

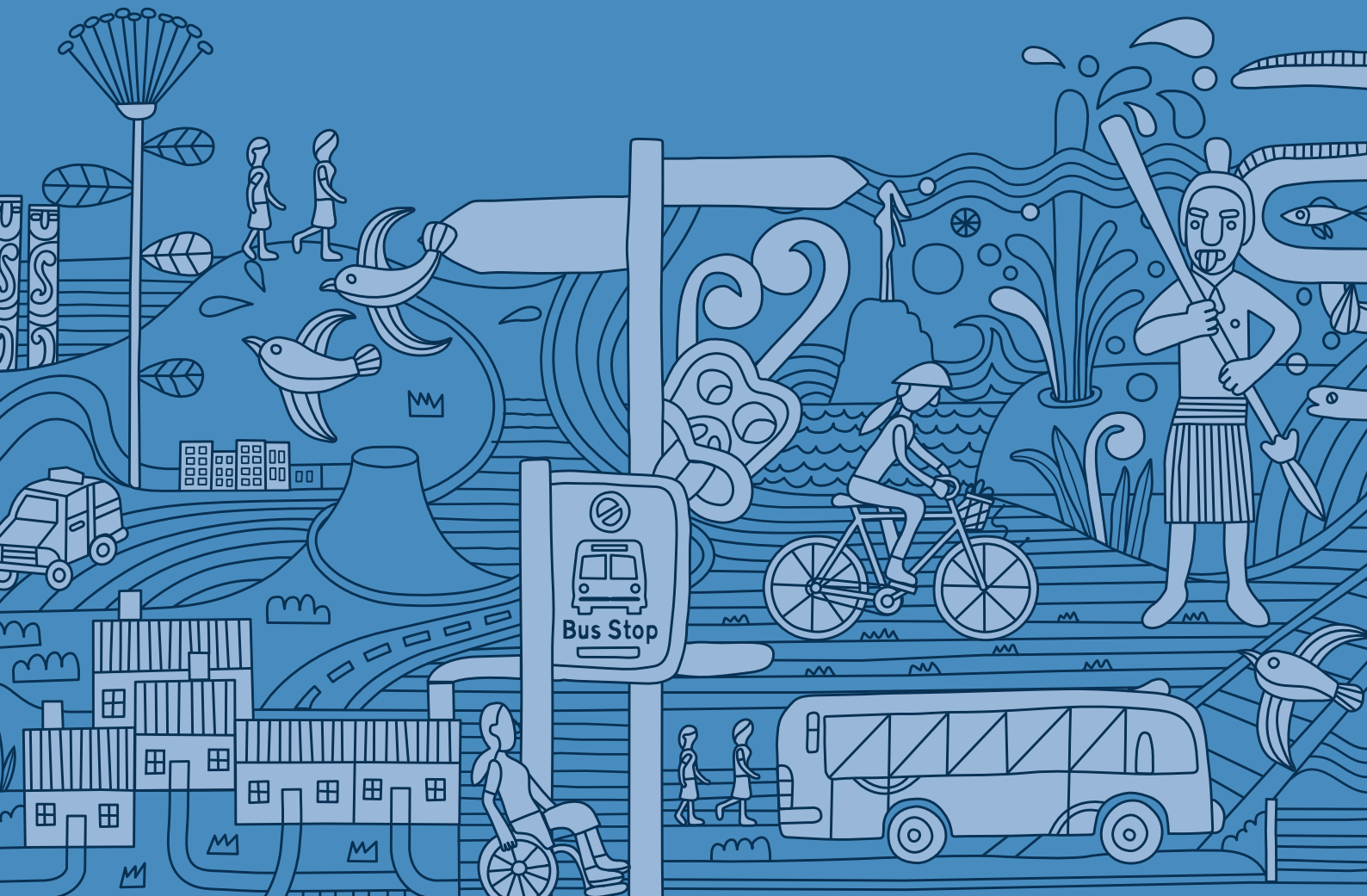


DRAFT for consultation

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

Bay of Plenty Regional Public Transport Plan 2026-2036

Prepared by the Bay of Plenty Regional Transport Committee



Rārangi take - Contents

Mihi 7

Wāhinga kōrero - Foreword	7
Whakarāpopototanga - Executive Summary	8
1 The Bay of Plenty Regional Public Transport Plan	10
1.1 Take - Purpose.....	10
1.2 Ngā tutukinga mai i tērā RPTP - Achievements since the last RPTP	10
1.3 Ka pēhea tētahi pānui ai i te mauhanga How to read the document	11
1.4 Te taukī o te uiuinga me te whai wāhi - Statement of consultation and engagement	12
2 Takenga Background	12
2.1 Te rohe o Te Moana a Toi - The Bay of Plenty region	12
2.2 Te take e hirahira rā te waka tūmatanui? - Why is public transport important?	13
2.3 Te take rautaki me te take ohaoha o te haumi i te waka tūmatanui - The strategic and economic case for public transport investment	13
2.4 He aha te āhua o te angitu?- What does success look like?	17
2.5 Te horopaki rautaki whānui - Wider strategic context	19
2.6 Ngā āhuatanga kaha o te haere o te waka tūmatanui ā-rohe - Regional public transport travel trends	20
2.7 Tō mātou whakakitenga me ngā whāinga o te waka tūmatanui - Our vision and objectives for public transport.....	24
3 Ngā whatunga waka tūmatanui o te Waiariki - Bay of Plenty Public Transport Networks	25
3.1 Kōrero Whakataki - Introduction	25
3.2 Mauao - Tauranga and Western Bay of Plenty	27
3.3 Ōkūrei - Rotorua.....	31
3.4 Kōhi - Eastern Bay of Plenty.....	33
3.5 Ngā Ratonga Whakawātea - Exempt services.....	35
3.6 Ngā wero me ngā kōwhiringa - Challenges and opportunities	35
4 Te rautaki o te RPTP - RPTP Strategy	38
4.1 Kōrero Whakataki- Introduction	38
4.2 Mauao - Tauranga and Western Bay of Plenty	39
4.3 Ōkūrei - Rotorua.....	45
4.4 Kōhi - Eastern Bay of Plenty.....	48
4.5 Ngā whakaaro whānui ā-rohe - General regional considerations.....	52
4.6 Ngā whakaarotau o te RPTP - RPTP priorities	58
5 Whāinga 1: Ngā Kōwhiringa Haere Toitū - Objective 1 - Sustainable Travel Choices	58
5.1 Ngā ratonga auau me ngā ratonga haepapa - Frequent and reliable services.....	59
5.2 Te waka tūmatanui tuku-kore - Zero-emission public transport.....	59

5.3	<i>Te tekehī hei ratonga</i> - Mobility as a service.....	59
5.4	<i>Reira kaieke</i> - Passenger rail	59
5.5	<i>Ngā Tohu Angitu (KPIs)</i> - Key Performance Indicators (KPIs)	59
