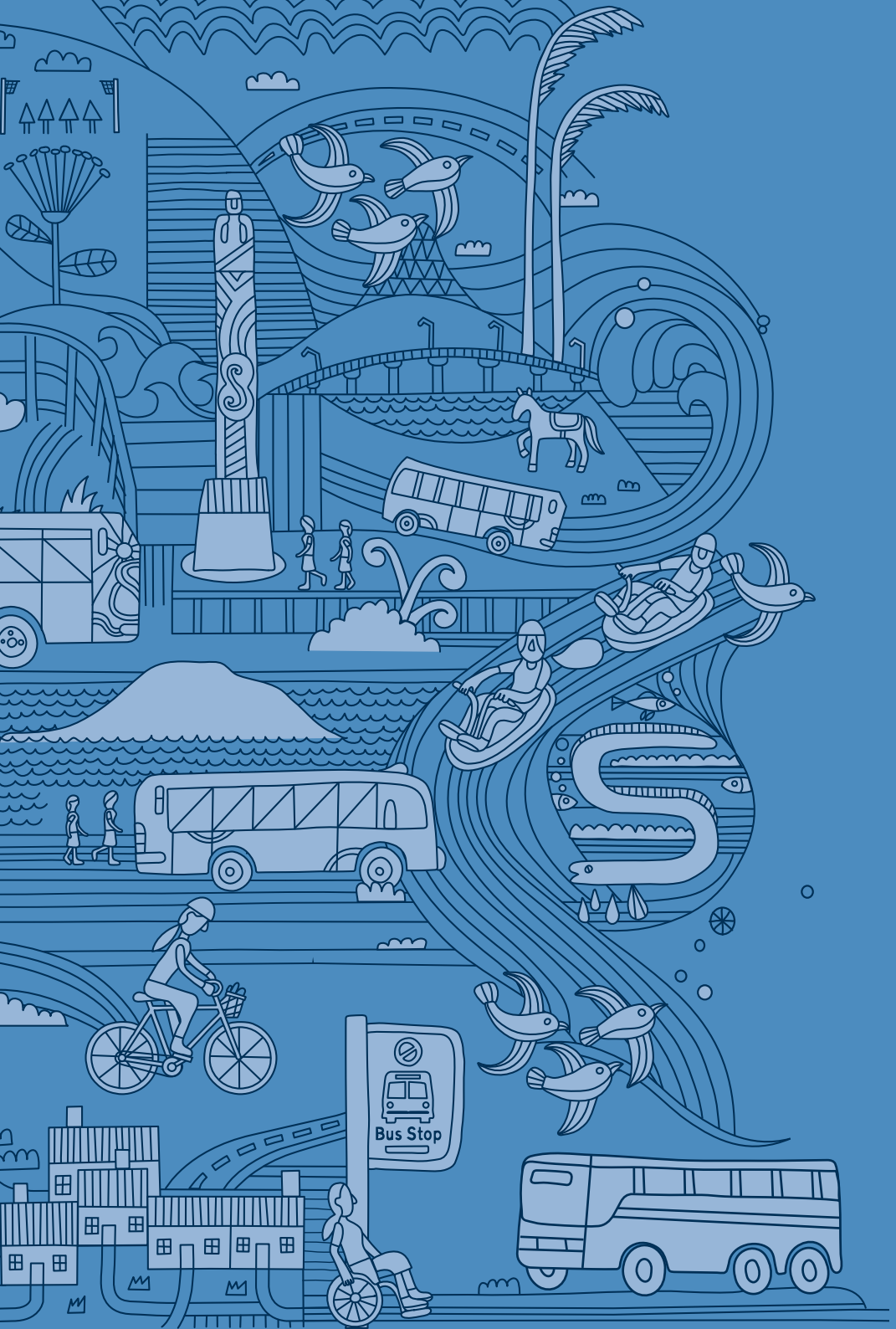

Te Mahere Waka Tūmatanui o te rohe o Te Moana a Toi

DRAFT Bay of Plenty Regional Public Transport Plan 2022-32

Prepared by the Bay of Plenty Public Transport Committee

BAY OF PLENTY REGIONAL COUNCIL
TOI MOANA

Mihi

He mahere tēnei mō ngā hononga e whakaū ana i ō tātou hononga ki a tātou, ā, ka whakatūturu i ngā hononga i ngā hapori huri noa i tō tātou rohe. E puaki ana tēnei mahere i ngā wawata o ō tātou tāngata i te rohe. He huarahi whakamua mō tātou katoa.

Kei te hono tēnei mahere ki te Mahere Waka ā-Rohe, koinei hoki te rautaki matua mō te tūnuku ā-papa i tēnei rohe.

This is a plan based on connections that solidifies our connections to each other and makes permanent the relationships between communities across our region. This plan emerges from the aspirations of our people in the region. It is a pathway forward for us all.

This plan links to the Regional Land Transport Plan, which is the overarching strategy for transport in this region.

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Kuputaka Glossary

Term	Description
ATO	Approved Taxi Organisation – a taxi organisation that is approved by Waka Kotahi and which meets specific operating requirements.
BOPRC	Bay of Plenty Regional Council
FAR	Funding Assistance Rate – the proportion of central government funding from the NLTF allocated to services and infrastructure.
Farebox recovery	The proportion public transport operating costs covered by fare revenue.
GPS	Government Policy Statement on Land Transport
LTMA	Land Transport Management Act
LTP	Long Term Plan – a plan prepared by all local authorities under the Local Government Act and covering a period of at least ten years.
MoE	Ministry of Education
NLTF	National Land Transport Fund – collects revenue raised from the land transport system, including Fuel Excise Duty, Road User Charges, motor vehicle registration and licensing fees.
NLTP	National Land Transport Programme – a three-yearly programme of investment in land transport infrastructure and services from the National Land Transport Fund.
ODPT	On Demand Public Transport - a form of public transport usually involving smaller vehicles operating on flexible routes. Passengers book rides and then share the vehicle with other users. Pick-up and drop-off locations are determined according to passenger needs.
Off-peak	Weekdays 9:00 am until 3:00 pm and after 6:30 pm; weekends and public holidays
Operators	Companies that are contracted by BOPRC to provide public transport services.
Park and ride	A system for reducing urban traffic congestion, in which drivers leave their cars in car parks on the outskirts of an urban area and travel to the centre on public transport.

Term	Description
Peak	Weekdays before 9:00 am and from 3:00 pm to 6:30 pm
PTOM	Public Transport Operating Model
RLTP	Regional Land Transport Plan
RPTP	Regional Public Transport Plan
SuperGold card	A discounts and concessions card issued free to all New Zealand residents aged 65 years and over and those under 65 years receiving a Veteran's Pension or New Zealand Superannuation, in recognition of their contribution to New Zealand society. SuperGold card holders receive free off-peak public bus travel.
The Plan	Bay of Plenty Regional Public Transport Plan
TLAs	Territorial Local Authorities (City and District Councils)
Total Mobility	A nationwide scheme that provides a subsidised taxi service to people with serious mobility constraints.
Transport disadvantaged	People who the Regional Council has reasonable grounds to believe are the least able to travel to basic community activities and services (for example, work, education, health care, welfare, and shopping).
TSP	Western Bay of Plenty Transport System Plan – a transport plan focused on delivering the first 30 years of the UFTI Connected Centres vision.
UFTI	Urban Form and Transport Initiative – an integrated long term urban form and transport programme for the western Bay of Plenty subregion.
Unit	All services that are integral to the region's public transport network are grouped into units
Urban transformation	Strategies and actions to improve the economic, social, physical and environmental conditions of urban areas through the delivery of comprehensive and integrated approaches.
Waka Kotahi	Waka Kotahi New Zealand Transport Agency

Wāhinga kōrero Foreword

The Bay of Plenty is a diverse and rapidly growing region.

Tauranga and the western Bay of Plenty, through the Urban Form and Transport Initiative (UFTI), have been planning for 200,000 additional people, 95,000 new homes, and two million additional transport movements per day in the next 30 to 70 plus years.

Rotorua has been recognised as a Tier 2 urban environment in the National Policy Statement on Urban Development, and is actively planning future housing and employment areas in its Future Development Strategy. While the eastern Bay of Plenty has received significant investment in its economic future with exciting new initiatives, including aquaculture, horticulture and harbour redevelopments, now being realised.

Public transport will play a crucial role in the future of the region. Central government has signalled that public transport is a key feature of its future plans for achieving mode shift in urban areas, while decarbonising and reducing emissions across the transport sector. At the same time, the concept of public transport is itself being re-imagined, as technological innovations enable exciting new ways of delivering information and services to customers.

The Bay of Plenty currently benefits from a well developed public transport system. Frequent, all day connections are provided on our urban systems in Tauranga and Rotorua, while a network of services throughout the region allow regular access to key destinations. Recent innovations such as the introduction of the tag-on tag-off Bee Card and real-time information have improved customer access to information and enabled more efficient service delivery.

Over the past few months, the Bay of Plenty Public Transport Committee has been reviewing the Bay of Plenty Regional Public Transport Plan to ensure we continue to respond to this rapidly evolving environment.

In this draft Plan, the key public transport challenges we have identified are:

- growing patronage and achieving mode shift
- meeting the access needs of our smaller urban centres and rural communities; and
- responding to climate change and reducing emissions.

The Plan has also been reviewed during the COVID-19 pandemic. There is no doubt that COVID-19 has impacted our ability to deliver the public transport services that the region needs. However, throughout the pandemic, the Regional Council and public transport operators worked hard to maintain services for essential workers, introduce free or reduced fares as required, and implement cleaning and safety measures to ensure the health and wellbeing of the travelling public.

The strategies, policies and actions in this draft Plan aim to build on what we have, while looking to the future by exploring new initiatives and delivery models to better serve our communities. To achieve our goals for public transport, the Bay of Plenty Regional Council and its local and central government partners will need to continue working together and investing in public transport infrastructure and services.

We have considered a wide range of issues during the review, and have listened to the views of stakeholders and interested members of the public through early engagement exercises. These perspectives have helped to shape the direction in this draft Bay of Plenty Regional Public Transport Plan 2022-2032.

I am now pleased to share this proposal with you and look forward to receiving your feedback during the consultation process.

Councillor Andrew von Dadelszen
Chair – Bay of Plenty Public Transport Committee

Part 1: Takenga Background

1.1 Mō te RPTP About the RPTP

The Bay of Plenty Regional Public Transport Plan (RPTP) is the key statutory document for public transport planning and investment in the region. It guides the design and delivery of public transport services, information and infrastructure in the Bay of Plenty region.

The RPTP takes a 10+ year strategic view with a particular focus on the first three years (RPTPs are generally reviewed once every three years). Consequently, this RPTP describes:

- What we want our public transport system to achieve (our long-term vision and objectives).
- How we propose to get there (the strategies, focus areas, policies and actions that will help us achieve our goals).
- What public transport services we propose to provide.

1.2 Ngā herenga ā-ture Statutory requirements

1.2.1 Te take ā-ture Legislative purpose

The RPTP is a requirement of the Land Transport Management (LTMA). The LTMA sets out the purpose of the Plan which is:

- A means for encouraging regional councils and public transport operators to work together in developing public transport services and infrastructure.
- An instrument for engaging with the public in the region on the design and operation of the public transport network.
- A statement of:
  - The public transport services that are integral to the public transport network.
  - The policies and procedures that apply to those services.
  - The information and infrastructure that support those services.

The RPTP must also meet the content requirements for regional public transport plans detailed in section 120 of the LTMA.

1.2.2 Ngā haepapatanga mō te waka tūmatanui Responsibilities for public transport

In the Bay of Plenty Region:

- **Public transport services** (vehicles, routes and fares) are managed by the Bay of Plenty Regional Council.
- **Public transport infrastructure** (this may include: stops and shelters, interchanges, priority features such as bus lanes or clearways, information signs or displays, park and ride facilities) is managed by either city and district councils (local roads) or Waka Kotahi (state highways).

These organisations work together to co-ordinate the delivery of public transport services and infrastructure for our customers.

1.2.3 Te arotakenga o te RPTP Reviewing the RPTP

The RPTP was last updated in 2019. Since then, much has changed in the New Zealand public transport sector.

Nationally, the Government has provided a strong direction that public transport will play an increasingly important role in moving people in urban areas, and in reducing future transport emissions. In addition, the COVID-19 pandemic has had many short-term impacts on how public transport has been operated on a day-to-day basis.

In the Bay of Plenty, recent planning exercises have provided us with insights into the future role of public transport in different parts of the region. These include the Urban Form and Transport Initiative (UFTI) and the Western Bay of Plenty Transport System Plan (TSP) in the Tauranga/Western Bay sub-region, and the Rotorua Public Transport Review. Community led research in the Eastern Bay of Plenty has also provided useful information on community transport needs and potential solutions.

Reviewing the RPTP is an opportunity to update strategic direction and policies in the Plan to ensure it helps to deliver the public transport system that our customers need.

1.3 Te whakawhanake i tēnei RPTP Developing this RPTP

This draft RPTP has been prepared by the Bay of Plenty Public Transport Committee, which was tasked with preparing the RPTP for approval by the Regional Council. Although a committee of BOPRC, the Public Transport Committee also includes members from Tauranga City Council, Western Bay of Plenty District Council, Rotorua Lakes Council, Whakatāne District Council and Waka Kotahi.

The Public Transport Committee was supported by multi-agency project team. The draft RPTP was also developed with the assistance of the public and a number of key stakeholders using the following three step approach. The release of this draft plan for public consultation represents the final stage in this process.

Figure 1: **RPTP engagement process**

Part 2: Horopaki Context

2.1 Te ahunga o te kaupapa Policy direction

2.1.1 Te hononga o ngā mahere Relationship between plans

The RPTP sits within a national, regional and local policy context comprising a wide range of inter-related plans (Figure 2). The key policy drivers for the RPTP are the Government Policy Statement on Land Transport 2021-2031 (GPS) and the Bay of Plenty Regional Land Transport Plan 2021-2031 (RLTP). Other strategies, plans and policy documents that have informed the RPTP are summarised in Appendix A.

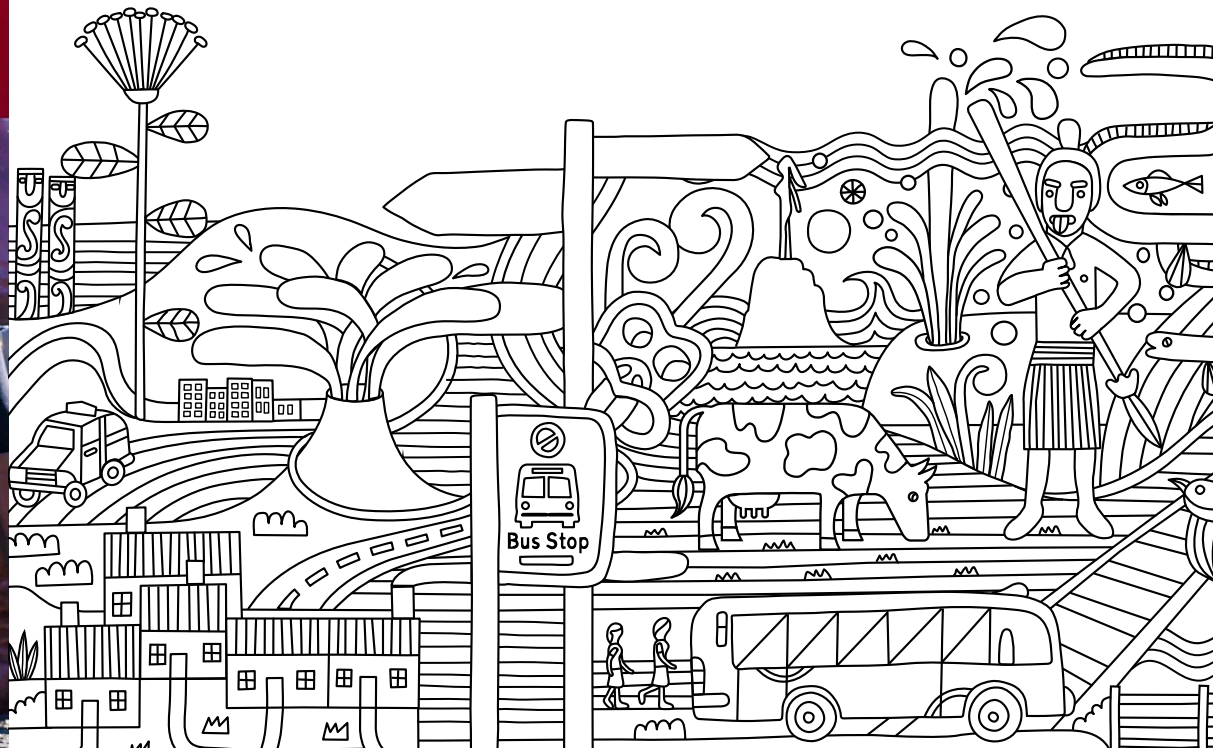
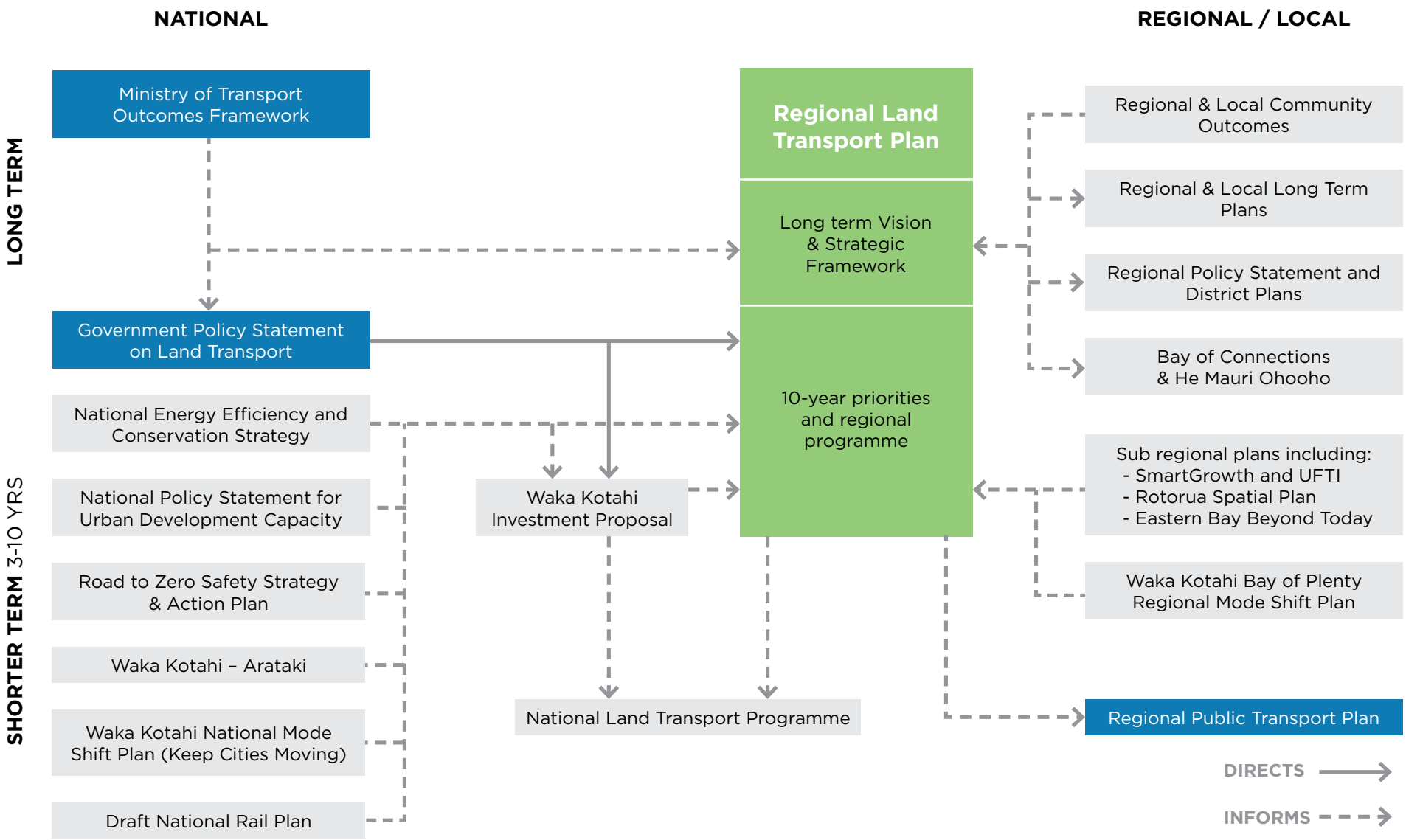


Figure 2: **Policy context for the Bay of Plenty RPTP**



2.1.2 Te Taukī Kaupapa o te Kāwanatanga mō te Tūnuku ā-papa 2021-2031 Government Policy Statement on Land Transport 2021-2031

The GPS is the strategic document that guides investment in the land transport system over the next ten years. It outlines how investment should contribute to several strategic objectives and provides guidance to decision-makers on where central government will focus resources and funding.