6	Whāinga 2 - Te Mahere Ratonga me te Whakaahua - Objective 2 - Service Planning and Design	59
6.1	<i>Ngā mātāpono o te mahere ratonga</i> - Service planning principles.....	60
6.2	<i>Ngā kōmakatanga ratonga</i> - Service classifications.....	60
6.3	<i>Te whakamarohi ratonga</i> - Service optimisation	61
6.4	<i>Ngā tauira mahi o te whatunga waka tūmatanui tāone</i> - Urban public transport network operating models.....	63
6.5	<i>Ngā ratonga waka o te hāpori</i> - Community transport services.....	63
6.6	<i>Te waka tūmatanui tono</i> - On-demand public transport	63
6.7	<i>Ratonga Tekehī</i> - Total Mobility	63
6.8	<i>Ngā mōrahi utu ā-rohe o te Ratonga Tekehī</i> - Total Mobility regional fare caps.....	64
6.9	<i>Ngā karāti o te Ratonga Tekehī o te hutu tūru wīra me te rōnaki</i> - Total Mobility wheelchair hoist and ramp subsidy grants.....	64
6.10	<i>Ngā whakamātau āhei o te Ratonga Tekehī</i> - Total Mobility eligibility assessment.....	64
6.11	<i>Ngā herenga āheinga o te kaiwhakarato Ratonga Tekehī</i> - Total Mobility provider eligibility requirements	65
6.12	<i>Ngā ratonga kura</i> - School services.....	65
6.13	<i>Ngā waka kōpiko</i> - Ferries.....	65
6.14	<i>Ngā ratonga ā-rohe</i> - Regional services	65
6.15	<i>Ngā kaupapa Motuhake</i> - Special events	66
6.16	<i>Tohu Angitu: Te Mahere Ratonga me te Whakaahua</i> - Key Performance Indicators: Service planning and design	66
7	Whāinga 3 - Te Whakarato Whāomo me te Tuku Tūāhanga - Objective 3 - Efficient Service and Infrastructure Delivery	66
7.1	<i>Ngā pōkai ratonga waka tūmatanui kirimana</i> - Contract units	68
7.2	<i>Ngā pōkai ratonga waka tūmatanui hou</i> - New units.....	69
7.3	<i>Ngā ratonga waka tūmatanui</i> - Public transport services	70
7.4	<i>Te kōunga o te tūāhanga</i> - Infrastructure quality	70
7.5	3Innovation and technology.....	70
7.6	<i>Te kōunga o te ratonga</i> - Service quality	70
7.7	<i>Te mahi ratonga</i> - Service performance	71
7.8	<i>Ngā taumata kōunga o ngā waka</i> - Vehicle quality standards.....	71
7.9	<i>Te nui me te taumaha o ngā waka</i> - Vehicle size and weight	71
7.10	<i>Whiwhinga</i> - Procurement	72
7.11	<i>Ngā ratonga whakawātea</i> - Exempt services.....	72
7.12	<i>Ngā Tohu Angitu - Te tuku i te tūāhanga whāomo me te whakarato</i> - Key Performance Indicators: Efficient infrastructure and service delivery	72
8	Whāinga 4 - Te Whakaurutanga o te Waka Tūmatanui me te Whakamahinga-Whenua - Objective 4 – Public Transport and Land Use Integration	73