The GPS includes reference to the Ministry of Transport's Transport Outcomes Framework, which describes long-term outcomes for New Zealand's transport system. This framework makes it clear what central government is aiming to achieve through the transport system. The framework is summarised in Figure 3 and has informed the development of the vision and objectives for the RPTP.

The GPS also outlines four strategic priorities for the land transport system (Figure 4):

- **Safety** - developing a transport system where no-one is killed or seriously injured
- **Better travel options** – Providing people with better transport options to access social and economic opportunities
- **Climate change** – Developing a low-carbon transport system that supports emissions reductions, while improving safety and inclusive access
- **Improving freight connections** – Improving freight connections for economic development

These strategic priorities guide where investment from the National Land Transport Fund (NLTF)[1] will be focused, including how much money is allocated to public transport infrastructure and services.

Figure 3: **Transport Outcomes Framework**

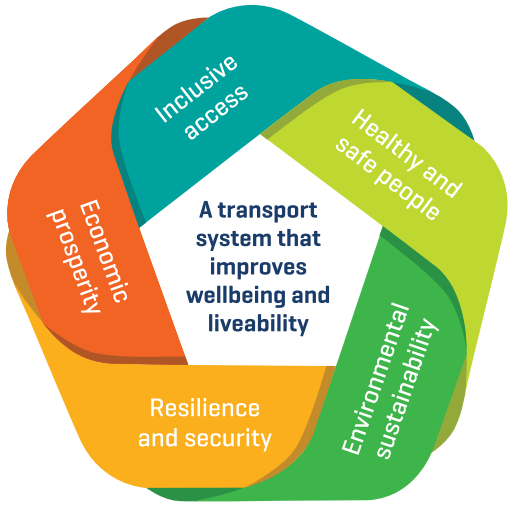
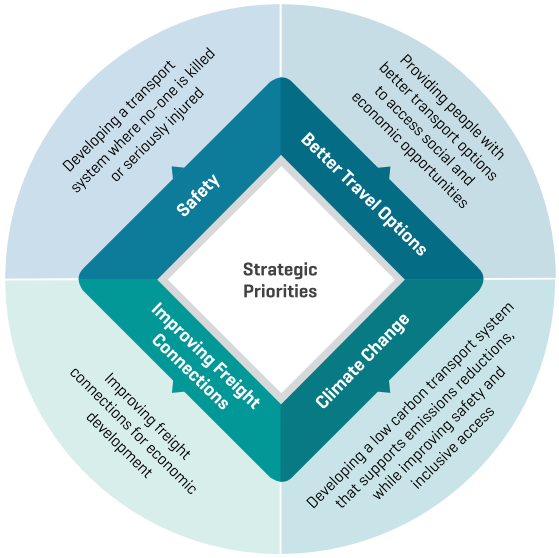


Figure 4: **Government Policy Statement Strategic Priorities**



1 Revenue raised from the land transport system, includes: Fuel Excise Duty, Road User Charges, motor vehicle registration and licensing fees.

2.1.3 Te Mahere Waka a rohe o Te Moana a Toi Bay of Plenty Regional Land Transport Plan 2021-2031

The Bay of Plenty Regional Land Transport Plan (RLTP) sets out the longer term strategic direction for land transport in the region and a shorter term programme of proposed land transport activities for the purposes of seeking central government investment from the NLTF. The RLTP combines and prioritises transport proposals from all the Bay of Plenty councils, Waka Kotahi and the Department of Conservation. The RLTP provides broader transport policy direction for the RPTP, and the RPTP has been developed to be consistent with this direction.

The 30-year vision for the Bay of Plenty's transport system is:

Ka toitū tā tātou pūnaha tūnuku, ka manawaroa, ka whāomo, ka āhei hoki i te urunga haumaru, i te urunga tauira maha hoki e tutuki pai ai i ngā hiahia o ō tātou hapori whānui, ō tātou hapori whakanui ake me te ōhanga ā-rohe

Our transport system is sustainable, resilient, efficient and enables safe and multimodal access that meets the needs of our diverse, growing communities and regional economy.

Ka tautohu te RLTP i ngā kī e rima mō ngā whakaarotau tūnku ā-rohe
The RLTP identifies five key regional transport priorities:

1. **Te whakaitinga o ngā mate me ngā whara taumaha i ngā rori**
   Reducing road deaths and serious injuries
   Headline target: 40% reduction in deaths and serious injuries, from 2020 levels, by 2030, on the region's road network

2. **Te whakapikinga o te toitūtanga o te taiao**
   Improving environmental sustainability
   Headline target: Reduce carbon emissions from the transport sector by a minimum of 25% by 2030, from a 2020 base, on the path to net carbon zero by 2050

3. **Te whakapikinga o te urunga tauira maha me te whiringa**
   Improving multimodal access and choice
   Headline target: Increase mode share for public transport and active modes by 20% by 2030

4. **Te tautoko i te tupunga ā-rohe**
   Supporting regional growth
   Headline target: Maintain or improve travel time predictability, from a 2020 baseline, for freight movements on the primary freight network (road and rail) inter-peak by 2030

5. **Te whakapikinga o te manawaroa i te pūnaha tūnuku**
   Improving resilience within the transport system
   Headline target: Reduce the average number of hours that sections of National or Regional strategic routes are closed on an annual basis to be less than 60 hours per year by 2030

Priority 3 – Improving multimodal access and choice is particularly relevant to the provision of public transport in the region and the RPTP.

2.2 Pūtea Funding

Public transport funding generally comes from a combination of three main sources:

- **fares;**
- **rates; and**
- **central government funding.**

Fares

Fares paid by customers form an important part of the public transport funding equation. Passengers pay public transport fares so that the Regional Council can recover some of the costs of providing the service from the users who directly benefit from it. The proportion of service operating costs paid through fares is called the farebox recovery ratio.

Our overall approach to fares and pricing in this RPTP is to promote increased use and achieve equitable access, while delivering sound financial performance. Section 4.2.7 of the Plan contains our objective and policies on fares and pricing.

Rates

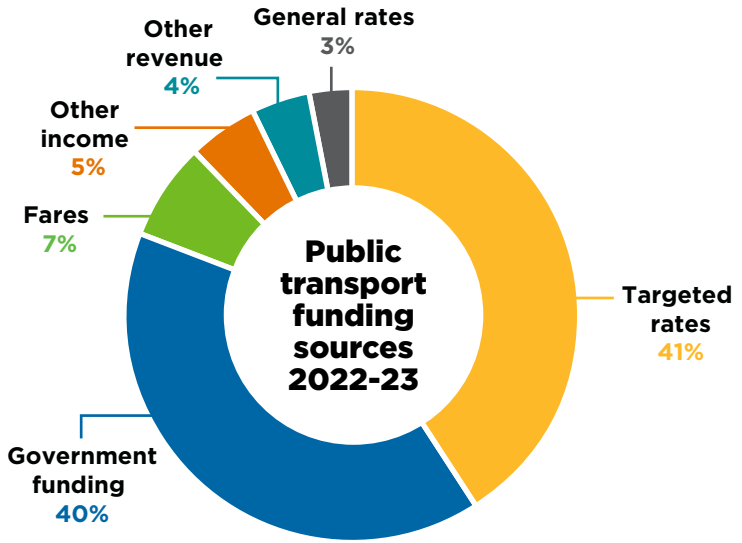
The Regional Council collects rates to help fund public transport services. This includes targeted rates in Tauranga and the Western Bay of Plenty, Rotorua and Whakatāne because people in these areas have access to more public transport services. City and district councils also collect rates to provide the local share of funding for public transport infrastructure on local road networks. Levels of expenditure and rates contributions are set in Long Term Plan and Annual Plan processes.

Central government funding

Central government funding is for the most part sourced from the NLTF. Funding from the NLTF is allocated by Waka Kotahi through the NLTP. The share of funding provided by Waka Kotahi for both public transport services and infrastructure is set by the Funding Assistance Rate (FAR), which varies from council to council. As an example, the FAR for BOPRC is 51%.

Figure 5 outlines the expected contribution to public transport operational costs from each of these sources in 2022-23.

Figure 5: **Funding sources for public transport services 2022-23**

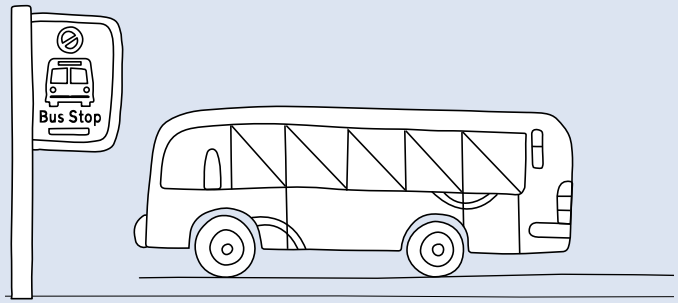


Bus fares and car travel costs

Bus fares are a sub-set of a broader range of costs that people pay for transport. The relationship between bus fares, parking costs, petrol costs, and other potential costs such as tolls or road pricing, is particularly important because they are all direct costs of travel that people pay when they are making a trip. This means that individual decisions about choice of mode are highly sensitive to the relative cost of each.

Travel decisions tend to be less influenced by more indirect costs such as vehicle registration and insurance, or maintenance costs.

Research shows that a direct cost profile designed to encourage bus use over travel by private car has a significant impact on peoples' travel choices over time[2].



2 MR Cagney Behaviour Change and Patronage Growth Initiatives – Discussion Paper 2: Behaviour Change.

2.3 Ngā wero me ngā kōwhiringa Challenges and opportunities

Challenge: a difficulty faced in the path of attaining a goal.

Opportunity: a situation or condition favourable for the attainment of a goal.

This section identifies the region's most important public transport-related challenges and opportunities. Setting these out helps to establish the context for the policies and initiatives in this plan. This is not intended to be an exhaustive list of all the public transport challenges and opportunities facing the region, rather they have been identified as our current priorities.

2.3.1 Regional context for challenges and opportunities

The region's public transport challenges and opportunities do not operate in a vacuum. There are a number of contextual regional and sub-regional factors which will serve to intensify (or in some cases weaken) the identified challenges and opportunities.

COVID-19

The impacts of the COVID-19 pandemic on the region's public transport system cannot be overstated. Purely on a patronage basis, recurring pandemic waves and subsequent lockdowns have had sustained impacts on public transport use, with trips across all services in Q2 2021/22 down 12.8% on the same (immediately pre-COVID) period in 2019/20 (Figures 6). Rolling averages for our two major urban networks show the patronage impacts of lockdown periods in particular.

In March 2020, as New Zealand entered its first lockdown, the Government declared public transport to be an essential service which was to keep operating throughout the lockdown period. Throughout the entire COVID-19 pandemic, the Regional Council and public transport operators worked hard to respond to Government requirements, maintain services (modifying them when necessary), introducing free or reduced fares as required, and implementing increased cleaning and safety measures to ensure the ongoing health, safety and wellbeing of users and the public transport workforce.

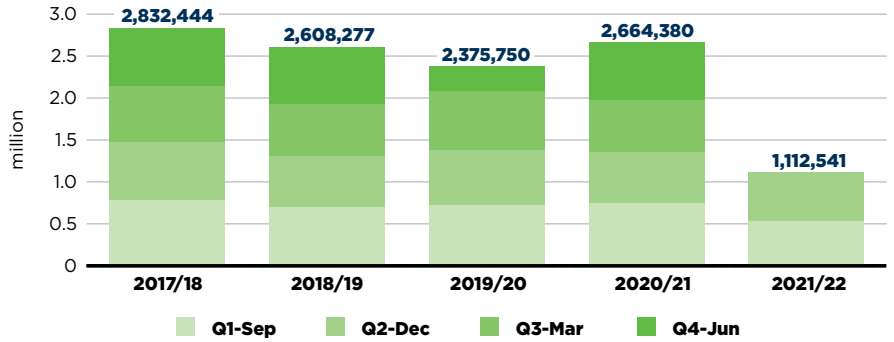
While public transport patronage bounced back to some extent following repeated COVID-19 waves, lockdowns and red traffic light settings, the longer term impacts of the pandemic are uncertain. In general economic terms, recent research commissioned by Waka Kotahi indicates that tourism and migrant dependent regions are projected to be most affected in the first few years post-COVID[3]. Rotorua in particular is heavily geared towards international tourism, so will be disproportionately impacted if international visitors are slow to return.

COVID-19 may also lead to enduring changes in working habits, more people may choose to work from home for some or all of the time, meaning less demand for commuting trips, including on public transport.

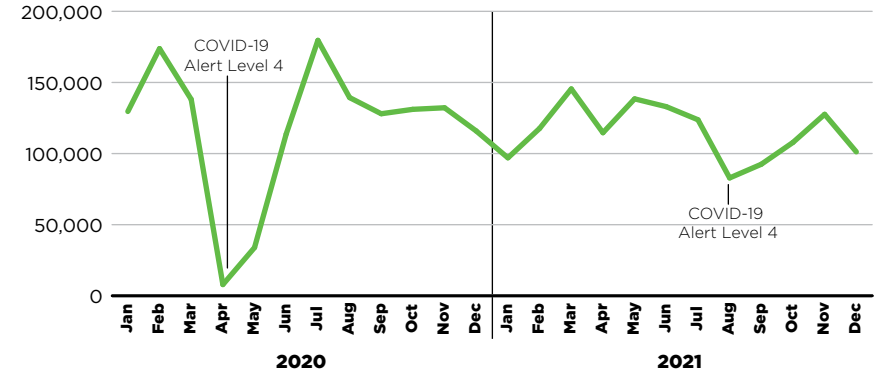
3 Arataki – COVID-19 Economic Projections Update: Summary Report, April 2021.

Figure 6: **Patronage (all services) and rolling (Tauranga/Rotorua urban networks)**

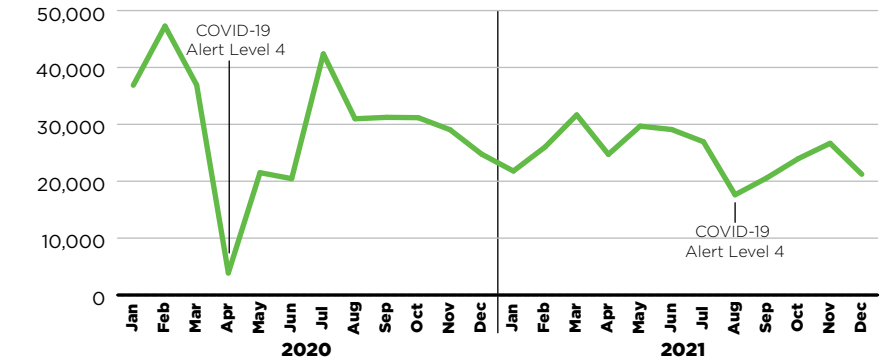
Quarterly patronage (all services)



Tauranga urban networks (Patronage rolling 24 months)



Rotorua Cityride (Patronage rolling 24 months)



Delivering UFTI Connected Centres in the western Bay of Plenty

The UFTI Connected Centres programme was developed to cater for an expected 200,000 additional people, 95,000 new homes, and two million additional transport movements per day in the next 30-70+ years. UFTI Connected Centres has a long-term vision of a high frequency public transport system which supports, and in return, is supported by urban intensification.

However, there are a number of contextual factors operating in Tauranga and the western Bay of Plenty, which mean we should be under no illusions about the scale of the challenges we are facing to deliver the public transport system necessary to support this vision.

Dispersed land use and traffic growth

When identifying the sub-region's key urban form and transport challenges, the UFTI Final Report notes that:

'The western Bay of Plenty sub-region has a peninsula-based harbour topography...[which] combined with urban growth and the location of the country's largest export port within the city, result in traffic conflicts at multiple locations, particularly at intersections. Infrastructure and demand are focused into a small number of key transport corridors, causing significant pinch points across the transport system.'

Both UFTI and the TSP identify the sub-region as being one of the most car reliant in the New Zealand, with traffic increasing about 8% each year.

In terms of land use, UFTI continues:

'Tauranga, like other medium-sized cities in New Zealand, has a relatively low population density and has experienced little change in dwelling densities despite the strong growth...

While dwelling densities have increased in Tauranga, they remain at approximately 15–17 dwellings per hectare... intensification in the existing and new growth areas will need to reach an average of approximately 30 dwellings per hectare. The density increase is required to provide for future and expected population growth and to support a well-functioning, high frequency, multimodal transportation system.'

Roadworks and physical disruption

The UFTI and TSP programmes centre on the delivery of a number of significant transport infrastructure projects in the next few years. Fundamentally changing the transport system is not a straightforward process. Projects need to be delivered within a transport system, including public transport, which must still function on a day-to-day basis.

Roadworks and physical disruption have been a part of daily life for many residents in recent years and we need to recognise and acknowledge that they will continue to a greater or lesser extent for some time into the future. The agencies responsible for different parts of the transport system are committed to finding the most workable interim arrangements as these fundamentally important longer term solutions are delivered.

Safety and security

Key locations in the Tauranga public transport network are also currently facing challenges with ensuring the safety and security of passengers and drivers. The policies and actions in this RPTP support a proactive and collaborative approach to addressing safety and security issues.

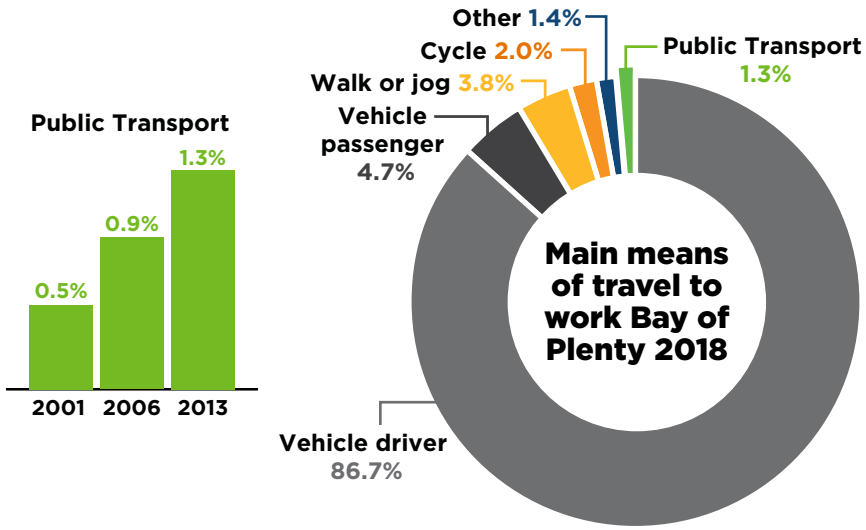
2.3.2 Challenge 1: Achieving mode shift

This is the most important public transport challenge facing the region. Frequent, all day services are provided on our urban networks in Tauranga and Rotorua, with regular services providing connections for our smaller urban centres.

However, public transport use remains relatively low and has been declining in some parts of the system. Public transport accounted for just 1.3% of journeys to work in the region in the 2018 Census, and has only increased marginally in the last 20 years (Figure 7). In the western Bay of Plenty sub-region, the baseline public transport mode share for all journeys is 3%[4].

The key to addressing this challenge is developing a multi-modal transport system combined with urban transformation, such as increased living densities along key urban corridors. Public transport must be a central feature of this shift, and needs to be delivered in conjunction with a range of interventions, including pricing mechanisms, that make public and active transport modes the most attractive travel options for our urban communities.

Figure 7: **Main means of travel to work in the Bay of Plenty (2018)**



4 Western Bay of Plenty Transport System Plan: Report 3 – Option Evaluation and Recommendations (2020).
5 Bay of Plenty Regional Land Transport Plan 2021-31.

2.3.3 Challenge 2: Meeting the access needs of smaller urban centres and rural communities

We recognise that in a region with diverse communities such as the Bay of Plenty, the public transport challenges facing our smaller urban centres and rural communities are not the same as those in our main urban centres.

The key challenge for many of our smaller urban and rural communities is having a public transport option that provides them with affordable access to essential goods and services. This means giving people the option of using public transport to access health services, employment and education opportunities, and to access the goods they require to meet their daily needs.

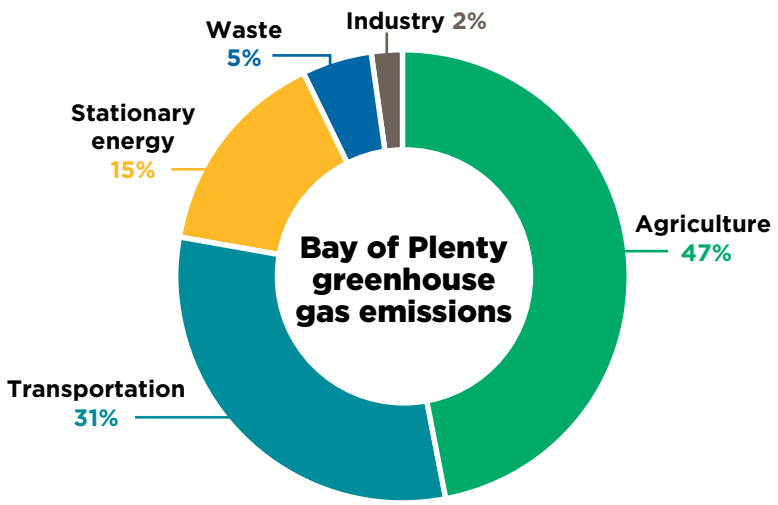
2.3.4 Challenge 3: Climate change and reducing emissions

This is a critical global challenge where public transport will play an important role in the region's response. The transport sector is a significant contributor to the region's greenhouse gas emissions (Figure 8)[5].

The government has set ambitious targets at the national level both for reducing the nation's carbon emissions in general, and for transitioning to a zero emissions public transport fleet in particular.

This challenge goes hand-in-hand with the need to achieve mode shift. Successful delivery of mode shift objectives will go a long way to reducing transport emissions and mitigating our impact on the climate.

Figure 8: **Bay of Plenty greenhouse gas emissions**



Important Note:

The mode shift and emissions reduction targets in this draft Bay of Plenty Regional Public Transport Plan were developed in a manner consistent with relevant targets in the current Bay of Plenty Regional Land Transport Plan, Urban Form and Transport Initiative (UFTI) and the Western Bay of Plenty Transport System Plan (TSP).

The Government has recently released new national targets in the New Zealand Emissions Reduction Plan. The Regional Council and its partner agencies are undertaking work to understand the implications of these new targets for emissions reduction and public transport provision in the region.

2.3.5 Opportunity 1: Transforming our urban public transport networks to achieve increased use

Our urban public transport networks are well developed and offer high levels of service to customers. However, to date this service offering has not translated into greater use, particularly amongst the potential users that we need to target the most, such as commuters who are currently driving cars.

There is a key opportunity to make better use of the comprehensive public transport data that is now being collected to provide insights on optimising our networks and allocating investment where it will achieve increased patronage and best support our urban transformation goals.

2.3.6 Opportunity 2: Integrated delivery of public transport services and infrastructure in support of urban land use transformation

This is a significant opportunity that has not been fully realised in the region to date. The integrated delivery of a network of services with high quality interchanges, bus priority measures, bus stops and shelters, and facilities that allow easy modal transfer (e.g. accessible footpaths and crossings, bike parking, park and ride) is key to public transport supporting the region's urban land use transformation objectives, and becoming the mode of choice for many urban journeys.

2.3.7 Opportunity 3: Delivering interventions to create a competitive advantage over private vehicles

High quality services and infrastructure alone may be insufficient to achieve our mode shift goals. Public transport in our urban centres must be time and cost competitive with the private car it if is to become the mode of choice for many trips. This requires the delivery of integrated measures such bus priority, car park pricing and fare initiatives that improve the relative speed, reliability and value for money of public transport.

2.3.8 Opportunity 4: Exploring new public transport delivery models for smaller urban centres and rural communities

Delivering traditional fixed route services with limited schedules may not be meeting the access needs of some smaller urban communities and rural areas in the region. Consequently, there is an opportunity to explore new cost effective ways of meeting these access needs, for example, the potential for on demand services or partnerships with providers of other community services.

2.3.9 Opportunity 5 - Transitioning to zero emission public transport

There are increasing community drivers to take action on climate change and reduce emissions in the region. The government target of decarbonising the public transport bus fleet by 2035 provides an opportunity for the region show leadership in the transition to zero emission public transport. It also offers the opportunity to brand public transport as a low impact and sustainable mode for individuals who are seeking to reduce their environmental footprint.

2.3.10 Opportunity 6: Public transport marketing, branding and promotion

There is a significant opportunity to extend and improve the marketing, branding and promotion of public transport in the region. This includes working alongside major employers, organisations and education providers to promote public transport use as part of their travel planning initiatives.

2.3.11 Opportunity 7: Innovation and technology

Public transport technology is rapidly evolving, along with customers' expectations of the information they need to ensure an efficient and high quality public transport journey. More powerful analytical tools and richer data sources are also improving our ability to plan and deliver public transport.

Emerging technologies represent an exciting opportunity to improve the customer experience and modal choice, and deliver a public transport system that is more responsive to diverse user needs. In order to fully grasp this opportunity, we need to continue improving our capacity to identify and adopt the right technologies.

2.4 Ā mātou tūhononga waka tūmatanui ā-rohe Our regional public transport network

This section outlines our current network in the Bay of Plenty, and provides an overview of recent developments which have enhanced the user experience of public transport in the region.

2.4.1 Tirohanga whānui Overview

The Bay of Plenty public transport network spans the region, with services operating in all districts. The two main urban networks are in Tauranga and Rotorua, with regular services also linking to nearby urban settlements including Katikati, Ōmokoroa, Te Puke and Ngongotahā.

There is also a regular daily service operating between Whakatāne and Ōhope in the eastern Bay of Plenty. Lower frequency services linking towns and smaller settlements throughout the region aim to provide people in these areas with an option to access essential community goods and services.

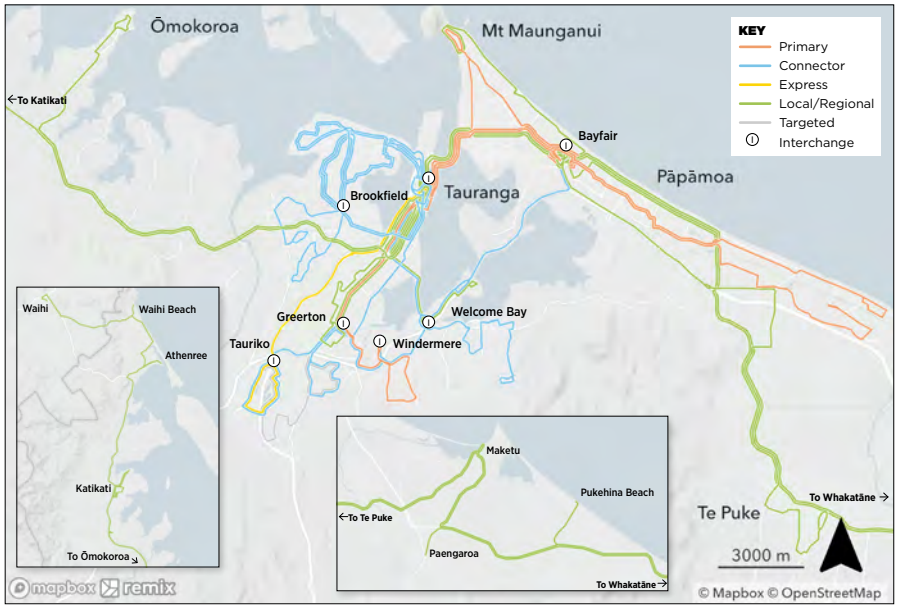
Public transport services are supplemented by the Total Mobility scheme across the region, and dedicated school bus services within the Tauranga urban area.

2.4.2 Mauao Tauranga and the Western Bay of Plenty

As of 2022, the Bayhopper network has 20 bus routes which cover the Tauranga urban area and nearby towns in the western Bay of Plenty. Tauranga urban services operate as an all-day network with 15-30 minute frequencies and standard operating hours of 6am to 8-9pm on most routes. The Tauranga network currently has five fully electric buses running on key city routes.

Regular weekday services currently run between Tauranga and the western Bay of Plenty towns of Katikati and Ōmokoroa, with services seven days a week between Tauranga and Te Puke. The Whakatāne – Tauranga service also provides a regular link for the settlements of Pukehina, Paengaroa and Maketu.

Figure 9: **Tauranga and western Bay of Plenty public transport network**



2.4.3 Ōkurei Rotorua

Note: section to be updated following the outcomes of public consultation on the Rotorua Bus Network Refresh – see also 4.1.2

The Rotorua Cityride service currently runs 11 routes covering the Rotorua urban area and the nearby settlement of Ngongotahā. This operates as an all-day network with services running at 30 minute frequencies, 7am – 7pm on weekdays.

A regular weekly service operates between Rotorua and Murupara, also serving Kaingaroa. A once-a-week service also provides an access option between Rotorua, Minginui and Ruatāhuna.

Figure 10: **Rotorua urban network**

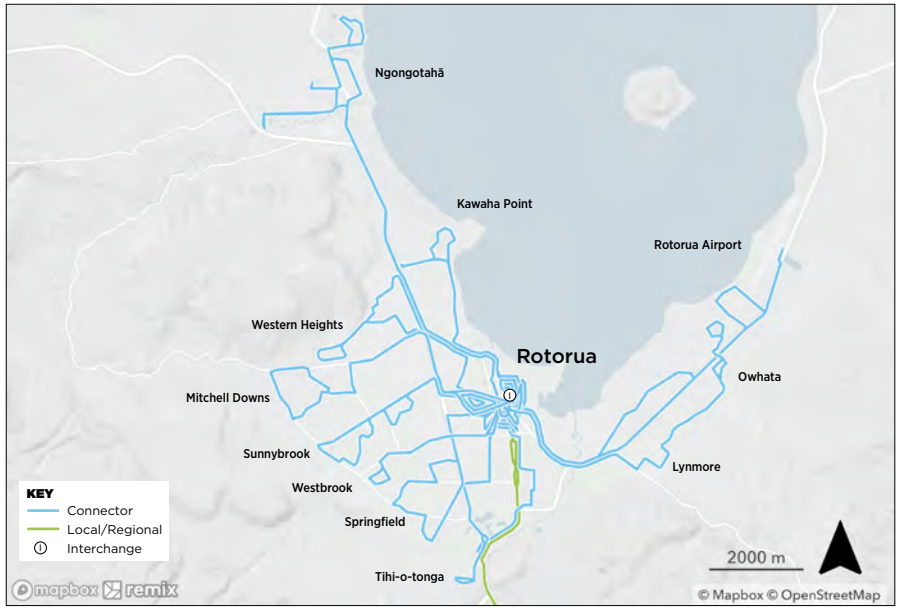
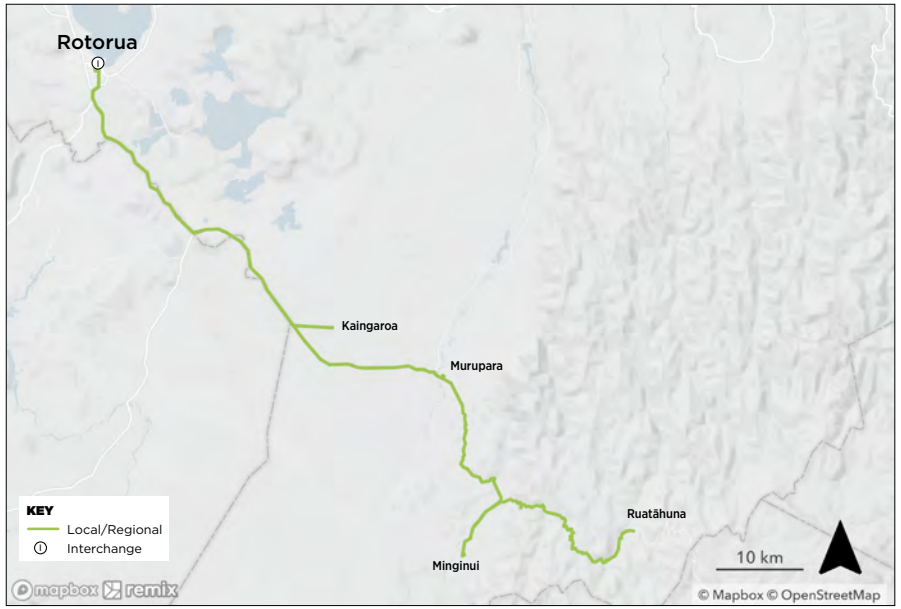


Figure 11: **Rotorua – Murupara, Minginui, Ruatāhuna**



2.4.4 Kōhī
Eastern Bay of Plenty

The eastern Bay of Plenty network provides services to settlements across the subregion with Whakatāne serving as the main hub.

The Whakatāne – Ōhope service runs eight times a day from Monday to Saturday. Services operate four days a week between Whakatāne and Kawerau. Twice weekly services run Whakatāne – Ōpōtiki and Ōpōtiki – Pōtaka respectively. While a once-a-week service provides an access option between Whakatāne and the settlements of Matatā and Edgecumbe.

The regular regional service between Whakatāne and Tauranga also provides a key link between the eastern Bay of Plenty and the west of the region.

Figure 12: **Eastern Bay of Plenty network**

2.4.5 Ngā ratonga ā-rohe
Regional services

As noted in the preceding sections, established regional services currently link Katikati and Ōmokoroa to Tauranga, Murupara/Ruatahuna to Rotorua, and Whakatāne to Tauranga.

Since 2020, BOPRC has also been trialling a number of regional tertiary/commuter services between the following centres:

- Whakatāne – Tauranga
- Rotorua – Tauranga
- Katikati – Tauranga
- Murupara – Rotorua

The future strategy for regional services is outlined in section 4.1.4.

2.4.6 Ratonga tekehī
Total Mobility

Total Mobility is a nationwide scheme designed to help eligible people with impairments use appropriate transport to access essential goods and services, and enhance their community participation. Total Mobility is an important part of BOPRC's plans for assisting the transport disadvantaged.

Total Mobility consists of subsidised door-to-door transport services in areas where the scheme operates. In the Bay of Plenty, Total Mobility operates through approved transport providers based in Tauranga, Rotorua and Whakatāne, providing a broad geographic coverage across the region

BOPRC administers the scheme and funds 50% of the cost of providing the scheme. The remaining 50% comes from central government funding administered by Waka Kotahi. Users are entitled to a 50% discount on fares paid to maximum $25 for any trip.

To be eligible for Total Mobility, a person must have an impairment that prevents them from, at times, undertaking any one or more of the following components of an unaccompanied journey on public transport in a safe and dignified manner:

- Getting to the place from where the transport departs
- Getting onto the transport
- Riding securely
- Getting off the transport
- Getting to the destination

Potential scheme members are assessed by a BOPRC approved agency[6].

New transport providers who wish to join the Total Mobility Scheme must enter into a contract with BOPRC. To join the scheme, transport providers need to:

- meet all service level requirements set out by BOPRC within a service agreement which will be reviewed from time to time, and
- provide evidence that the service will fill a gap in the current provision of Total Mobility services either by way of geographical extent or type of service.

6 For details on approved agencies please contact transport@boprc.govt.nz.

2.4.7 Ngā ratonga kura
School services

Bay of Plenty Regional Council currently provides dedicated school services in the Tauranga urban area for use by school students. This followed the withdrawal of Ministry of Education services for students travelling within the city limits. The Ministry withdrew its services because it deemed that the city's public transport network was sufficient to meet the school travel needs of most students.

The Ministry of Education provides rural and some urban services in the region where these meet its eligibility requirements.

2.5 Ngā whakawhanaketanga hou Recent developments

This section highlights some notable recent developments across the regional public transport network.

2.5.1 Bee Card

The Bee Card is a prepay travel smartcard which was introduced in July 2020 for use across all Bay of Plenty bus services. The Bee Card provides bus users with a faster 'scan and go' method of payment which is both cheaper and more convenient than conventional cash fares.

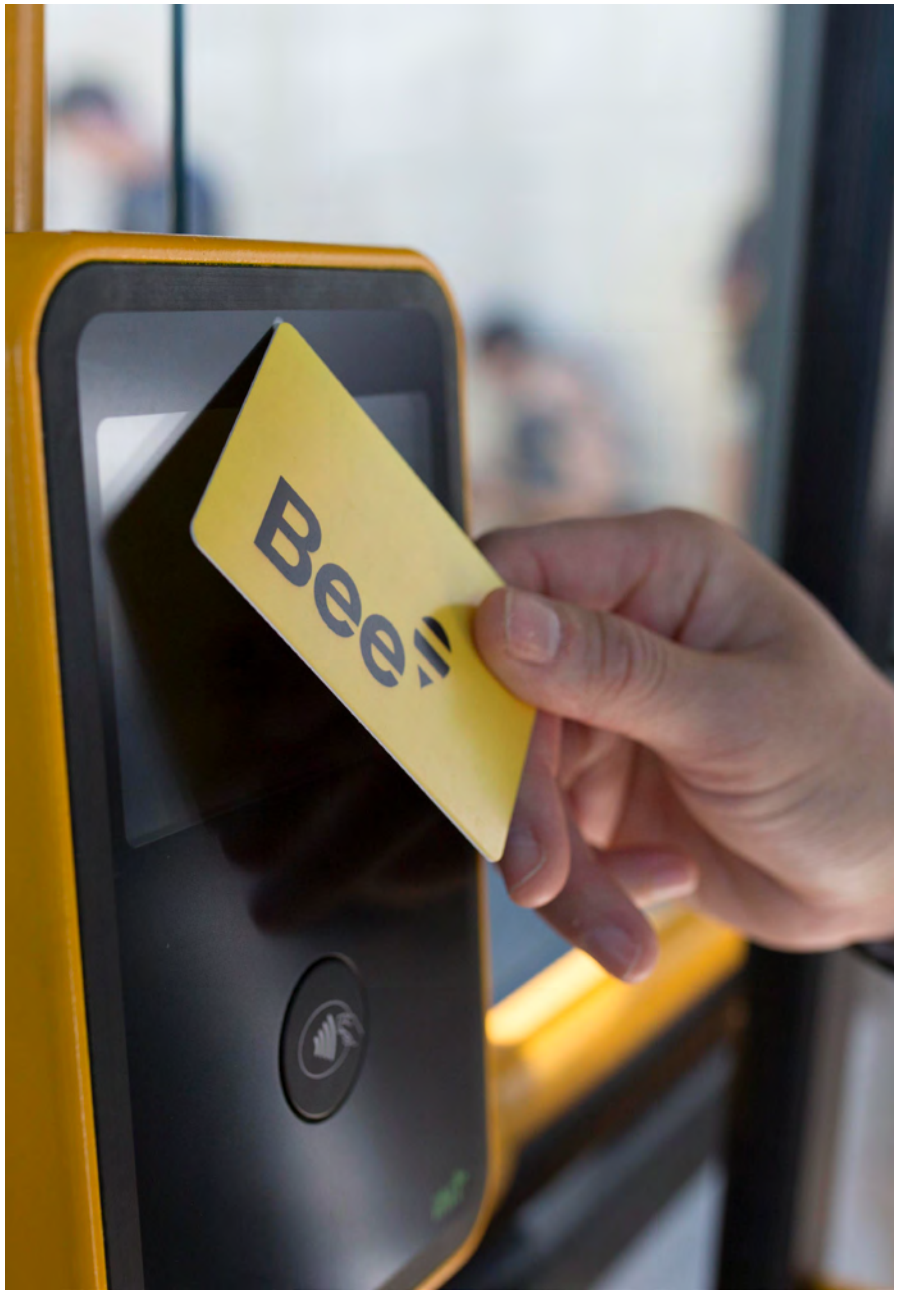
The Bee Card operates across ten regions of New Zealand and can be used for local public transport in Northland, Waikato, Bay of Plenty, Gisborne, Hawke's Bay, Taranaki, Manawatu-Whanganui, Nelson, Otago and Invercargill.