8.1	<i>Te waka tūmatanui me te whakamātotoru tāone</i> - Public transport and urban intensification	73
8.2	<i>Tauira o te whakaurutanga</i> - Modal integration.....	73
8.3	<i>Ngā ratonga me te tūāhanga i ngā wāhi tāone hou</i> - Services and infrastructure in new urban areas.....	74
8.4	Infrastructure timing.....	74
8.5	<i>Whakatū me te whakaeke</i> - Park & ride.....	74
8.6	<i>Whakawhiti tere</i> - Rapid transit.....	74
8.7	<i>Ngā tohu angitu: Te waka tūmatanui me te whakaurutanga o te whakamahinga whenua</i> - Key Performance Indicator: Public transport and land use integration.....	75
9	<i>Whāinga 5 - Te Wheako Kiritaki me te Mōhiohio</i> - Objective 5 - Customer Experience and Information	75
9.1	<i>Haerenga āheinga</i> - Accessible journeys for people with disability	76
9.2	<i>Te marutau me te haumarua whaiaro</i> - Safety and personal security	76
9.3	<i>Māramatanga</i> - Legibility	76
9.4	<i>Tukuora</i> - Amenity	76
9.5	<i>Te mahi whakatairanga</i> - Marketing and promotion	76
9.6	<i>Tohu</i> - Branding	76
9.7	<i>Ngā Tohu Angitu: Te wheako kiritaki me te mōhiohio</i> - Key Performance Indicators: Customer experience and information.....	76
10	<i>Whāinga 6 - Ngā Rangapū Mahitahi</i> - Objective 6 – Partnerships	78
10.1	<i>Ngā kaiwhakarato i te waka tūmatanui</i> - Public transport providers	78
10.2	<i>Ngā kaituku pūtea o te waka tūmatanui</i> - Public transport funders	78
10.3	<i>Māori</i>	79
10.4	<i>Ngā hāpori me ngā ratonga tauwhiro hāpori</i> - Community and social service providers ..	79
10.5	<i>Ngā pakihi me ngā kaiwhakawhiwhi mahi</i> - Businesses and employers	80
10.6	<i>Tohu Angitu: Ngā Rangapū Mahitahi</i> - Key Performance Indicator: Partnerships	80
11	<i>Whāinga 7 - Te Whakataurite i te Wāriu me te Pūtea</i> - Objective 7 - Balancing Value for Money	80
11.1	<i>Kōrero Whakataki</i> - Introduction	80
11.2	<i>Ngā mātāpono o te utu</i> - Fare principles.....	80
11.3	<i>Whakatakotoranga utu</i> - Fare structure	80
11.4	<i>Ngā whakapoapoa utu</i> - Fare incentives	81
11.5	<i>Ngā utu me te kaupapa here o te whakatū waka</i> - Fares and parking policy	81
11.6	<i>Ngā ākonga o te kura</i> - School students.....	81
11.7	<i>Te arotake i ngā utu</i> - Reviewing fares	81
11.8	<i>Ngā utu whakaheke</i> - Fare concessions.....	81
11.9	<i>Tohu Angitu: Te whakataurite i te wāriu me te pūtea</i> - Key Performance Indicator: Balancing value for money	83
12	<i>Whāinga 8 - Te Whakaiti i te Mātotorutanga kia Whakapiki Mahi Haumako</i> - Objective 8 - Reducing Congestion to Enhance Productivity	83
12.1	<i>Kōrero Whakataki</i> - Introduction	83