The introduction of the Bee Card has also provided BOPRC with the ability to collect detailed patronage and service data. This data can is used to understand service patronage levels and will help to inform future decision-making and investment in the network.

2.5.2 Ngā mōhiohio onāianei Real-time information

BOPRC is now able to display, monitor and utilise real-time information from buses in operation across all urban services in the Bay of Plenty. The real-time information is sourced from a GPS technology installed in the bus fleet. The benefits of this technology include:

- the ability to display real-time information via the 'live tracking' function on the Baybus website and on electronic signs at interchanges and notable bus stops;
- greater monitoring and awareness of bus service scheduling and delays associated with traffic conditions;
- improved responsiveness to customer enquiries and complaints due to live tracking of bus services and journey times; and
- integration with live tracking Smartphone apps such as Transit.



2.5.3 He whakarāpopotonga o ngā whakawhanaketanga hou Summary of recent developments

The following table highlights a number of initiatives that have been completed or implemented since the RPTP was last reviewed in 2019.

Initiative	Date	Description
Urban Form and Transport Initiative (UFTI)	2020	The UFTI programme business case sets out an integrated land use programme and delivery plan for the western Bay of Plenty sub-region. The programme is called 'Connected Centres'.
Western Bay of Plenty Transport System Plan (TSP)	2020	A transport plan which focuses on delivering the first 30 years of the UFTI Connected Centres vision.
Arotake - Transport Systems Information Reporting	2020	A reporting system which provides Council with transport data such as patronage and reliability derived from Bee card and GPS.
Bee Card	2020	Prepay travel smart card to improve user experience and convenience. Operating across nine regions in New Zealand.
Regional Tertiary/ Commuter Services Trial	2020-2022	A trial of a number of regional tertiary/ commuter services between the following centres: • Whakatāne – Tauranga • Rotorua – Tauranga • Katikati – Tauranga • Murupara – Rotorua Tertiary students travel for free. The trial is currently running until December 2022.
School Free Fares Trial	2020-2022	Implemented across Bay of Plenty network as follows: • Rotorua: free school fares across urban services during school hours (7-9am & 2:30-5pm weekdays) • Whakatāne: free school fares across urban services during school hours (7-9am & 2:30-5pm weekdays) • Tauranga: free fares for school aged students for all daily urban bus services (7-9am & school finish-5pm on weekdays) The trial is currently running until December 2022.
Extension of SuperGold Concession	July 2020	SuperGold Card holders receive free off-peak public bus travel, which is funded 100% by the Ministry of Social Development. BOPRC funds an extension to these hours to enable free travel for eligible card holders from: • 9am on weekdays; and • all day on weekends and public holidays This is a trial which is currently running until 30 June 2023.

Initiative	Date	Description
Accessibility Concession	July 2021	The Accessibility Concession provides free public transport across the Bay of Plenty for anyone who is permanently unable to drive and meets the eligibility criteria. Accessibility Concession holders who cannot travel independently also receive free transport for their +1 companion.
Transit App in Rotorua and Eastern Bay of Plenty	August 2021	Transit is a phone app that shows real-time tracking and information relating to the region's Bayhopper and Cityride bus networks, which means less time waiting at the bus stop for passengers.
Tauranga Bus Network Refresh Phase 1	November 2021	More direct and convenient services between Pāpāmoa and Tauranga city centre, including all day direct services from Pāpāmoa East. Simplification of routes to improve legibility for passengers.

Part 3:
He aha mātou e hiahia ana ki te whakatutuki
What we want to achieve

3.1 Whakakitenga Vision

Tō mātou whakakitenga:
Ka tokomaha ake ngā tāngata e whakamahi ana i te waka tūmata nui pai e whakapai ake i ō rātou oranga, ka tautoko i te whakaahutanga hou, ka whakaiti hoki i tō tātou pānga ki te taiao

Our vision is:
More people using high quality public transport that enhances their lives, supports urban transformation[7] and reduces our collective impact on the environment

3.2 Ngā whāinga Objectives

The vision is supported by seven key objectives with associated targets which will guide our delivery of public transport over the next ten years.

These objectives also provide the framework for the policies and actions identified in Part 4.

7 Urban transformation in this context refers to strategies and actions to improve the economic, social, physical and environmental conditions of urban areas through the delivery of comprehensive and integrated approaches. This closely aligns with the objective and definition of a 'well-functioning urban environment' which is used in the NPS-UD.

Important Note:

The mode shift and emissions reduction targets in this draft Bay of Plenty Regional Public Transport Plan were developed in a manner consistent with relevant targets in the current Bay of Plenty Regional Land Transport Plan, Urban Form and Transport Initiative (UFTI) and the Western Bay of Plenty Transport System Plan (TSP).

The Government has recently released new national targets in the New Zealand Emissions Reduction Plan. The Regional Council and its partner agencies are undertaking work to understand the implications of these new targets for emissions reduction and public transport provision in the region.

3.2.1 Whāinga 1: Te neke aratau me te whakaitinga waro Objective 1: Mode shift and carbon reduction

Public transport successfully contributes to the region's mode shift and greenhouse gas reduction goals.

Target: Increase public transport mode share in Tauranga and Rotorua urban areas (morning peak) to >5% by 2030.[8]

Reduce public transport emissions by decarbonising the region's fleet.

Target: Zero tailpipe emissions from the region's public transport fleet by 2035.

3.2.2 Whāinga 2: Te whakamahere ratonga me te whakaahua Objective 2: Service planning and design

Easy to use public transport that is accessible to existing and potential customers.

Targets:

- *70% of dwellings in Tauranga and Rotorua urban areas are within 500m of frequent public transport services by 2030*[9].
- *80% of residential dwellings in the region are within 500m of a public transport service by 2030*[10].

3.2.3 Whāinga 3: Te tukunga o te ratonga me te tūāhanga Objective 3: Service and infrastructure delivery

Public transport services and infrastructure combine to deliver a safe, reliable, punctual and high quality customer experience while providing value for money.

Targets:

- *Reliability – <0.5% of total scheduled trips are missed annually.*
- *Punctuality – >95% of services operate within 5 minutes of schedule annually.*
- *Utilisation – 75% of services consistently meet the minimum patronage expectations in Policy 2.3.*

8 Baseline: Tauranga = 3%
9 Baseline: Tauranga = 42.5%
10 Baseline: 2019 = 70.7%

3.2.4 Whāinga 4: Te whakakotahinga o te waka tūmatanui me te whakamahi whenua
Objective 4: Public transport and land use integration

Integrated public transport and land use planning supports well-functioning urban environments[11] that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

Target: A minimum of 47% of jobs in our main urban centres are accessible within 45 minutes travel time by public transport from all dwellings in the morning peak in 2030[12].

3.2.5 Whāinga 5: Te wheako o te kiritaki me ngā mōhiohio
Objective 5: Customer experience and information

An excellent customer experience that grows passenger numbers.

Targets:

- *85% of customers are very satisfied with the public transport service by 2030[13].*
- *Public transport boardings increase on average by 10% per annum to 2030.*

3.2.6 Whāinga 6: Ngā rangapū
Objective 6: Partnerships

Quality partnerships ensure that we are responsive to customer and community needs.

Target: High levels of satisfaction expressed in an annual survey of partners.

3.2.7 Whāinga 7: Ngā utu
Objective 7: Fares and pricing

An equitable fare and pricing system that attracts new customers and rewards frequent use.

Target: 90% of customers are very satisfied with bus service value for money by 2030.

11 Well-functioning urban environments are defined in the National Policy Statement on Urban Development as urban environments that, as a minimum: have or enable a variety of homes that:
(i) meet the needs, in terms of type, price, and location, of different households; and
(ii) enable Māori to express their cultural traditions and norms; and
(iii) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
(iv) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and
(v) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
(vi) support reductions in greenhouse gas emissions; and are resilient to the likely current and future effects of climate change.

12 Baseline Tauranga = 24%

13 Baseline: 2020 = 76%

3.3 Ngā wāhi aro Focus areas

We have identified six cross-cutting themes that will anchor our approach to delivering our vision and objectives over the next three years. These focus areas cut across all of our objectives, policies and actions, defining how we will work to deliver them.

Customer centred	We will work proactively to identify customer needs and deliver a safe and competitive service offering with pricing that encourages more frequent use
Delivering a seamless journey	We will focus on the integrated delivery of services and infrastructure to provide a seamless end-to-end journey for our customers
Changing perceptions and attitudes to public transport	We will develop and implement strategies to positively influence peoples' perceptions of public transport encourage travel behaviour change, particularly amongst commuters
Accessibility for all user groups	We will take a flexible and responsive approach to delivering services to enable accessibility for all users
Transition to low impact public transport	We will demonstrate regional leadership in transitioning to zero emission and low impact public transport
Collaborative	We will work with our partners and communities to consider innovative ways of delivering public transport solutions that meet peoples' needs

Part 4: Ka pēhea tātou e tae atu How we will get there

4.1 Te rautaki o anamata Future strategy

This section outlines our future public transport strategy for each sub-region in the Bay of Plenty. This recognises that the region is home to diverse communities, with distinctive public transport needs and requirements, meaning that a 'one size fits all' approach will not necessarily deliver the desired outcomes for each community.

4.1.1 Tauranga and the Western Bay of Plenty

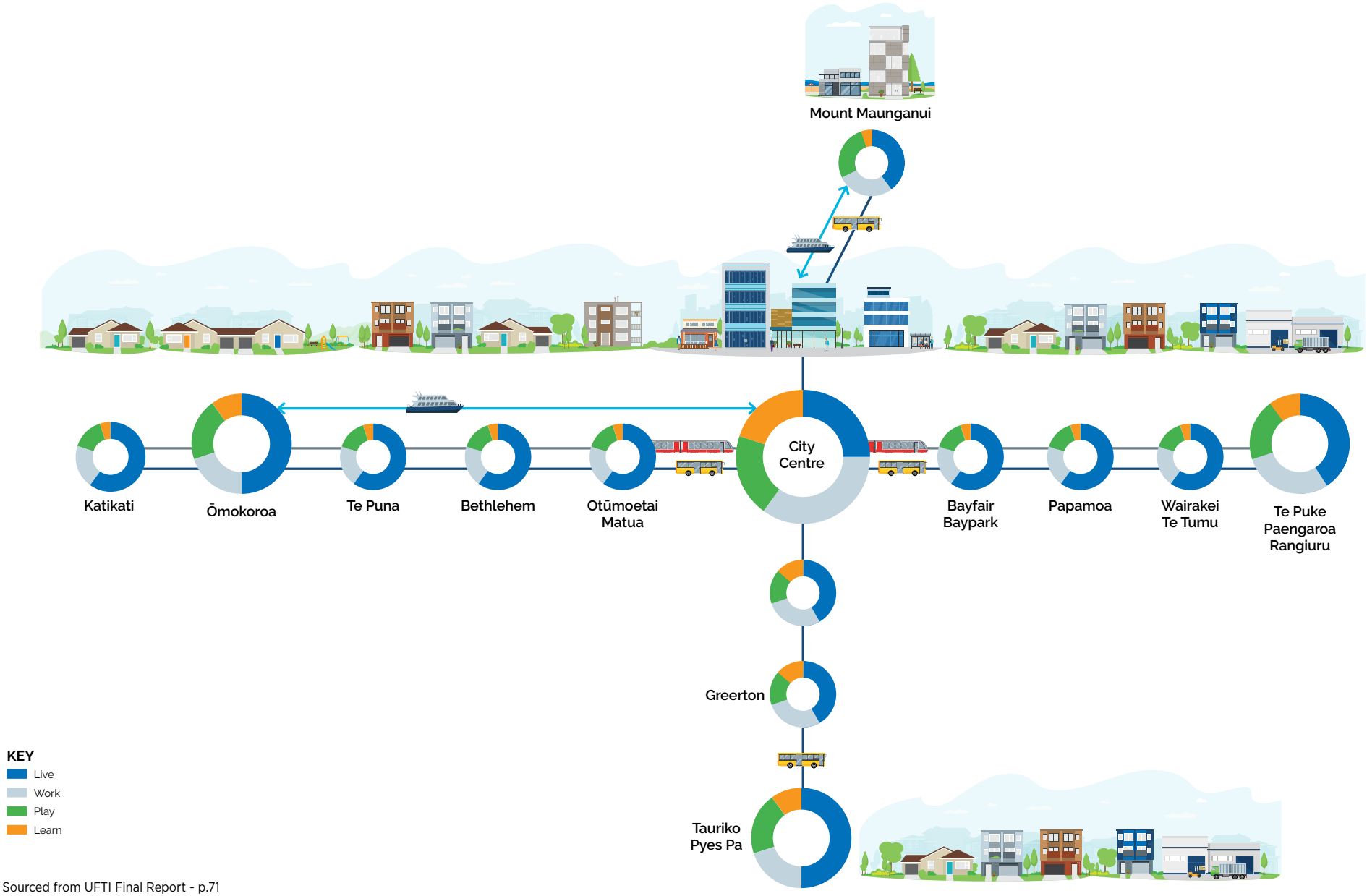
Summary

- Deliver the public transport components of the UFTI Connected Centres programme, RLTP strategic interventions, and the Western Bay of Plenty TSP.
- Continue the process of optimising the existing public transport network in the first three years (Bus Network Refresh).
- Progressively implement the TSP public transport medium scenario as urban intensification and public transport infrastructure improvements are realised.
- Focus on delivering frequent and reliable services on core corridors in tandem with targeted interventions to make public transport journeys competitive with travel by private vehicle.
- Future proof the public transport system for a longer term transition from frequent and reliable services to rapid transit.

UFTI Connected Centres

Our future public transport strategy for Tauranga and the western Bay of Plenty focuses on delivery of the Connected Centres programme described in the Western Bay of Plenty Urban Form and Transport Initiative (UFTI) (Figure 13).

Figure 13: **UFTI Connected Centres programme schematic**



Sourced from UFTI Final Report - p.71

The UFTI Connected Centres programme implements a long-term (30-70+ years) land use and transport vision for the western Bay of Plenty sub-region to cater for an expected 200,000 additional people, 95,000 new homes, and two million additional transport movements per day. UFTI has been collectively endorsed by Waka Kotahi and SmartGrowth local government partners[14].

Within the UFTI Connected Centres programme, there are two core concepts that are critical to successfully delivering the urban form and urban transformation outcomes the sub-region is seeking:

1. Increasing the number of dwellings in planned new growth areas and intensifying existing urban areas. This is to enable development that supports a well-functioning multimodal transport system; and
2. Being able to access local social and economic opportunities within a 15 minute journey time, and sub-regional social and economic opportunities within 30-45 minutes.

The future public transport system will be a central feature in the delivery of UFTI Connected Centres. UFTI envisages a multi-modal transport system –

> *'built around four high frequency and dedicated public transport corridors linking key centres for work, learning and play. Along these corridors and at these centres, the housing densities will be higher than has previously been seen in the western Bay of Plenty[15]'.*

Frequent services combined with bus priority along these corridors are necessary to:

> *'ensure public transport journeys and routes are reliable and provide excellent access to the many social and economic opportunities across the subregion'.*

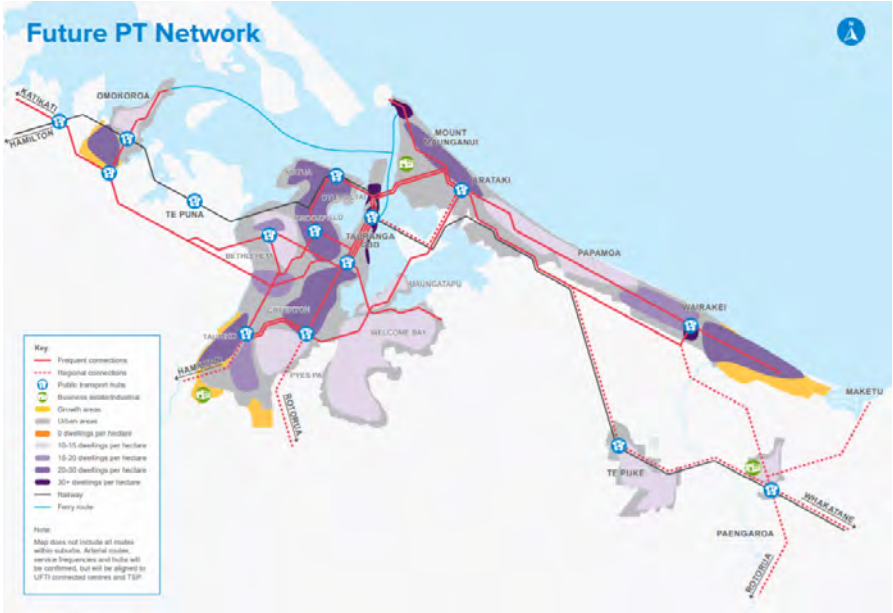
At a more fine grained level, UFTI describes the future public transport system in each corridor:

Central Urban Corridor Tauriko Crossing - Mount Maunganui via Cameron Road	High frequency public transport system.
Eastern Corridor Te Maunga/Baypark to Paengaroa	High frequency public transport services linking Wairakei/Te Tumu and the CBD and beyond, with dedicated public transport prioritisation to enable reliable public transport movements. Ultimately, may be serviced by a future public transport connection using the rail corridor inking Te Puke, Rangiuru and the CBD. Dependent on a number of factors including dwelling densities, job distribution, and demand.
Western Corridor Beyond the Takitimu Drive/ SH36/29 intersection into the Kaimais and toward Rotorua	High frequency public transport services and supporting public transport infrastructure from Tauriko Crossing to the CBD.
Northern Corridor Takitimu Drive/ Bethlehem to Waihi	Higher densities around Ōmokoroa town centre to support a frequent public transport service along the Tauranga Northern Link and existing state highway. The rail corridor may ultimately provide an alternative public transport connection from Apata to the CBD and beyond (as above).