12.2	<i>Te whakahirahira i te waka tūmatanui i ngā ara</i> - Prioritising public transport on congested routes	83
12.3	<i>Ngā ratonga auau me ngā ratonga haepapa</i> - Frequent and reliable services	83
12.4	<i>Ngā hāpaora whāinga i ngā wāhi tāone</i> - Targeted interventions in urban areas	83
12.5	<i>Te whakahaere i te hiahia kia haere</i> - Travel demand management.....	85
12.6	<i>Utu waka</i> - Transport pricing	85
12.7	<i>Tohu Angitu: Te Whakaiti i te Mātotorutanga kia Whakapiki Mahi Haumako</i> - Key Performance Indicator: Reducing Congestion to Enhance Productivity	85
13	<i>Te haumi i te ratonga me te tūāhanga</i> - Service and infrastructure investment	85
13.1	<i>Kōrero Whakataki</i> - Introduction	85
13.2	<i>Te pūtea tāpiri me te pūtea tautoko</i> - Subsidy and financial assistance	87
13.3	<i>Ngā mātāpuna pūtea</i> - Funding sources.....	87
13.4	<i>Te haumi ā mua</i> - Future investment.....	89
14	<i>Te Aroturuki Mahi me te Arotake</i> - Performance Monitoring and Evaluation	89
14.1	<i>Te take me ngā mātāpono</i> - Purpose and principles.....	89
14.2	<i>Te mahi o te taumata ratonga</i> - Service level performance.....	90
14.3	<i>Te mahi o te taumata whatunga</i> - Network level performance	91
14.4	<i>Ngā Tohu Angitu me ngā whāinga</i> - Key Performance Indicators and targets	92
14.5	<i>Ngā rerekētanga</i> - Variations.....	93
14.6	<i>Te kaupapa here whakahirahira</i> - Significance policy	93
14.7	<i>Te arotakenga o te RPTP</i> - RPTP review	94
	<i>Ngā Āpitihanga</i> - Appendices	95
	<i>Āpitihanga A: Ngā Mātāpono o te LTMA i tēnei RPTP</i> - Appendix A: Principles in this RPTP	97
	<i>Āpitihanga B: Ngā Ratonga Matua</i> - Appendix B: Integral Services	100
	<i>Āpitihanga C: Ngā ratonga aukati me ngā ratonga whakawātea</i> - Appendix C: Exempt and excluded services	104
	<i>Āpitihanga D: Tūāhanga</i> - Appendix D: Infrastructure	105
	<i>Kuputaka</i> - Glossary	119

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 plan solidifies our connections to each other and makes permanent the relationships between communities across our region. The 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.

Wāhinga kōrero - **Foreword**

Public transport helps people stay connected to work, education, healthcare, amenities, whānau and each other. In the Bay of Plenty, the challenges to creating and maintaining these connections differ from place to place. Our region includes fast-growing urban hubs, smaller towns, rural communities and coastal settlements. Tauranga and the Western Bay of Plenty face significant growth and congestion pressures. Rotorua, the Eastern Bay of Plenty and our smaller communities face access, distance, frequency and affordability challenges.

The Bay of Plenty Regional Public Transport Plan 2026-2036 (RPTP) sets the direction for public transport across our region over the next 10 years. It outlines how public transport services are planned, funded and delivered, and how the system can support the diverse and changing needs of our communities.

Since the previous plan was adopted, the public transport environment has continued to change. Travel patterns have shifted, and customer expectations continue to grow. People want public transport to be reliable, practical, easy to understand, better connected to the places they need to go and delivered in a way that achieves value for money. At the same time, operating costs have increased and funding for public transport improvements is constrained.

This RPTP recognises that there is no single public transport solution for the whole Bay of Plenty. Public transport planning needs to reflect the different needs of our communities, while still providing clear regional direction. The operation of bus networks is the major component of our public transport system, supported by infrastructure, information, fares and technology.

The Plan also recognises that choices will have to be made. Improvements will need to be prioritised over time, considering community need, cost, funding availability, infrastructure and partnerships.

Feedback from our communities, partners and stakeholders has helped shape this RPTP. I would like to thank everyone who has contributed to its development.

Its delivery will require continued work with our communities, local councils, operators, government partners and tangata whenua. Together, we will keep building a public transport system that is affordable, accessible and responsive to the evolving needs of the Bay of Plenty.

Whakarāpopototanga - Executive Summary

Kōrero Whakataki - Introduction

Defined by the Land Transport Management Act 2023 (LTMA), the Regional Public Transport Plan is the statutory framework guiding the planning, investment, and delivery of public transport across the region over the next decade and beyond. It functions as a strategic and economic business case to support funding requests through the Regional Land Transport Plan (RLTP) and National Land Transport Programme (NLTP). It emphasises the economic benefit case of bus travel as a key reason for future investment in better bus services.

The RPTP sets a long-term (10+ year) vision with a strong focus on delivery in the first three years.

Background and context

The Bay of Plenty is experiencing strong population and economic growth, with population projected to increase to around 417,000 by 2050. This growth presents significant transport challenges, including:

- Increasing congestion and infrastructure pressures
- High reliance on private vehicles and associated emissions
- Unequal access to transport, particularly in rural areas
- Funding constraints and rising delivery costs

Public transport plays a critical role in addressing these challenges, by improving access to employment, education, and services, while supporting mode shift and reducing emissions.

The region's public transport system includes urban bus networks in Tauranga and Rotorua; coverage-focused services in the Eastern Bay; on-demand and community transport; and ferry and inter-regional services.

Demand for services continues to increase. In 2024/25, passenger boardings for the region were 3.38 million (a 22% increase year-on-year) and customer satisfaction was 82%, the highest in seven years.

However, performance varies across the sub-regions:

- **Tauranga and Western Bay:** High demand but congestion impacts reliability
- **Rotorua:** Lower patronage and declining satisfaction
- **Eastern Bay:** High satisfaction but low demand and high cost per passenger

Vision and Strategy

The RPTP's vision is "to enable **more people to use convenient, accessible and sustainable public transport**, supporting urban transformation, improving sub-regional connectivity, and reducing environmental impacts."

This vision is delivered through eight core objectives focused on:

- 1 Sustainable Travel Choices
- 2 Service Planning and Design
- 3 Efficient Service and Infrastructure Delivery
- 4 Public Transport and Land Use Integration
- 5 Customer Service Experience and Information
- 6 Partnerships
- 7 Balancing Value for Money
- 8 Reducing Congestion to Enhance Productivity

The RPTP sets out a staged programme of improvements.

In the short term, this will focus on timetable and service optimisation; network reviews; new contracts; and targeted bus priority measures and bus stop upgrades.

In the medium term (4–10 years), improvements will include the development of higher-frequency corridors; network restructuring; transition to a zero-emission public transport fleet; and consideration of demand responsive and community transport services.

In the long term (10–30 years), the focus will shift to significant infrastructure investment, including bus priority and rapid transit corridors; and the integration with urban growth and land use planning.

Priorities and targets

The key priorities of the RPTP are to maximise value from existing investment; target improvements to service frequency, reliability, and accessibility; consider flexible service models such as community transport; plan for long-term growth and transformation; and support delivery through fares, technology, and travel demand management initiatives.

Progress will be monitored through performance targets including patronage, mode share and emissions reduction, and reliability, network coverage and customer satisfaction.

Conclusion

The RPTP proposes a transformational programme for the Bay of Plenty. It aims to shift public transport from a supporting service to a central pillar of the region's transport system. By delivering more frequent, reliable, and accessible services, integrated with land use and supported by modern technology, the RPTP supports meaningful mode shift, reducing congestion and emissions, and improving access to opportunities for all communities. Ultimately, the RPTP provides a clear and ambitious pathway toward a more sustainable, connected, and resilient transport future for the region.

1 The Bay of Plenty Regional Public Transport Plan

1.1 Take - Purpose

The Bay of Plenty Regional Public Transport Plan is the key statutory document for public transport planning and investment in the region

Regional Public Transport Plans are the statutory foundation for planning and organising public transport services and infrastructure. This document is the investment case for both the continuation of existing public transport services and for future improvements; and is a critical input into the Regional Land Transport Plan strategy and programme. The Regional Public Transport Plan 2026-36 (RPTP), when complete, will support evidence-based and prioritised investment proposals to be submitted to the New Zealand Transport Agency – Waka Kotahi (NZTA) for funding through the National Land Transport Programme (NLTP).