The future public transport system and planned urban intensification in UFTI Connected Centres is shown in Figure 14.

14 Bay of Plenty Regional Council, Tauranga City Council, Western Bay of Plenty District Council.
15 One of the key design principles for Connected Centres is to 'intensify current urban areas across the board and along public transport corridors to 30-50 dwellings per hectare around identified nodes and centres'. Urban Form and Transport Initiative (UFTI) Final Report (2020) p63.

Figure 14: **Future public transport network and urban intensification**



Bay of Plenty Regional Land Transport Plan 2021-2031 (RLTP)

The Strategic Interventions section in the RLTP provides more detail on the characteristics of the public transport system envisaged in UFTI Connected Centres:

> ***Frequent and reliable public transport services***
>
> *In the Bay of Plenty's urban areas, people will be able to use fast and frequent "turn-up-and-go" public transport services which provide comfortable seating and free Wi-Fi to utilise time productively.*
>
> *New and intensified development will be built where it can be well-served by frequent and reliable public transport services.*
>
> *Strategically located Park & Ride facilities and transport hubs, with cycling and walking connections, will provide communities with safe access to fast and frequent public transport services* [16].

Western Bay of Plenty Transport System Plan (TSP)

The TSP takes UFTI's Connected Centres vision and focuses on the first 30 years of transport planning required to make it happen. It provided the basis for the public transport-related business cases and activities in the western Bay of Plenty sub-region that have been identified in the RLTP and in this plan.

The TSP's key goal for public transport re-iterates the UFTI Connected Centres vision:

> *Dedicated lanes and priority at key intersections will allow buses to move past queued traffic and ensure bus services are frequent, reliable and get people where they need to go. Most people should be able to reach their destination using public transport within 30-45 minutes* [17].

16 Bay of Plenty Regional Land Transport Plan 2021-2031 p.13.
17 Western Bay of Plenty Transport System Plan Executive Summary (2021) p.16.

TSP Public Transport Medium Scenario[18]

The TSP recommended programme is based on a 'medium' investment scenario providing higher frequency public transport services along key corridors that connect centres and places of activity such as schools and employment areas.

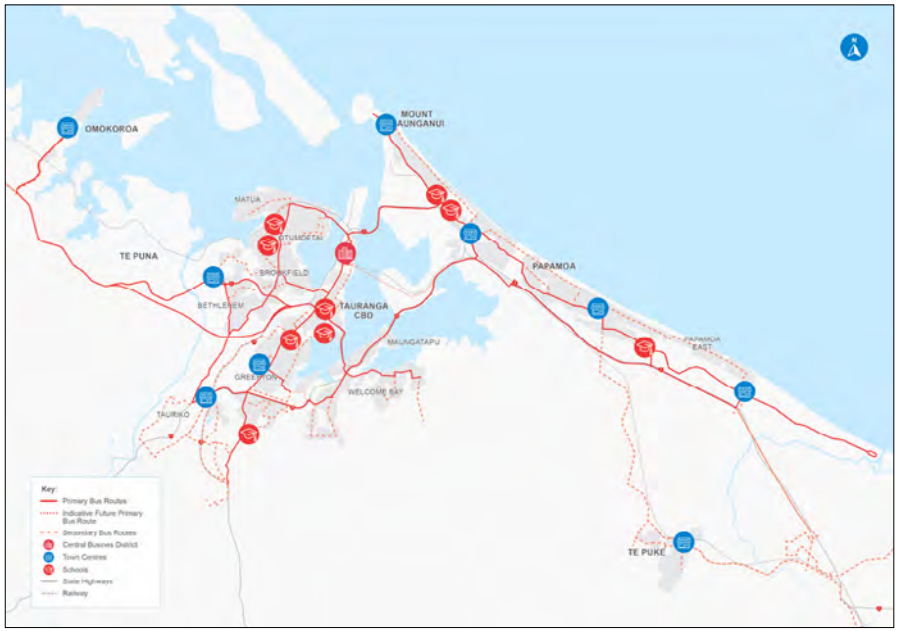
The TSP identifies a range of primary and secondary public transport routes (Figure 15). In general terms, it is envisaged that high frequency and express services will follow primary public transport routes and lower frequency collector services will follow the secondary public transport routes[19]. The TSP programme also includes provision for an On Demand Public Transport trial in Tauranga. This will assist with establishing proof of concept for potential application elsewhere in the region.

The TSP Medium Scenario must be complemented by associated infrastructure including:

- public transport hubs that allow efficient, safe and welcoming interchange between modes (bus, cycle, walking, micro mobility especially);
- bus priority measures;
- park and ride sites that extend the catchment of frequent and prioritised public transport services into wider sub-regional areas; and
- information provision and data that provides customers real time information on transport options and system conditions to inform journey making[20].

The TSP sets the framework for the future public transport system showing where routes, hubs, interchanges and park and ride sites could be delivered. The Western Bay of Plenty Public Transport Services and Infrastructure Business Case is a priority project that will further define the timing, concept and funding for these key system components.

Figure 15: **TSP primary and secondary public transport routes**



18 Note: the TSP Medium Investment Scenario is subject to review in the Western Bay of Plenty Public Transport Services and Infrastructure Business Case (see Priority Action).
19 Western BOP Transport System Operating Framework - Report 3: Option Evaluation and Recommendations (2020) p27.
20 ibid. pp11,27.

Regional Public Transport Plan

The role of this RPTP is to frame up policies and actions to assist with operationalising the agreed future public transport strategy for the sub-region. The following table references the key RPTP policies in Part 4 which, along with their associated actions, are designed to implement this strategy.

Objective	Policies
Mode shift and carbon reduction	1.1 Frequent and reliable services 1.2 Targeted interventions in urban areas 1.3 Travel demand management 1.4 Zero emission public transport 1.5 Mobility as a service 1.6 Passenger rail 1.7 Transport pricing
Service planning and design	2.1 Service planning principles 2.2 Service classifications 2.3 Service optimisation 2.4 Urban public transport network operating models 2.6 On demand public transport 2.9 Ferries
Service and infrastructure delivery	3.3 Public transport services 3.4 Infrastructure quality 3.5 Innovation and technology 3.6 Service quality 3.7 Service performance 3.8 Vehicle quality standards 3.9 Vehicle size and weight
Public transport and land use integration	4.1 Public transport and urban intensification 4.2 Modal integration 4.3 Services and infrastructure in new urban areas 4.4 Infrastructure timing 4.5 Park and ride 4.6 Rapid transit
Customer experience and information	5.1 Accessible journey 5.2 Safety and personal security 5.3 Legibility 5.4 Amenity 5.5 Marketing and promotion 5.6 Branding
Partnerships	6.1 Public transport providers 6.2 Public transport funders 6.3 Māori
Fares and pricing	7.1 Fare principles 7.2 Fare structure 7.3 Fare pricing initiatives 7.4 Fares and parking policy

Priority Action

Develop and implement the Western Bay of Plenty Public Transport Services and Infrastructure Business Case.

4.1.2 Rotorua

Summary

Deliver the Rotorua Bus Network Refresh to optimise the network and improve convenience for the customer.

Work with partner agencies to implement travel demand management measures that support mode shift to public transport.

Renew the Rotorua bus operating contract in 2024 (or 2025) factoring in a range of broader considerations, including:

- Promoting short term mode shift as part of managing demand for single-occupancy travel.
- Improving the financial sustainability of the system.
- Integration with the Rotorua Future Development Strategy to consider potential demand from urban intensification, and new housing and employment areas.
- Promoting the existing network to tourists following the COVID-19 pandemic.
- Recommendations from the Bus Decarbonisation Feasibility Study in terms of transitioning the fleet to zero emission buses.

Longer term strategy to explore future options and opportunities for public transport in the sub-region, including:

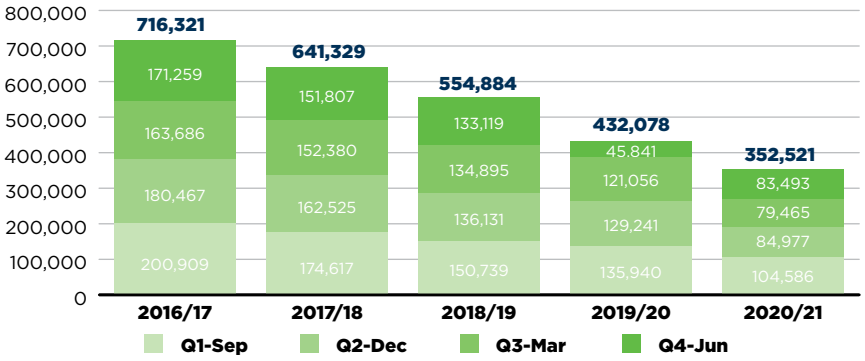
- Reviewing service levels on key urban corridors.
- Exploring the potential for new service delivery models including on demand public transport and community transport services.
- Delivering significant mode shift for specific markets such as seasonal workers and the tourism sector.

Rotorua Bus Network Refresh

Our future public transport strategy for Rotorua focuses initially on the Rotorua Bus Network Refresh process, which has included analysis of the existing network and recommendations on changes to optimise services and improve convenience for the customer.

A key objective for the Rotorua Bus Network Refresh has been to address the trend of declining patronage, which predated the additional impacts of the COVID-19 pandemic from early 2020 (Figure 16).

Figure 16: **Rotorua urban services – total boardings**



To date, a technical assessment of the network has been completed, which recommended a number of changes to the existing network. In summary, these involve:

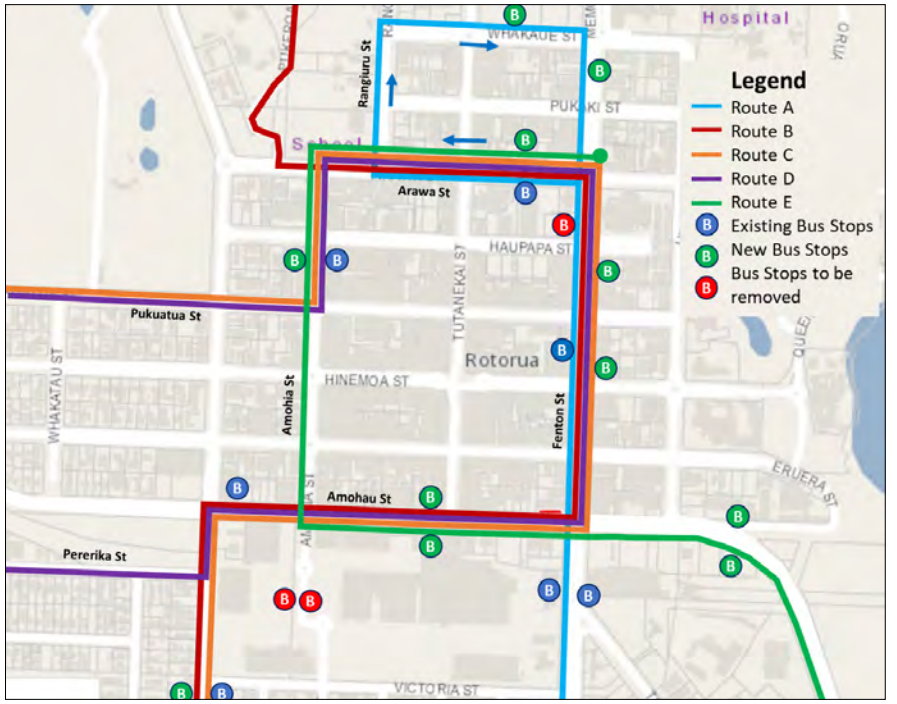
- network simplification (a smaller number of cross-city routes which provide broadly the same level of coverage)
- better CBD access for services and customers
- supporting marketing and fares initiatives
- cost savings through network efficiencies

The recommended network is shown in Figure 17, key features include:

- Moving from 11 discrete routes radiating from the CBD, to five key routes which collectively provide a similar level of coverage to the previous network.
- Three of the proposed routes are cross town services, each one providing a similar level of coverage to two of the previous routes.
- A route linking the airport, a large number of accommodation providers along Fenton Street, and the CBD.
- Increasing the size of residential loops to improve access and reduce vehicle requirements.
- Most routes will operate in a U-shape around the CBD, so that all routes serve the Central Mall and the I-Site area. This provides a consistent operating pattern and enables a 10 minute service frequency across the CBD (Figure 18).
- All routes will continue to operate to a 30 minute weekday frequency, with lower frequencies on Sundays.

Figure 17: **Proposed Rotorua network**

Figure 18: **Proposed CBD operation**



Anticipated future steps in the *Rotorua Bus Network Refresh* process are:

- Public consultation on the proposed network (2022).
- Implementing final recommended service changes and supporting initiatives (2022-23)[21].
- Working with partner agencies to implement infrastructure changes (2022-23).
- Monitoring and reviewing effects on patronage (2023 onwards, in preparation for contract renewal).

21 COVID permitting.

Rotorua operating contract renewal

A key milestone date during the life of this plan is the renewal of the Rotorua bus operating contract. The current operating contract is due to end in June 2024. However, there is the option of extending the contract for one year until June 2025.

The contract renewal process represents an opportunity to consider longer term changes to public transport services in the Rotorua sub-region. Key actions in the lead-up to the contract renewal process will include:

- Evaluating the outcomes of the *Rotorua Bus Network Refresh*; consolidating successful features and making network adjustments as required.
- Considering potential demand from urban intensification, and new housing and employment areas; linking with preparation of the *Rotorua Future Development Strategy*.
- Considering recommendations from the *Bus Decarbonisation Feasibility Study* and the implications of the Government's *Public Transport Operating Model (PTOM) Review* in terms of transitioning the fleet to zero emission buses.

Post-contract renewal actions will include:

- Implementing and consolidating service changes.
- Monitoring and evaluating outcomes.

Longer term strategy

Our longer term strategy for Rotorua will be to explore further options and opportunities for public transport in the sub-region. In the Rotorua context, this is likely to include:

- Reviewing service levels, particularly on key corridors where there are opportunities for urban intensification (pending the outcomes of the *Rotorua Bus Network Refresh* and *Rotorua operating contract renewal* processes).
- Exploring the potential for on demand public transport (taking into account learnings from the *On-Demand Public Transport Trial for Tauranga South*).
- Exploring the potential for alternative delivery models for smaller settlements and rural areas, for example, the provision of community transport services.
- Considering opportunities to provide services that better support the transport needs of specific markets e.g. the tourism sector.
- Working with partner agencies to develop and implement travel demand management measures that support mode shift to public transport as part of the *Bay of Plenty Travel Demand Management and Behaviour Change* programme.

There may be an opportunity to bring forward consideration of some of these options ahead of the contract renewal process, subject to final timeframes.

Regional Public Transport Plan policies

The following table references the key RPTP policies in Part 4 which, along with their associated actions, will support implementation of public transport strategy for the Rotorua sub-region.

Objective	Policies
Mode shift and carbon reduction	1.1 Frequent and reliable services 1.2 Targeted interventions in urban areas 1.3 Travel demand management 1.4 Zero emission public transport 1.5 Mobility as a service
Service planning and design	2.1 Service planning principles 2.2 Service classifications 2.3 Service optimisation 2.4 Urban public transport network operating models 2.6 Community services 2.7 On demand public transport
Service and infrastructure delivery	3.3 Public transport services 3.4 Infrastructure quality 3.5 Innovation and technology 3.6 Service quality 3.7 Service performance 3.8 Vehicle quality standards 3.9 Procurement
Public transport and land use integration	4.1 Public transport and urban intensification 4.2 Modal integration 4.3 Services and infrastructure in new urban areas 4.4 Infrastructure timing
Customer experience and information	5.1 Accessible journey 5.2 Safety and personal security 5.3 Legibility 5.4 Amenity 5.5 Marketing and promotion 5.6 Branding
Partnerships	6.1 Public transport providers 6.2 Public transport funders 6.3 Māori 6.4 Communities and local service providers
Fares and pricing	7.1 Fare principles 7.2 Fare structure 7.3 Fare pricing initiatives 7.4 Fares and parking policy

Priority Actions

- **Implement the Rotorua Bus Network Refresh**
- **Renew the Rotorua bus operating contract**
- **Work with partners to ensure public transport is integrated with land use in the Rotorua Future Development Strategy**

4.1.3 Eastern Bay of Plenty

Summary

Develop and implement the Eastern Bay Bus Network Refresh comprising:

- Early interventions to optimise the existing service within current funding allocations.
- Working with community groups to understand current service provision and develop options for funding opportunities, for example through the next RLTP.
- Recommend a future service delivery model taking into account the potential of alternative options for providing services, including on demand public transport and community transport services.

Renew the Eastern Bay of Plenty operating contract in 2025 (or 2026) which will:

- Implement the longer term improvements recommended in the Eastern Bay Bus Network Refresh.
- Work with partner agencies through Spatial Plan and Transport Strategy processes to consider future demand from new commercial and residential developments and how this may support business cases for increasing future service frequencies.
- Consider recommendations from the Bus Decarbonisation Feasibility Study and the implications of the Government's PTOM review in terms of transitioning the fleet to zero emission buses.

Work with partner agencies to develop and implement measures that support public transport as part of the Bay of Plenty Travel Demand Management and Behaviour Change programme.

Eastern Bay Bus Network Refresh

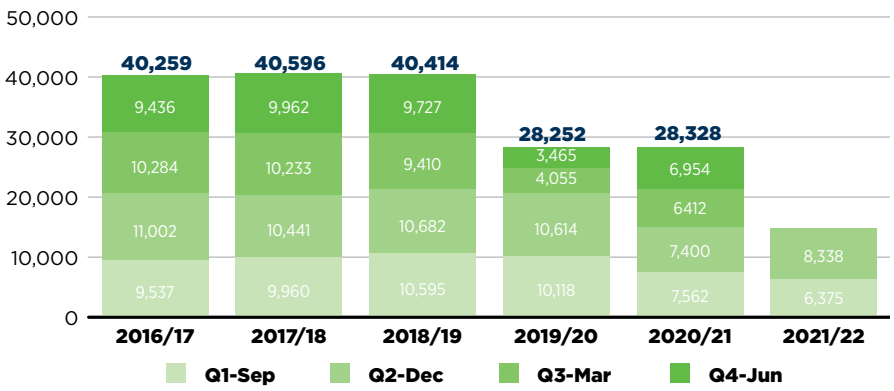
The *Eastern Bay Bus Network Refresh* will be the key focus of our short to medium term public transport strategy for the sub-region.

The current network faces challenges with declining patronage on the urban service covering Whakatāne and Ōhope, and limited uptake on services linking Whakatāne to neighbouring towns and rural areas (Figure 19).

The *Eastern Bay Bus Network Refresh* process will consider improvements to be implemented both before and after the renewal of the current Eastern Bay of Plenty bus operating contract.

The initial focus will be on early interventions or 'quick wins' that can be delivered within current funding allocations. An immediate priority is optimising the Ōhope – Whakatāne route, which is the only Eastern Bay of Plenty service operating with a daily frequency. Analysis suggests this service can be re-routed and re-scheduled to better provide for commuter and shopping trips.

Figure 19: **Eastern Bay of Plenty services – total boardings**



Anticipated future steps in the *Eastern Bay Bus Network Refresh* process include:

- Development of a recommended service delivery model (2022).
- Public consultation (early 2023).
- Implementing recommended service changes and supporting initiatives (mid 2023).
- Working with partner agencies to implement infrastructure changes (2022-23).
- Monitoring and reviewing effects of early interventions on patronage (2023-contract end).

Eastern Bay of Plenty operating contract renewal

The Eastern Bay of Plenty bus operating contract is due to be renewed by July 2025. However, there is the option of a one-year extension of the current contract through to July 2026.