Section 117 of the LTMA states:

“The purpose of a regional public transport plan is to provide—

(a) a means for encouraging regional councils, territorial authorities and public transport operators to work together in developing public transport services and infrastructure; and

(b) an instrument for engaging with the public in the region on the design and operation of the public transport network; and

(c) a statement of—

(i) the public transport services that are integral to the public transport network; and

(ii) the policies and procedures that apply to those services; and

(iii) the information and infrastructure that support those services.”

The RPTP takes a 10+ year strategic view with a delivery focus on the first three years. Consequently, this RPTP describes:

- What the public transport system needs to achieve: **long-term vision and objectives**.
- How the vision and objectives will be delivered: **strategies, policies and potential priority actions**.
- Provision of public transport services through **new contracts from 2026 to 2029**.

Potential priority actions outlined in this RPTP will ultimately be included in a separate, associated Action Plan, outlined further in section 2.5.

1.2 Ngā tutukinga mai i tērā RPTP - Achievements since the last RPTP

The RPTP 2022-32 was developed when recovery from the COVID-19 pandemic and bus driver shortages were key priorities. Since then, much has been done to stabilise services and prepare for growth in the medium to longer term. Work has focused on measures to improve financial performance and meet Government policy around increasing funding from passenger fares and third-party funding sources.

In the last three years there has been an increase in passenger boardings across the region. Specific improvements to the public transport system have included:

- A Tauranga South Baybus OnDemand trial, showing clear evidence of improved accessibility, convenience, and network relevance for the community.
- Procurement of a new three-year bus services contract to 2029 for the Eastern Bay of Plenty, which includes timetable improvements.
- Timetabling adjustments and associated costs savings for the Rotorua and Tauranga networks.
- Improvements to the passenger waiting environment at Arataki (Bayfair) bus hub, including larger shelters which offer greater protection from the weather.
- Rollout of new bus shelters across the Tauranga network, increasing the number of stops with weather protection.
- A new, purpose-built, interchange in Tauranga's city centre, replacing the previous temporary facility with improved real-time information, shelters and connectivity with inter-regional services.
- Within proximity of the interchange, construction of a new off-street bus layover and driver rest facility in Tauranga's city centre was completed. The layover supports improved driver working conditions while increasing service reliability.

1.3 *Ka pēhea tētahi pānui ai i te mauhanga* How to read the document

This RPTP aims to take the reader on a journey around what, why and how public transport operates in the Bay of Plenty.

Chapter 2 provides essential background information on the region, policy context and the importance of public transport. Included are some high-level travel trends which then lead into the vision and objectives for public transport provision.

Chapter 3 describes the three sub-regional public transport networks, including how services provide connectivity, levels of provision and key metrics such as passenger numbers, financial performance, punctuality, reliability and customer satisfaction.

Chapter 4 sets out the short, medium and long-term strategies for each of the three sub-regional networks, and key region-wide priorities.

Chapters 5 to 12 set out policies that will be pursued to give effect to the strategy. Each chapter is based on one of the eight RPTP objectives which are central to the strategy's overall outcomes and direction for the public transport network, i.e.:

- 1 Sustainable Travel Choices
- 2 Service Planning and Design
- 3 Efficient Service and Infrastructure Delivery
- 4 Public Transport and Land Use Integration
- 5 Customer Service, Experience and Information
- 6 Partnerships
- 7 Balancing Value for Money
- 8 Reducing Congestion to Enhance Productivity

Chapter 13 provides the investment framework for public transport which is critical to understanding strategy and policy delivery.

Chapter 14 concludes by setting out the performance monitoring and evaluation framework for public transport.

1.4 *Te taukī o te uiuinga me te whai wāhi -* Statement of consultation and engagement

This draft RTP document has been prepared for public consultation, according to the principles outlined in section 82 of the Local Government Act 2002:

- Reasonable access to relevant information.
- Encouragement for people to present their views.
- Clear information as to the purpose of the consultation and scope of decisions to be taken.
- Reasonable opportunity to present views in an appropriate manner and format.
- Views are received with an open mind and given due consideration.
- Provision of a clear record or descriptions of relevant decisions taken.

Feedback on the draft RTP document is welcomed from both individuals and groups, from across the region and beyond.

2 *Takenga* Background

2.1 *Te rohe o Te Moana a Toi -* The Bay of Plenty region

Located on the eastern side of New Zealand's North Island, the Bay of Plenty has a population of approximately 351,500, dispersed across urban centres, coastal living and inland countryside settlements¹. The regional population is forecast to grow by almost 20% by 2050, to approximately 417,000.

At \$20.24 billion, the region currently accounts for 5.5% of the New Zealand Gross Domestic Product². Strong economic growth in some parts of the region has been accompanied by several challenges, including:

- A shortage of affordable housing with access by public transport and active travel modes.
- Congested and deteriorating transport infrastructure struggling with increased demand.
- High levels of greenhouse gas emissions from land transport because of motor vehicle dependency.
- Vulnerability to both severe weather events and longer-term climate change-related events.
- Increasing levels of deprivation and social isolation in smaller townships and rural areas.

¹ Statistics New Zealand, 'Place and ethnic group summaries: Bay of Plenty Region', *Stats NZ*, 2024, <https://tools.summaries.stats.govt.nz/places/rc/bay-of-plenty-region>, accessed 27 May 2026

² Infometrics "Regional economic profile: Bay of Plenty region", 2025, [Regional Economic Profile | Bay of Plenty Region | Economic growth](#)

- High numbers of deaths and serious injuries on the roads.
- Resource-intensive provision of transport infrastructure and public transport services having to serve concentrated and dispersed travel demand.

All this means that the region's future wellbeing will need well-considered and prioritised investment in an improved public transport network to enable sustainable and inclusive economic growth.

2.2 *Te take e hirahira rā te waka tūmatanui?* - Why is public transport important?

Public transport in the Bay of Plenty region comprises a network of buses, community transport services, and a ferry service, enabling people to access employment, education, healthcare, goods, services and leisure, while supporting regional connectivity and reducing reliance on private vehicles.

Without the ability to move around, people cannot reach either their physical destination or personal potential. Whilst private cars dominate movement within the Bay of Plenty, public transport services provide essential choice for many people. Promoting **genuine transport choice** is a key theme of this RPTP.

Public transport investment is undertaken by a partnership of:

- Bay of Plenty Regional Council (BOPRC)
- New Zealand Transport Agency - Waka Kotahi (NZTA)
- Local councils in the region: Tauranga City, Western Bay of Plenty District, Rotorua Lakes, Whakatāne District, Kawerau District and Ōpōtiki District.

Public transport passengers contribute through the fares that they pay to travel.

2.3 *Te take rautaki me te take ohaoha o te haumi i te waka tūmatanui* - The strategic and economic case for public transport investment

This RPTP proposes targeted long-term investment in faster, more frequent urban bus services and improved coverage in rural areas. In larger centres such as Tauranga and Rotorua, a fast, frequent and reliable bus network is essential to supporting future economic growth. In smaller towns and rural areas, lifeline public transport services enable people to participate in the economy who would otherwise be at risk of exclusion.

There is a strong and consistent body of international evidence demonstrating the contribution bus services make to economic development. The world's most economically successful and liveable cities, particularly in Europe and Asia, are characterised by high-quality bus networks that are widely used across all social groups. Conversely, cities experiencing economic decline, such as those in parts of the American Rust Belt³, have often seen a parallel decline in bus network performance and usage.

Bus services contribute to economic growth and personal prosperity in three primary ways:

- Improving the efficiency of the transport system by reducing congestion.
- Enabling participation in the labour market and wider economy.

³ Formerly 'Steel Belt'; area of the United States that underwent substantial industrial decline in the late 20th century.

- Directly supporting employment and economic activity within the sector.

2.3.1 Improving system efficiency

Buses have the capability to make more efficient use of constrained road space by moving significantly more people per vehicle than private cars. A full bus with a capacity for 55 passengers can replace 46 cars, which on average carry only around 1.2 people. Even at moderate occupancy, buses can have the ability to have a material impact on traffic volumes and congestion, especially in urban areas.

A typical general traffic lane can move around 1,800 to 2,000 people per hour. In comparison, a bus priority lane, combined with frequent services, can increase that capacity by up to five times. Realising this benefit in practice depends on services being both frequent and reliable, supported by appropriate priority measures.

International examples illustrate the scale of these benefits. Bogotá's Bus Rapid Transit system demonstrates what can be achieved through sustained investment in high-quality bus infrastructure:

- Capacity of up to 45,000 passengers per hour.
- A 32% reduction in travel times for users.
- Up to 40% fewer cars on key corridors.
- A benefit-cost ratio (BCR) of 3.2:1.

Similarly, a United Kingdom Confederation of Passenger Transport (CPT) study⁴ found that a range of bus improvement measures, including priority infrastructure, increased frequency, and lower fares, generated £4.55 in economic benefits for every £1 of public investment.