The 3-4 year lead-in period to the renewal of the contract provides an opportunity to determine the longer-term public transport service delivery model for the Eastern Bay of Plenty. This is likely to include consideration of alternative service delivery models, for example:

- The potential for on demand public transport (taking into account learnings from the *On-Demand Public Transport Trial for Tauranga South*, while recognising that there is likely to be a different set of factors at play in the more rural Eastern Bay of Plenty context).
- The potential for providing community transport services to smaller settlements and rural areas. This will require a more comprehensive understanding of the current community services landscape, building on existing work such as the *Eastern Bay Villages Te Kokoru Manaakitanga - Accessible Transport Solutions Research Report*.

Other important actions to be delivered in advance of contract renewal will be:

- Evaluating the outcomes of the Eastern Bay Bus Network Refresh early interventions; consolidating successful features and making network adjustments as necessary.
- Working with partner agencies through the Whakatāne and Kawerau Districts Spatial Plan and Transport Strategy processes to consider potential demand from new commercial and residential developments, particularly in and around the Whakatāne urban area. This will be an important input into any future business cases for increasing service frequencies.
- Considering recommendations from the *Bus Decarbonisation Feasibility Study* and the implications of the Government's *PTOM Review* in terms of transitioning the fleet to zero emission buses.
- Working with partner agencies to develop and implement travel demand management measures that support public transport as part of the *Bay of Plenty Travel Demand Management and Behaviour Change* programme.

Post-contract renewal actions will include:

- Implementing and consolidating service changes.
- Monitoring and evaluating outcomes.

Regional Public Transport Plan policies

The following table references the key RPTP policies in Part 4 which, along with their associated actions, will support implementation of public transport strategy for the Eastern Bay of Plenty sub-region.

Objective	Policies
Mode shift and carbon reduction	1.3 Travel demand management 1.4 Zero emission public transport
Service planning and design	2.1 Service planning principles 2.2 Service classifications 2.6 Community services 2.7 On demand public transport
Service and infrastructure delivery	3.3 Public transport services 3.4 Infrastructure quality 3.5 Innovation and technology 3.6 Service quality 3.7 Service performance 3.8 Vehicle quality standards 3.9 Procurement

Objective	Policies
Public transport and land use integration	4.2 Modal integration 4.3 Services and infrastructure in new urban areas 4.4 Infrastructure timing
Customer experience and information	5.1 Accessible journey 5.2 Safety and personal security 5.3 Legibility 5.4 Amenity 5.5 Marketing and promotion 5.6 Branding
Partnerships	6.1 Public transport providers 6.2 Public transport funders 6.3 Māori 6.4 Communities and local service providers
Fares and pricing	7.1 Fare principles 7.2 Fare structure 7.3 Fare pricing initiatives

Priority Actions

- **Develop and implement the Eastern Bay Bus Network Refresh**
- **Develop a recommended service delivery model**
- **Renew the Eastern Bay of Plenty bus operating contract**
- **Work with partners to develop and implement travel demand management measures that support public transport**

4.1.4 Regional services

Since 2020, BOPRC has been trialling a number of regional tertiary/commuter services between the following centres:

- Whakatāne – Tauranga
- Rotorua – Tauranga
- Katikati – Tauranga
- Murupara – Rotorua

These supplement more established regional or sub-regional services linking Katikati and Ōmokoroa to Tauranga, Murupara/Ruatahuna to Rotorua, and Whakatāne to Tauranga.

The trial tertiary/commuter services are a joint venture between the University of Waikato, Toi Ohomai Institute of Technology and the Bay of Plenty Regional Council, with each organisation contributing funds to make the service available, along with a grant from Waka Kotahi. The services are fare free for tertiary students.

Travel distances between the region's main urban centres are not large by New Zealand standard, and intra-regional travel between the centres for various purposes (e.g. commuting, work-related travel, leisure, tourism and shopping) is becoming increasingly significant. The location of planned development on the edges of the urban areas is likely to further increase the attractiveness of this type of travel. Low service frequencies impact on the current viability of intra-regional services for these trip purposes.

Our future plan for regional services is to:

- Review the trial of tertiary/commuter services and decide whether they should be implemented on a more permanent basis, or discontinued.
- Prepare a regional bus services strategy which assesses future demand for travel between the main urban areas, and proposes a network which provides a fast and attractive service offer.
- Work with Waikato Regional Council to assess potential demand for cross-boundary services on key inter-regional corridors – SH2 to Paeroa, SH27 to Matamata / Morrinsville, and SH29 to Cambridge / Hamilton.
- Subject to the outcomes of the tertiary/commuter services review and regional bus services strategy, include additional service funding proposals in the next RLTP.

Priority Actions

- **Review the trial of tertiary/commuter services**
- **Prepare a regional bus services strategy**

4.2 Ngā kaupapa here me ngā mahi Policies and actions

This section sets out the policies and actions in that will help us deliver the RPTP vision and objectives. They are grouped according to the main objective they contribute to, but most will support the achievement of more than one objective.

4.2.1 Te neke aratau me te whakaitinga waro Mode shift and carbon reduction

Policies and actions to achieve mode shift and carbon reduction.

Objective 1

Public transport successfully contributes to the region's mode shift and greenhouse gas reduction goals.

Reduce public transport emissions by decarbonising the region's fleet.

Policy 1.1 Frequent and reliable services

Prioritise the delivery of services and infrastructure to support a high quality, frequent and reliable network on key urban corridors to achieve mode shift.

Policy 1.2 Targeted interventions in urban areas

Work collaboratively with partners to develop and implement integrated packages of activities designed to achieve mode shift in urban areas.

These will include a mix of public transport service provision, bus priority infrastructure and pricing mechanisms (fares and parking) integrated with plans for urban intensification and active transport provision.

Policy 1.3 Travel demand management

Develop and implement strategies to encourage and incentivise the use of public transport as a travel option within broader travel demand management programmes.

Policy 1.4 Zero emission public transport

Manage the transition to a zero-emission public transport bus fleet to align with the New Zealand government target to decarbonise the public transport bus fleet by 2035.

Policy 1.5 Mobility as a service

Proactively explore and implement options in the mobility marketplace that enable customers to choose and pay for modes that best meet their travel needs.

Policy 1.6 Passenger rail

Work collaboratively with central government and regional partners to continue exploring the potential for viable inter-regional passenger rail and/or commuter services in the longer term.

Policy 1.7 Transport pricing

Advocate for investigations into road pricing and other financial mechanisms designed to achieve mode shift and increase public transport use.

Actions – Mode shift and carbon reduction

- Develop and implement the Western Bay of Plenty Public Transport Services and Infrastructure Business Case.
- Develop business cases and implement packages of targeted interventions within the following activities identified in the Bay of Plenty RLTP:
  - Future-proofing Cameron Road Stage One
  - Cameron Rd Multimodal Improvements Stage 2 (17th Ave to Barkes Corner)
  - Arataki to Pāpāmoa East Multimodal Stage 1
  - Tauriko West Enabling works package
  - Tauriko West Long Term Business Case
  - Mount Maunganui Spatial Plan
  - Otūmoetai Spatial Plan
  - Arataki area accessibility and placemaking
  - Improve public transport access via Tauranga Eastern Link (TEL) for express services
  - SH29A multi-modal corridor improvements
  - Tauranga: SH2 to city centre (complementary to NZUP Tauranga Northern Link)
  - Turret and 15th Ave multimodal improvements
  - Rotorua Public Transport Business Case
  - Rotorua Bus Service Enhancements
  - Coastlands integrated growth and resilience improvements
- Develop and implement the comprehensive region-wide Bay of Plenty travel demand management and behaviour change programme.
- Undertake a bus fleet decarbonisation feasibility study to understand the opportunities and constraints of increasing the size of the zero emission fleet as bus service contracts are renewed and achieving a fully emissions free public transport bus fleet by 2035.
- Integrate the transition to a zero emission public transport fleet within:
  - the work programme in the BOPRC Climate Change Action Plan; and
  - the development and implementation of a Bay of Plenty Transport Emissions Reduction Plan (TERP).
- Undertake work to include bus fleet emissions in the Bay of Plenty public transport monitoring and reporting programme.
- Work proactively through established regional sector groups to identify, assess, trial and adopt viable new public transport technologies, including mobility as a service platforms.
- Actively participate in central government business cases investigating the possible extension of Hamilton to Auckland passenger rail to Tauranga; including review of the costs and benefits of the Hamilton to Auckland service.

4.2.2 Te whakamahere ratonga me te whakaahua Service planning and design

How we plan and design networks and services to meet current and future customer demand.

Objective 2

Easy to use public transport that is accessible to existing and potential customers.

Policy 2.1 Service planning principles

The following principles will be applied when planning and designing public transport networks and services:

- **Simple and direct** – a simple and direct network that provides logical connections between origins and destinations.
- **Network hierarchy** - a hierarchy of interconnected services that balance directness, frequency, and coverage.
- **Integrated** – services are integrated with surrounding land uses and other modes.
- **Customer centred** – the customer experience is at the centre of our service planning and delivery.
- **Consistent and reliable** - Services and infrastructure combine to achieve consistent and reliable journeys for our customers.
- **Safe and accessible** - a public transport network that is safe and accessible for customers of all ages and abilities.
- **Legible and convenient** - a legible network with clear wayfinding, signage, and real time information along with convenient transfers.

Policy 2.2 Service classifications

The following classifications will be applied to services in the Bay of Plenty public transport network:

Express	Direct services with limited stops and little or no delay. These services operate on the fastest and most direct routes and generally operate only in peak periods and in the peak direction unless specified.
Primary	High quality, high frequency and direct services operating on key corridors with high quality infrastructure and extensive priority measures.
Connector	Regular, moderate frequency services with high quality infrastructure and targeted priority measures.
Local/Regional	Services designed to maximise coverage and accessibility with high quality stops and shelters.
Targeted	Targeted services including on-demand public transport, school transport, community transport and Total Mobility services.

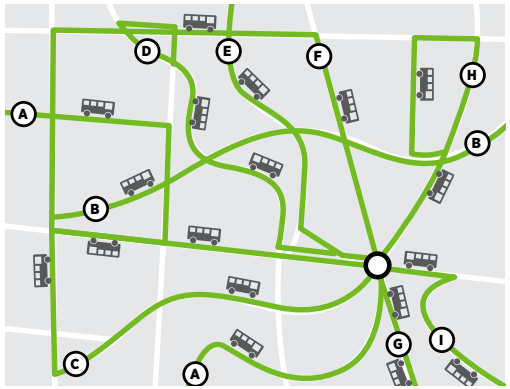
Patronage and Coverage – All services will to need to balance the divergent goals of patronage and coverage.

Patronage services - are designed primarily to attract high numbers of users, achieve mode shift and relieve pressure on the transport network. These are direct services, operating frequently and connecting the most important destinations. There are shorter waiting times between services but distances to access the services may be longer for people in less densely populated areas away from the main corridors.

Maximising patronage

Coverage services – are designed to provide people with a transport option to access essential goods and services. These service communities with lower densities and are less frequent because they can sustain lower levels of use. There are longer waiting times between services but distances to access the service may be shorter because they provide more coverage in an area.

Maximising coverage



Target service levels

The guidelines below have been developed as target service levels for the public transport network. These will be progressively implemented over the life of RPTP taking into account existing and forecast demand.

The guidelines do not preclude different service levels being provided according to specific circumstances.

Services	Express	Primary	Connector	Local / Regional	Targeted
Role	Generally in peak times	All Day Network	All Day Network	Supporting Network	Targeted at specific needs
Primary Objective	Patronage	Patronage	Balance between patronage and coverage	Coverage	Coverage and access
Minimum Hours of Operation	6am–10am; 3pm–7pm	6am–10pm	6am–8pm	-	-
Minimum Frequency	10–30 minutes (peak)	10–15 minutes	15–30 minutes	2 return services/week	-
Prioritisation measures to achieve efficiency and reliability	Priority measures including priority lanes	Priority measures including priority lanes	Targeted priority measures	Limited priority measures	-

Policy 2.3 Service optimisation

New and existing services classified as Express, Primary or Connector will be subject to the following minimum patronage expectations:

Express	7 boardings per weekday in-service hour (3 month rolling average)
Primary	7 boardings per weekday in-service hour (3 month rolling average)
Connector	5.5 boardings per weekday in-service hour (3 month rolling average)

New services - proposals will be assessed according to forecast demand, taking into account:

i. the extent to which the public transport catchment area has reached its planned population capacity; and

ii. the quality and extent of supporting public transport infrastructure.

Existing services – where a service does not consistently meet these patronage expectations, BOPRC will take the following actions before deciding to remove the service:

i. investigate the customer potential of the service;

ii. identify and assess options to improve the service to attract patronage (for example, route changes, promotional activities or infrastructure improvements);

iii. consider other ways of delivering the service (for example, an on demand service);

iv. consider combining the service with others or truncating the service at a key stop or destination;

v. consider providing a lower level of service than the minimum guidelines if adjustments cannot ensure the service meets patronage expectations.

Policy 2.4 Urban public transport network operating models

Work with partner agencies in Tauranga and Rotorua to develop and implement urban public transport network operating models consistent with the Service Planning Principles in Policy 2.1 and Service Classifications in Policy 2.2.

Policy 2.5 Community services

Work with rural communities and community service providers to explore targeted, innovative services that improve access to essential goods and services.

Policy 2.6 On demand public transport

Consider trials of on demand public transport services where there is potential to fulfil one or more of the following roles in the region's public transport network:

i. To operate as a feeder service to existing public transport services for less accessible areas.

ii. In areas of low passenger demand where a regular bus service is not considered viable.

iii. To serve the needs of specific categories of customers.

Policy 2.7 Total Mobility

Support the operation of the Total Mobility Scheme (subject to Government funding) by transport providers that are able to meet Regional Council requirements and demonstrate a current gap in service levels.

Policy 2.8 School services

Bay of Plenty Regional Council currently provides dedicated school services in the Tauranga urban area for use by school students. This followed the withdrawal of Ministry of Education services for students travelling within the city limits. The Ministry withdrew its services because it deemed that the city's public transport network was sufficient to meet the school travel needs of most students.

The Ministry of Education still provides rural and some urban services in the region where these meet its eligibility requirements.

Demand for dedicated school services in Tauranga has grown to the extent that by 2021, there were 62 school buses operating on 57 routes. These have been planned to serve a particular school or group of schools, and the route and timetable is targeted to the needs of those schools.

The policy in this RPTP is designed to ensure the sustainable provision of dedicated school services in Tauranga and applies to new or additional school services only.

The provision of dedicated school services will continue to be limited to the Tauranga urban area.

Any new school service proposals will be assessed according to the following criteria:

i. the service predominantly caters for students travelling to/from school within their local or an adjacent school enrolment zone; and

ii. forecast demand indicates a minimum of 10 students per day will use the service on a regular basis.

Any new school service proposals for secondary students will be considered providing they meet criteria i) and ii), and where:

iii. a similar level of service is not provided by the public transport network; or

iv. the level of demand is having material impacts on the capacity of the public transport service.

Additional services on a corresponding route will be considered when demand for the service is within 5 students of the legal carrying capacity of the bus on at least 3 days in any school term; or is exceeded on any 1 day.

Policy 2.9 Ferries

Provide financial support for the existing ferry service in the region to ensure community access to essential goods and services.

Assess the viability of proposals for new ferry services through the development of business cases where appropriate, and ensure any new service proposals are integrated with the wider public transport system.

Actions – Service planning and design

- Consistently monitor boardings per in service hour on all Express, Primary and Connector services and review service provision as necessary.
- Develop and implement the Western Bay of Plenty Public Transport Services and Infrastructure Business Case.
- Implement the Tauranga Bus Network Refresh (Stage 2) – Tauranga Western
- Implement the Rotorua Bus Network Refresh
- Develop and implement decision-making criteria for when Express Services will be considered in network planning processes.
- Undertake work to better understand the current community services landscape and identify potential transport opportunities.
- Develop a policy and decision-making framework to support the provision of community transport services.
- Develop and implement the On-Demand Public Transport Trial for Tauranga South.
- Undertake a high level business case for a ferry service in the western Bay of Plenty.
- Assess new requests for dedicated school services in accordance with Policy 2.8
- Continuously monitor use of dedicated school services and adjust service provision in accordance with Policy 2.8

4.2.3 Te tukunga o te ratonga me te tūāhanga
Service and infrastructure delivery

How we deliver public transport services and infrastructure.

Objective 3

Public transport services and infrastructure combine to deliver a safe, reliable, punctual and high quality customer experience while providing value for money.

Policy 3.1 Contract units

Enter into exclusive contracts for public transport services according to units identified in the following table. BOPRC intends to provide financial assistance for all operational units.

Name	Description	Contract	
		Start	End
Tauranga Northern	Services operating in the corridor between Katikati and Tauranga: • Katikati – Tauranga • Ōmokoroa – Tauranga Note: Tauranga Northern will be incorporated into Tauranga Western following the contract expiry in 2024.	2 February 2015	4 February 2024
Tauranga Western	Services operating in the western sector of the Tauranga urban network: • Pyes Pa • Welcome Bay • The Lakes • Ohauiti • Greerton • Cambridge Heights • Bethlehem • Matua • Otūmoetai	10 December 2018	5 December 2027
Tauranga Eastern	Services operating in the eastern sector of the Tauranga urban network: • Pāpāmoa • Pāpāmoa Beach • Mount Maunganui • Te Puke • Crosstown • Maungatapu	10 December 2018	5 December 2027
Rotorua	Services originating or operating entirely within Rotorua Lakes district: • Rotorua urban services • Rotorua - Murupara • Rotorua - Ruatahuna	29 June 2015	30 June 2024
Eastern Bay of Plenty	Services originating or operating entirely within Whakatāne, Kawerau or Ōpōtiki districts: • Whakatāne - Ōhope • Whakatāne - Matatā • Whakatāne - Ōpōtiki • Whakatāne - Kawerau • Ōpōtiki - Pōtaka • Whakatāne - Tauranga	4 July 2016	30 June 2025
Waihi Beach	Waihi – Waihi Beach – Katikati	1 October 2017	30 June 2022
Matakana Ferry	Matakana ferry service	29 June 2014	-
Tauranga Schools Unit 1	Dedicated school services in Tauranga	25 February 2019	-
Tauranga Schools Unit 2	Dedicated school services in Tauranga	25 February 2019	-

Name	Description	Contract	
		Start	End
Tauranga Schools Unit 3	Dedicated school services in Tauranga	-	-
Tauranga Schools Unit 4	Dedicated school services in Tauranga	-	-
Tauranga Schools Unit 5	Dedicated school services in Tauranga	-	-
Tauranga Schools Unit 6	Dedicated school services in Tauranga	-	-
Trial Services Unit 1	Unit for the introduction of trial services	-	-
Trial Services Unit 2	Unit for the introduction of trial services	-	-
Trial Services Unit 3	Unit for the introduction of trial services	-	-
Innovation Unit	Unit to enable the introduction of service innovations	-	-

Policy 3.2 New units

Establish new units where there is the need for new services that would not be efficiently or effectively delivered through existing units or where there is no geographically similar unit.

The process for establishing new units will be undertaken in collaboration with public transport operators in the region and in accordance with LTMA requirements.

Policy 3.3 Public transport services

BOPRC proposes to provide the public transport services listed in Appendix B.

Policy 3.4 Infrastructure quality

Encourage timely investment in, and provision of, public transport infrastructure and facilities that:

i. ensure a high quality end-to-end journey experience for customers;

ii. give effect to national best practice public transport design guidance[22];

iii. support the delivery of Policies 5.1-5.4 (Accessible Journey, Safety and Personal Security, Legibility, Amenity); and

iv. support the operational efficiency and reliability of public transport services.

Public transport infrastructure

Public transport infrastructure can be defined as all the physical infrastructure that is required to operate an efficient, reliable and attractive public transport service.

For a bus system this may include:

- Bus stops and the surrounding bus stop environment.
- Bus interchanges.
- Bus priority features such as bus lanes or clearways.
- The road environment and its suitability for carrying buses (including heavier battery electric vehicles).
- Information systems, signs, tactile elements and wayfinding information that help people to access and use the bus system.
- Security systems to ensure public safety and security.
- Pedestrian, cycling and micromobility routes and facilities (e.g. cycleways and footpaths, bike racks and storage) that enable people to access the bus system.
- Park and ride facilities.
- Bus layover and driver facilities.

22 Waka Kotahi. *New Zealand Public Transport Design Guidance.*

Policy 3.5 Innovation and technology

Proactively work with partner organisations to improve our collective capacity to evaluate, and where appropriate, adopt new innovations and technological improvements as they emerge.

Policy 3.6 Service quality

Work in partnership with operators to ensure customers experience excellent customer service (welcoming, friendly, helpful, professional) and safe, comfortable, enjoyable journeys.

Policy 3.7 Service performance

Work with partner agencies and operators to continually improve the reliability and punctuality of public transport services by:

i. delivering bus priority measures at congested locations on the network where they are necessary to ensure services can run reliably;

ii. ensuring services run to realistic, achievable timetables that are monitored and adjusted as necessary to provide customers with a punctual and reliable service; and

iii. including reliability and punctuality requirements in operator contracts that incentivise good service performance.

Policy 3.8 Vehicle quality standards

Ensure that:

i. all contracted buses on urban services entering the fleet for the first time comply with Waka Kotahi's Requirements for Urban Buses 2022 (RUB); and

ii. all other contracted buses used on urban services comply with the minimum requirements for existing buses in RUB.

Encourage the use of buses on dedicated school and rural service contracts that meet the minimum requirements for existing buses in RUB.

Policy 3.9 Vehicle size and weight

Adopt a flexible approach to specifying vehicle size and weight for contracted services that takes into account:

i. route geography;

ii. journey length;

iii. existing and forecast demand at peak times;

iv. road network characteristics;

v. service operating costs;

vi. customer preferences; and

vii. luggage and other in-vehicle storage requirements;

while ensuring that vehicles comply with all aspects of RUB, including accessibility requirements.

Policy 3.10 Procurement

Ensure the procurement of public transport services supports value for money and efficiency from transport investment by:

i. adopting a partnering approach to procuring contracts;

ii. achieving an appropriate allocation of risk and responsibility between BOPRC and suppliers;

iii. delivering open and transparent procurement processes that encourage competitive tenders from capable suppliers; and

iv. implementing performance based contracts that incentivise the delivery of high quality services.

Policy 3.11 Exempt services

Exempt services

The LTMA defines the following public transport services as being exempt services:

1. An inter-regional public transport service.
2. A public transport service:
   i) that begins, or is to begin, operating after the RPTP is adopted; and
   ii) is not identified in the RPTP as integral to the public transport network; and
   iii) operates without a subsidy for the provision of the service.
3. A public transport service that is specified as an exempt service by an Order in Council.

In more general terms, an exempt service is a service that is available to the public, is operated according to a regular timetable or schedule, and is provided on a commercial basis.

Under LTMA section 130, any proposal to operate an exempt service in the region must be registered with BOPRC.

As a general principle, BOPRC will not intervene in the provision of an exempt public transport service that is operated on a commercial basis.

However, in accordance with LTMA section 134, BOPRC may decline to register an exempt service or a variation of the route or routes of an exempt service on the following grounds:

i. it is likely to have a material adverse effect on the financial viability of any unit; or

ii. it is likely to increase the net cost to BOPRC of any unit; or

iii. it is contrary to sound traffic management or any environmental factor identified by BOPRC as important to the region; or

iv. BOPRC has identified the service as being integral to the public transport network in the RPTP.

Actions – Service and infrastructure delivery

- Enter into contracts with public transport operators for the delivery of services identified in Appendix B.
- Work proactively through established regional sector groups to identify, assess, trial and adopt viable new public transport technologies and innovations, including:
  - data analytics
  - mobile applications
  - vehicle technologies (propulsion and charging)
  - service delivery models
- Work with operators to ensure that all bus drivers are suitably trained, and receive on-going training that includes safe driving practice, customer service, and disability awareness training.
- Ensure that operating contracts include requirements for driver training programmes that cover safe driving practice, customer service and disability awareness.
- Incorporate specifications and key performance indicators in operating contracts that include requirements for service reliability and punctuality, quality, compliance, customer service and safety.
- Monitor journey times for all services and work with operators to regularly review and adjust timetables as necessary.
- Include an inspection regime in all public transport contracts to verify compliance with RUB.
- Maintain a current procurement strategy that meets LTMA and Waka Kotahi procurement requirements, and includes processes and key performance indicators for managing, monitoring and evaluating the performance of units.
- Maintain a current register of all public transport services that are exempt services in accordance with section 131 of the LTMA.

4.2.4 Te whakakotahinga o te waka tūmatanui me te whakamahi whenua
Public transport and land use integration

Policies on taking an integrated approach to the relationship between public transport and land use (particularly urban form).

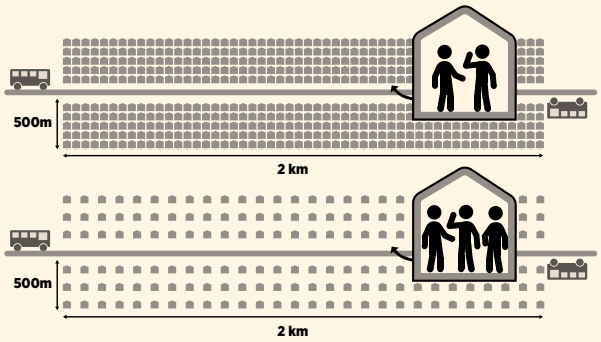
Objective 4

Integrated public transport and land use planning supports well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

Policy 4.1 Public transport and urban intensification

Ensure that urban environments where there is planned urban intensification and increased density of urban form are well-serviced by existing or planned public transport consistent with the requirements of the National Policy Statement on Urban Development.

Population density is a key determinant of the levels of public transport service that can be supported in an area. A higher density urban area has more people and activities within a walkable catchment of public transport, and therefore higher potential patronage.



Policy 4.2 Modal integration

Promote integration between public transport and other modes by:

i. Providing safe and accessible walking, cycling and micro-mobility connections to public transport services and facilities.

ii. Providing cycling and micro-mobility storage and parking facilities at public transport interchanges and other key locations.

iii. Providing bike racks on buses.

iv. Reducing conflict between buses and vulnerable users such as cyclists, pedestrians and micro-mobility users using appropriate design solutions which retain access for these modes.

v. Identifying and developing locations considered suitable for park and ride facilities consistent with Policy 4.5.

Policy 4.3 Services and infrastructure in new urban areas

Consider providing public transport services in new urban areas with a developed area of at least 10 hectares and a density of at least 15 dwellings per hectare, providing there is no impact on the viability of existing services, and where planned public transport infrastructure is consistent with the requirements in Policy 3.4.

Development with a net density of 15-25 dwellings per hectare

Policy 4.4 Infrastructure timing

Proactively engage and collaborate with partner organisations and developers to identify, plan and consent public transport corridors and infrastructure at the initial planning stages for new urban areas.

Policy 4.5 Park and ride

Apply the following principles when investigating and developing park and ride facilities:

i. locate to serve catchments where lower population densities, topography or other constraints mean fixed route services, on demand services, or active modes are less viable options;

ii. locate to intercept car commuters as early as possible in their journey and ahead of bottlenecks to avoid adding to existing congestion;

iii. locate and design to extend coverage of the public transport network;

iv. locate and design to maximise uptake by people who would otherwise make their whole journey by car;

v. consider the potential of park and ride as an alternative to providing car parking for developments in high demand urban areas;

vi. consider the potential to improve other access options, including feeder services, and enhanced walking, cycling and micro-mobility access; and

vii. ensure alignment with future land use plans, and flexibility to respond to future land use changes.

Policy 4.6 Rapid transit

Progressively deliver a network of frequent and reliable public transport services with dedicated priority on the four core UFTI Connected Centres corridors.

Work collaboratively with UFTI partners and central government to future-proof and secure space on the Connected Centres corridors in preparation for a longer term transition to a rapid transit system.

What is rapid transit?

The National Policy Statement on Urban Development defines rapid transit as being: 'any existing or planned frequent, quick, reliable and high-capacity public transport service that operates on a permanent route (road or rail) that is largely separated from other traffic.'

The concept of rapid transit is not tied to a particular mode. Examples of rapid transit include:

- Metro (heavy rail).
- Bus rapid transit (BRT) where buses operate in their own right-of-way at high frequencies and/or are provided with absolute priority at signalised intersections.
- Light-rail services that operate in their own right-of-way at high frequencies and/or are provided with absolute priority at signalised intersections.

Rapid transit can play a key role in the transport systems of large and fast growing urban areas. Typically rapid transit systems operate in larger cities (i.e. populations > 1 million), although there are many examples of rapid transit systems serving areas with smaller populations, particularly densely populated cities with historical urban transit systems.

In essence, the key tasks for rapid transit are:

- To efficiently move large numbers of people to intensely developed places, such as a CBD, and between other major centres/attractors in large urban areas.
- To provide a fast and reliable travel option that competes with a car journey for longer trips.
- To stimulate access improvements to areas near rapid transit stations and/or along the transit corridor.

The potential for rapid transit in the Bay of Plenty

The Tauranga urban area is the largest and fastest growing city in the region, and is therefore the most likely to have potential for a future rapid transit system. In 2020, the Urban Form and Transport Initiative (UFTI) modelled development scenarios for the western Bay of Plenty sub-region for projected populations of 269,000 people in 2050 and for 400,000 in a 70+ year scenario, which would see the sub-region approaching a population supportive of rapid transit.

UFTI ultimately adopted a Connected Centres programme, built around four high frequency and dedicated public transport corridors linking key centres for work, learning and play (see section 4.1.1 Future Strategy for Tauranga and the Western Bay of Plenty).

Consequently, our policy approach in this plan is to progressively deliver frequent and reliable public transport services on the UFTI Connected Centres corridors in the short to medium term, while working with our partners to future-proof the corridors for a potential longer-term transition to a higher capacity rapid transit system.

Actions – Public transport and land use integration

- Develop and implement projects to achieve dedicated public transport priority on key corridors, including:
  - Cameron Road Stage One and Stage Two
  - Tauriko Enabling Works and Long Term Business Case
  - Arataki to Pāpāmoa East Multimodal
  - Improve public transport access via Tauranga Eastern Link (TEL) for express services
  - Takitimu North Link and SH2 to Tauranga city centre
  - Hewletts Rd sub area accessibility improvements
- Undertake work to better understand what is required to future proof the western Bay of Plenty sub-region for a potential longer term transition to rapid transit.
- Actively participate in any central government business cases investigating rapid transit in the region
- Investigate funding and planning mechanisms with the potential to support a longer term transition to a rapid transit system

4.2.5 Te wheako o te kiritaki me ngā mōhiohio Customer experience and information

Policies and actions to improve the customer experience and use of public transport.

Objective 5

An excellent customer experience that grows passenger numbers.

Policy 5.1 Accessible journey

Ensure accessible journeys for all users including the mobility impaired by providing infrastructure and information that:

i. enables easy and safe access to public transport;

ii. is simple to understand and use; and

iii. meets best practice quality and safety standards for stops, shelters, footpaths, crossings, vehicles and other elements of the accessible journey.

The accessible journey covers all the steps needed for a person to get from their home to their destination and return. All steps in the accessible journey are interlinked and are of equal importance. If one link is inadequate, the whole journey may be impossible[23].

Policy 5.2 Safety and personal security

Work collaboratively with bus operators and partner organisations to identify and resolve public transport safety and security related issues.

Policy 5.3 Legibility

Provide a high-quality and consistent customer experience by:

i. developing a network that is simple, intuitive and easy to use;

ii. ensuring public transport information is accessible, easy to understand and presented in a consistent manner;

iii. implementing a consistent fare structure and pricing approach; and

iv. providing wayfinding information that supports access to the public transport system.

Legibility refers to how clearly the public transport system is presented and communicated to users. Two key characteristics of a legible network are:

- simplicity in the design of the network, so that it's easy to explain and remember;
- the clarity of presentation of the network in all the various media.

Policy 5.4 Amenity

Develop and maintain public transport services, infrastructure and associated facilities that provide a high level of amenity, safety, accessibility, and attractiveness to customers.

Policy 5.5 Marketing and promotion

Actively promote public transport to reinforce positive perceptions and influence travel behaviour change in support of mode shift.

23 Human Rights Commission. The Accessible Journey: Report of the Inquiry into Accessible Public Land Transport (2005).

Policy 5.6 Branding

Provide and promote a clear and consistent brand experience across the region's public transport system.

Actions – Customer experience and information

- Provide security at key locations on the public transport network where increased risk to safety and personal security has been identified.
- Implement New Zealand Crime Prevention Through Environmental Design guidelines at public transport infrastructure and in locations where people access public transport.
- Provide readily accessible bus service information that is legible across online and physical display platforms.
- Deliver a range of marketing, communications and community engagement initiatives on an ongoing basis to promote increased public transport use.
- Work with operators to develop and implement Bay of Plenty public transport branding and design guidelines.
- Produce a customer focused visualisation of the future public transport system in the western Bay of Plenty (the Public Transport Story).

4.2.6 Ngā rangapū Partnerships

Policies to support positive and trusting relationships with stakeholders involved in public transport delivery and use.

Objective 6

Quality partnerships ensure that we are responsive to customer and community needs.

Policy 6.1 Public transport providers

BOPRC, public transport operators, and the region's territorial authorities will work together in a collaborative, partnering approach to promote flexibility, innovation and responsiveness in the delivery of public transport services and infrastructure.

Policy 6.2 Public transport funders

Develop and maintain effective partnerships with public transport funding organisations to deliver value for money and efficiency from public transport investment.

Advocate for simple and transparent public transport planning and investment processes, combined with enduring and consistent national level public transport policy.

Policy 6.3 Māori

Build effective partnerships with Māori to identify opportunities to better serve their public transport access needs.

Policy 6.4 Communities and social service providers

Build effective partnerships with community groups and social service providers to identify opportunities to better serve the public transport access needs of rural communities.

Policy 6.5 Businesses and employers

Build effective partnerships with businesses and employers to identify opportunities to better serve the public transport access needs of employees.

Actions – Partnerships

- Partner with public transport operators to develop and approve joint annual business plans.
- Collaborate with public transport funding partners to prepare integrated and supported public transport investment proposals for future Regional Land Transport Plans.
- Work with Māori communities to identify where their public transport access needs are not being met and, where possible, co-design solutions.
- Develop a Māori responsiveness framework for public transport to enhance the appropriate use of Māori place names, values and design principles in the public transport system.
- Work with communities and social service providers to identify where their public transport access needs are not being met and, where possible, co-design solutions.
- Work with economic development agencies and business organisations to identify where the public transport access needs of employees are not being met and, where possible, co-design solutions.

4.2.7 Ngā utu Fares and pricing

Fare policies to promote use and achieve equitable access, while delivering sound financial performance.

Objective 7

An equitable fare and pricing system that attracts new customers and rewards frequent use.

Policy 7.1 Fare principles

The following principles will be applied when developing and reviewing public transport fares and pricing in the region:

- **Simple** – the fare system is simple and consistent across services and networks.
- **Customer focused** – the fare system is easy for the customer to understand and use.
- **Equitable** – fare pricing is weighted according to ability to pay.
- **Incentivised** – fare pricing and initiatives are designed to increase patronage and reward frequent use.
- **Balanced** – the fare system achieves an appropriate balance between the goals of:
    i. social equity;
    ii. transport system efficiency; and
    iii. financial sustainability.

Policy 7.2 Fare structure

Work towards the delivery of a simplified, flat fare structure across the region with consistent pricing for comparable journeys.

Policy 7.3 Fare pricing initiatives

Explore a range of innovative pricing initiatives to encourage more frequent use of public transport including, but not limited to:

i. Fare capping

ii. Expanded off peak discounts

iii. Group based discount schemes

iv. Employee schemes

v. Loyalty credits

vi. Mobility subscriptions

Policy 7.4 Fares and parking policy

Ensure that parking policies in high demand areas in Tauranga and Rotorua served by regular public transport support mode shift in favour of public transport.

Policy 7.5 School students

Implement a system of fare free travel for school aged students on the region's existing public transport services subject to the following considerations:

i. consistency with the fare principles in Policy 7.1;

ii. consistency with Waka Kotahi funding policy; and

iii. financial sustainability.

The system of fare free travel may be subject to specified limitations or requirements including, but not limited to:

i. by time of day or week

ii. by service

iii. by geographical area

iv. trip or fare capping

v. compulsory card usage to monitor patronage

Policy 7.6 Reviewing fares

Conduct regular fare reviews which take into account inflation and changes in operating costs, while ensuring consistency with the fare principles in Policy 7.1.

Actions – Fares and pricing

- Co-ordinate bus fare policy and parking strategy in the Tauranga urban area to support mode shift in favour of public transport through the delivery of integrated parking management plans.
- Undertake a comprehensive region-wide fare review to give effect to the RPTP fares and pricing policies.
- Undertake market segmentation analysis to better understand customer profiles and target markets, including their willingness to pay for public transport.
- Review fares and make any necessary adjustments through Annual or Long Term Plan processes in order to implement Policy 7.6.

Part 5: Te aroturukitanga me te arotakenga Monitoring and review

Part 5 describes the processes for RPTP monitoring and review. The first section outlines the key performance measures used to monitor public transport performance in the region. The remaining sections detail processes for varying and reviewing the Plan. This includes the significance policy, which determines the significance of any variation to the Plan and the level of consultation required.

5.1 Aroturukitanga Monitoring

The Regional Council undertakes public transport monitoring for several reasons:

- measuring how successful the RPTP has been in meeting its objectives;
- measuring the contribution public transport makes to wider system objectives;
- measuring the value for money of investment in public transport;
- monitoring the performance of contracts, units and services; and
- understanding customer satisfaction.

5.2 Ngā ine-tutukinga Performance measures

The Regional Council will undertake monitoring in order to comply with LTMA and Waka Kotahi requirements and support the objectives of this Plan. Performance measures will include, but may not be limited to:

- Patronage and service utilisation
- Reliability and punctuality
- Cost and revenue
- Safety and security incidents
- Customer enquiries and complaints
- Service quality and customer experience
- Public transport coverage and access
- Emissions
- Compliance with vehicle quality standards

5.3 Ngā tangongitanga Variations

The Plan can be varied at any time but consultation will be required in accordance with section 26 of the LTMA if the variation is significant.

LTMA section 119(4) states that a Regional Council may not delegate the responsibility for adopting, varying, or renewing a regional public transport plan to a committee or other subordinate decision-making body.

In accordance with legislative requirements, any proposed variation will be reported to the PTC, which will then make a recommendation to the Regional Council on:

- whether the proposed variation is significant according to the significance policy in the Plan; and
- whether the Regional Council should approve the variation if the PTC recommendation is that the proposed variation is not significant.

5.3.1 Te kaupapa here o te hiranga Significance policy

The following policy sets out how to determine the significance of variations to the Plan as required by the LTMA.

The significance of any proposed variation will be made on a case by case basis. When making a decision on significance, the Regional Council will consider the following matters:

- the reasons for the variation;
- the options available to the Regional Council;
- those likely to be affected by the variation;
- the extent to which the variation affects the RLTP or any of the region's local authority Long Term Plans;
- consistency with national or regional policies and strategies;
- consistency with the strategic direction in the Plan, and
- effects on the overall affordability and integrity of the Plan.

Matters that are considered significant include:

- the addition of a unit, and
- amendment of the significance policy.

Matters that are not considered significant include:

- the addition, removal or amendment of any matter that has already been the subject of public consultation or otherwise consulted on in accordance with section 125 of the LTMA;
- the addition, removal, or amendment of policies or objectives required to maintain consistency with any other plan, policy or directive of Regional Council or central government;
- the addition, removal or amendment of any activity amounting to less than 10 percent of the total cost of providing public transport services in the Region in any one financial year, and
- minor editorial changes or updates to the Plan.

5.4 Arotakenga Review

LTMA section 126 includes the following requirements for an RPTP:

- it must, at all times, be kept current for a period of not less than 3 years in advance, but not more than 10 years in advance; and
- may be reviewed by the Regional Council from time to time, but must be reviewed and, if necessary, renewed or varied at the same time as, or as soon as practicable after, the public transport service components of a regional land transport plan are approved or varied.

The Regional Council will review the RPTP in accordance with the LTMA statutory requirements.

The Regional Council may delegate the function of preparing or reviewing the RPTP to the PTC, which will then make a recommendation to the Regional Council. Any decision on adopting, varying or renewing the RPTP lies with the Regional Council.

The Regional Council will, through the PTC, work with partner organisations to undertake the review.

Appendices

Hospital Link
HOSPITAL
HL
www.baybus.co.nz 0800 4 BAYBUS (0800 4 229 287)
4317
bayhopper
HFE742

Āpitihanga A: Te horopaki o te kaupapa here
Appendix A: Policy context

The following provides a summary of the key legislation, strategies, plans and policy documents that have informed the RPTP.

National

Land Transport Management Act

The LTMA provides the legislative framework for the development and renewal of RPTPs. The RPTP is a statutory plan; a regional council must adopt an RPTP if it intends to enter into contracts for the supply of public transport services.

The purpose of the LTMA is to **'contribute to an effective, efficient, and safe land transport system in the public interest'**. The RPTP must contribute to the purpose of the LTMA (s124 (a)(i)).

The LTMA also sets out the purpose of an RPTP, and detailed requirements on content, consultation and approval processes.

The purpose of an RPTP is:

- A means for encouraging regional councils and public transport operators to work together in developing public transport services and infrastructure;
- An instrument for engaging with the public in the region on the design and operation of the public transport network; and
- A statement of:
  - The public transport services that are integral to the public transport network;
  - The policies and procedures that apply to those services; and
  - The information and infrastructure that support those services.

Other key LTMA provisions that must be considered in the preparation of an RPTP include:

- A set of guiding principles for those exercising functions and powers in relation to public transport services (s115);
- Content requirements for RPTPs (s120), including:
  - Identification of services (routes, frequencies, hours of operation);
  - Identification of contracting units;
  - Specific policy requirements (accessibility, quality and performance, fare policy, procurement of units);
- Matters a regional council must take into account when a adopting an RPTP (s124) (e.g. LTMA purpose, consistency with the RLTP, s115 principles, RMA plans, funding availability, value for money, views of public transport operators, transport disadvantaged); and
- Consultation requirements (s125).

New Zealand Emissions Reduction Plan (ERP)

Aotearoa New Zealand's first emissions reduction plan contains strategies, policies and actions for achieving the country's first emissions budget and contributing to global efforts to limit global temperature rise to 1.5˚C above pre-industrial levels.

Key public transport related actions in the ERP include the following:

Focus area 1: Reduce reliance on cars and support people to walk, cycle and use public transport

Action 10.1.2: Support people to walk, cycle and use public transport

B. Public transport – improve the reach, frequency and quality of public transport

- Deliver a national public transport strategy.
- Complete the review of the public transport operating model.

- Deliver major public transport service and infrastructure improvements in Auckland, Wellington and Christchurch.
- Deliver nationally integrated ticketing for public transport.
- Support a major uplift in all urban bus networks nationwide, including by improving bus driver terms and conditions.
- Consider improvements to, and new opportunities for, interregional public transport services.
- Identify and consider addressing barriers to integrating public transport with active and micro-mobility modes and networks.

E. School travel – make school travel greener and healthier

- Investigate opportunities to improve school bus services.

F. Equity – improve access and travel choice for the transport disadvantaged

- Work with local government to deliver public transport, cycling and walking improvements in low socio-economic areas and for transport disadvantaged groups (including disabled people).
- Work with local government to make public transport more affordable, with a particular focus on low-income users.

G. Rural areas – investigate the potential for public transport, walking and cycling in rural and provincial areas

- Investigate the potential for public transport, shared services, walking and cycling in rural and provincial areas, particularly for the transport disadvantaged.
- Investigate further opportunities to provide on-demand public transport in provincial towns, in light of positive signs from the MyWay trial in Timaru.

Focus area 3: Begin work now to decarbonise heavy transport and freight

Action 10.3.2: Accelerate the decarbonisation of the public transport bus fleet

- Require only zero-emissions public transport buses to be purchased by 2025, set a target to decarbonise the public transport bus fleet by 2035, and support regional councils to achieve these outcomes through additional funding.
- Identify and remove barriers to decarbonising the public transport bus fleet through the Public Transport Operating Model review.

Public Transport Operating Model (PTOM) Review – Ministry of Transport

PTOM was originally developed to build commercially-based partnerships between regional councils and public transport operators, creating an environment of aligned goals and objectives through collaborative planning, joint investment and risk and reward sharing. Existing bus service contracts have been planned and procured according to PTOM.

Since May 2021, the Ministry of Transport has been reviewing PTOM to better understand how it is working and whether it can be improved. Matters within the scope of the review include:

- PTOM objectives
- Decarbonising the public transport bus fleet
- Roles, responsibilities and relationships within the public transport sector
- The labour market and driver wages and conditions
- Services not currently covered by PTOM
- Treatment of on-demand services within PTOM

The final outcomes of the review are yet to be released.

National Policy Statement on Urban Development 2020

The National Policy Statement on Urban Development 2020 (NPS-UD) is a national directive under the RMA designed to remove barriers to the supply of land and infrastructure and to make room for cities to grow up and out. The NPS-UD directs local authorities to enable greater housing supply, while seeking to ensure that new development capacity is of a form, and in locations, that meets the diverse needs of communities while encouraging well-functioning and liveable urban environments.

The NPS-UD contains objectives and policies on locating development in areas well-served by existing or planned public transport and enabling density around rapid transit stops.

New Zealand Energy Efficiency and Conservation Strategy 2017-2022 (NZEECS)

The RPTP must take into account any national energy efficiency and conservation strategy (s124(c)(i)).

The overarching goal in the NEECS is for New Zealand to have an energy-productive and low-emissions economy. To achieve this goal, the NZEECS identifies efficient and low-emissions transport as one of three priority focus areas where the biggest cost-effective opportunities lie. The NZEECS highlights opportunities for the reduction of transport associated emissions and utilising increased energy-efficient modes of transport.

The NEECS is set to expire in 2022 and is to be replaced by a new strategy.

Keeping Cities Moving (National Mode Shift Plan)

The objective of Keeping Cities Moving is to increase the wellbeing of New Zealand's cities by growing the share of travel by public transport, walking and cycling.

The three focus areas are:

- shaping urban form;
- making shared and active modes more attractive; and
- influencing travel demand and transport choices.

The ERP contains an action to revise Keeping Cities Moving to ensure nationally led activities align with the pace and scale of vehicle kilometres covered (VKT) reduction and mode shift required in urban areas.

Waka Kotahi Guidelines

The RPTP must be prepared in accordance with any relevant guidelines that Waka Kotahi has issued (s124 (a) (ii)).

Requirements for Urban Buses 2022 (RUB)

The RUB is a common New Zealand-wide vehicle quality standard for use in urban bus contracts. The RUB standardises urban bus requirements across regional transport authorities in order to create efficiencies and improve the usability and accessibility of buses for all customers.

Regional transport authorities must use the RUB so that they can access Waka Kotahi investment for public transport services involving buses.

Waka Kotahi expects that all RPTPs include a policy of using the RUB for vehicle quality standards, and all public transport contracts will incorporate the RUB requirements as they are rolled out.

The RUB specifications apply to buses entering the urban fleet for the first time. However, there are also minimum specifications that apply to existing buses. The RUB is not generally applicable to other forms of bus and coach operations, such as contracted school and rural services, tourist, charters, intercity services, or school services funded by the Ministry of Education. Again, however, there are some minimum specifications that can be applied, at a contracting organisation's discretion, to buses providing school and rural services.

The RUB was updated in 2022 to improve accessibility, safety, and efficiency in operations. The update also incorporates the mandate to move to a fully zero-emission fleet from 2025 and charging specifications for electric buses.

New Zealand Public Transport Design Guidance (PTDG)

The PTDG is being developed to support regional and local councils to deliver high-quality, user-centric public transport. The intention is to provide a 'one-stop-shop' of best-practice guidance, specifically suited to New Zealand's regulatory and operating environment.

The design principles of the guidelines are:

- accessible;
- safe;
- affordable;
- operationally efficient; and
- to support mode shift and positive urban design.

The guidance currently focuses on infrastructure, including topics such as:

- Bus layover and driver facilities
- Getting to and from public transport
- Bus stop design

Other potential public transport topics, such as guidance focused on network planning or operational matters, may be developed in the future.

Guidelines for preparing regional public transport plans

Waka Kotahi's 2017 *RPTP guidelines update for public transport continuous programmes* update Waka Kotahi's 2013 *Guidelines for preparing regional public transport plans* and give guidance on utilising the plan to support the business case for continuous public transport programmes.

Regional

Bay of Plenty Regional Policy Statement (RPS)

The RPS provides a framework for sustainably managing the region's natural and physical resources. It highlights regionally significant issues with our land, air, fresh and coastal water, infrastructure and biodiversity, including issues of significance to iwi.

Relevant objective and policy areas include:

- Energy and infrastructure
  - Promoting energy efficiency and conservation
  - Managing the effects of infrastructure development and use
- Integrated resource management
  - Having regard to the likely effects of climate change
- Urban and rural growth management
  - Promoting travel demand management across the region
  - Implementing high quality urban design and live-work-play principles
  - Coordinating new urban development with infrastructure
  - Promoting the integration of land use and transportation
  - Accommodating population growth through greenfield and residential intensification development – western Bay of Plenty sub-region

Relevant RPS, regional, and district plan matters have been considered in developing the RPTP.

Sub-regional growth and spatial plans

At the sub-regional level, there has been a significant recent focus on undertaking the necessary integrated land use and transport planning to support the region's population and economic growth.

Processes to develop new spatial plans or future development strategies are currently underway in each of the three sub-regions. These will build on the following existing spatial and growth management plans:

Western Bay of Plenty Urban Form and Transport Initiative (UFTI) & Transport System Plan (TSP)

The UFTI recommended Connected Centres Programme provides a land use and transport programme to be implemented and delivered over the next 50+ years, and has been endorsed by SmartGrowth and Waka Kotahi. The Connected Centres Programme proposes a land use pattern and multimodal transport system to support growth and enable people to live and move in the Western Bay of Plenty in a way that is both convenient and sustainable,

The TSP is an action plan intended to support the UFTI Connected Centres programme. The TSP recommends and prioritises transport projects and the timing and sequencing of their construction. The TSP is focussed on significantly increasing the use of public transport and active modes through better and safer public transport routes, and walking and cycling connections.

Planning for the Future of Rotorua (PFR)

PFR is the Rotorua Lakes Council spatial plan, and provides a 30+ year blueprint for how and where the city and district will grow and develop. It has a focus on residential expansion around Rotorua and critical to the strategy is shaping a more inclusive, equitable, and sustainable community and economy.

A key direction for Rotorua is a greater emphasis on higher density residential development in the city centre and reorientation towards the lakefront.

PFR will assist in the development of the Rotorua Future Development Strategy as required under the NPS-UD.

Eastern Bay Beyond Today

Eastern Bay Beyond Today provided a clear strategic vision for the Eastern Bay and positive outcomes intended for local communities in the next 30-50 years. It set the scene for future development of the sub-region.

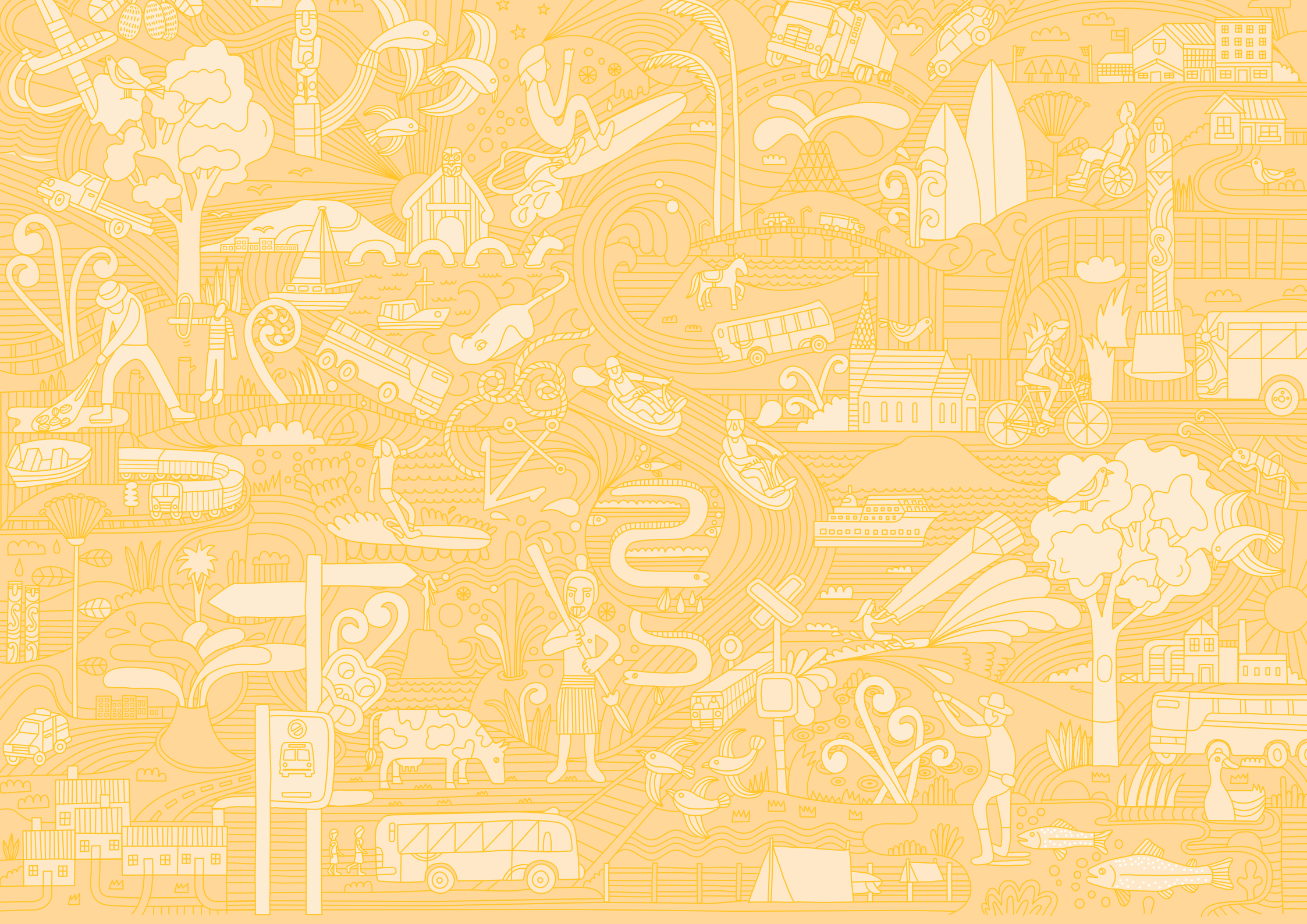
A new spatial plan is being prepared which will provide clarity for where and how the sub-region will grow and develop. It will focus on residential and possible greenfield expansion, particularly around the Rangitāiki Plains, supported though joined up community investment aimed at building strong and sustainable communities.

Āpitihanga B: Ngā ratonga hirahira ki te tūhononga waka tūmatanui
Appendix B: Services integral to the public transport network

Network	Service	Classification	Service Levels (2022)[24]	
			Standard operating hours	Standard frequency
Tauranga/Western Bay of Plenty	Bayfair – Mt Maunganui - City	Primary	6am - 9pm	15 minutes
	Ohauiti - City	Primary	6am – 9pm	15 minutes
	Pāpāmoa Beach - City	Primary	6am - 9pm	15 minutes
	Bayfair – Tauriko (Crosstown service)	Connector	6am - 8pm	30 minutes
	Bethlehem – City	Connector	6am – 8pm	20 minutes
	Cambridge Heights – Brookfield - City	Connector	6am – 7pm	30 minutes
	Matua – City	Connector	6am – 8pm	20 minutes
	Otūmoetai – City	Connector	6am – 8pm	20 minutes
	Pyes Pa - City	Connector	6am - 9pm	20 minutes
	Welcome Bay - City	Connector	6am - 9pm	20 minutes
	Greerton – City	Local/Regional	6am – 8pm	60 minutes
	Katikati - Tauranga	Local/Regional	7am – 6pm weekdays	120 minutes
	Mt Maunganui – Pāpāmoa	Local/Regional	9am - 5pm	60 minutes
	Ōmokoroa - Tauranga	Local/Regional	7am – 6pm weekdays	120 minutes
	Pāpāmoa Beach – Maungatapu – City	Local/Regional	7am - 5pm	60 minutes
	Te Puke - Bayfair	Local/Regional	7am - 7pm	60 minutes
	Waihi – Waihi Beach – Katikati	Local/Regional	8am -5pm	2 services, twice weekly
	Tauriko - City	Express	7am – 9am 4:30pm – 6:30pm	30 minutes
	Pyes Pa - Tauriko	Targeted	9am – 3pm	60 minutes

24 These are approximate service levels. Service operating hours and frequencies will vary according to factors such as scheduling requirements, or by time of day or week.

Network	Service	Classification	Service Levels (2022)[24]	
			Standard operating hours	Standard frequency
Rotorua	Airport – City	Connector	7am – 7pm	30 minutes
	Kawaha Point - City	Connector	7am – 7pm	30 minutes
	Mitchell Downs – City	Connector	7am – 7pm	30 minutes
	Ngongotahā – City	Connector	7am – 7pm	30 minutes
	Owhata - City	Connector	7am – 7pm	30 minutes
	Springfield – City	Connector	7am – 7pm	30 minutes
	Sunnybrook – City	Connector	7am – 7pm	30 minutes
	Tihi-O-Tonga - City	Connector	7am – 7pm	30 minutes
	Toi Ohomai - City	Connector	7am – 7pm	30 minutes
	Westbrook – City	Connector	7am – 7pm	30 minutes
	Western Heights – City	Connector	7am – 7pm	30 minutes
	Murupara – Rotorua	Local/Regional	8am -3pm	1 return service, 3 days/week
	Ruatahuna/Minginui - Rotorua	Local/Regional	6am -6pm	1 return service, 1 day/week
Eastern Bay of Plenty	Kawerau – Whakatāne	Local/Regional	7am – 6pm	4 return services, 4 days/week
	Matatā – Whakatāne	Local/Regional	9am – 2pm	1 return service, 1 day/week
	Ōhope - Whakatāne	Local/Regional	7am – 7pm	90 minutes, 6 days/week
	Ōpōtiki – Whakatāne	Local/Regional	7am – 6pm	2 return services, 2 days/week
	Pōtaka – Ōpōtiki	Local/Regional	8am – 5pm	1 return service, 2 days/week
	Whakatāne – Tauranga	Local/Regional	9am – 4pm	1 return service, 6 days/week



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