In New Zealand, applying parameter estimates from NZTA's Monetised Benefits and Costs Manual (MBCM), indicative analysis suggests that bus services in a mid-sized urban area can achieve a BCR of between 1.5 and 1.77, indicating that benefits exceed costs by between 50% and 77%.

2.3.2 Enabling economic participation

Bus services enable access to employment, education, healthcare, and a wide range of economic and social activities. While buses are a well-established part of the school transport system, they also play a critical role for adults who do not drive, are unable to drive, or do not have access to a private vehicle when needed.

By connecting people to jobs, training, retail, and leisure opportunities, bus services enable spending within local economies. Access to healthcare, one of the most important trip purposes, also has a positive economic impact by supporting population health, productivity, and reduced long-term societal costs.

Evidence from the United Kingdom highlights the scale of these benefits:

- £8.7 billion per year in user benefits from improved connectivity and lower travel costs.
- £2.8 billion in health and wellbeing benefits associated with bus use.
- £3.5 billion in option value benefits for non-users who value the availability of bus services.

Bus users also make a substantial contribution to local economies. The CPT study estimates that:

- Bus passengers spend £39.1 billion annually in local economies.

⁴ KPMG. (2024). *The economic impact of local bus services*.

- On average, £32 is spent per return trip on retail, hospitality, and leisure activities.
- Without bus services, some trips would be suppressed or displaced, resulting in an estimated £9.2 billion loss to local centres each year.

In addition, over 2.2 million commuters in the UK rely on buses to access employment, collectively generating approximately £72 billion in annual earnings and more than £15 billion in tax revenue.

While comparable New Zealand-specific analysis is more limited, the underlying mechanisms are clear and directly applicable. Bus services expand access to opportunity, support labour market participation, and enable economic activity that would otherwise not occur.

2.3.3 Supporting employment and economic activity

The bus and coach sector is itself a significant source of employment and economic activity. Analysis from the American Public Transportation Association (APTA) demonstrates that investment in public transport supports:

- Direct employment through operations and capital investment.
- Indirect and induced employment through supply chains and wider economic effects.
- A diverse range of occupations across operations, maintenance, manufacturing, and technology.

In New Zealand, a White Paper prepared for Te Uru Kahika⁵ highlights that bus and coach services provide direct employment while also supporting a broader ecosystem of roles across Public Transport Authorities (PTAs), local government, operators, and supply chains.

The sector's economic contribution is substantial. The annual productivity contribution of people employed in the bus and coach industry is estimated at around \$2 billion. This excludes the wider supply chain, which includes vehicle manufacturing, maintenance, digital systems, and associated services.

Looking ahead, the transition to zero-emission buses (ZEBs) presents further opportunities to increase the sector's economic value, including the development of higher-value supply chain activities within New Zealand.

There are also clear economic costs when services are reduced or withdrawn. For example, reductions in school transport services can impose significant time and financial burdens on rural households, limiting participation in work and education.

2.3.4 Conclusion – the case for the Bay of Plenty

Bus services are not simply a social service, but a critical component of a well-functioning and productive economy. Investment in bus networks delivers measurable benefits through improved system efficiency, increased participation, and direct economic activity.

In the Bay of Plenty, these benefits are particularly material. The sub-region is experiencing rapid population growth, increasing travel demand, and growing pressure on constrained transport corridors, particularly in Tauranga. At the same time, dispersed settlement patterns and rural communities create a strong need for inclusive transport options.

In this context, well-designed bus services supported by appropriate priority infrastructure, frequency, and network coverage, represent one of the most cost-effective tools available to:

⁵ Transport Special Interest Group, Taith Consulting. (2025). *The Economic Benefits of Bus and Coach*. Produced on behalf of Te Uru Kahika.

- Manage congestion and improve network performance.
- Enable access to employment, education, and essential services.
- Support sustainable economic growth across both urban and rural communities.

Bus services are sometimes characterised as a cost to the public purse providing primarily social benefits. However, the evidence shows they also deliver significant and measurable economic value.

Consistent with the broader approach to transport planning in the region, which emphasises evidence-based, system-level decision making, the case for investment in public transport is both robust and compelling. Targeted investment through this RPTP will help secure these benefits for current and future generations, supporting a more productive, inclusive, and resilient Bay of Plenty economy.

2.4 *He aha te āhua o te angitu?*- What does success look like?

Effective public transport services are a critical success factor for places which are accessible, economically productive and vibrant. The world's most liveable cities and regions have well-functioning, accessible public transport networks. Whilst the Bay of Plenty, on a global scale, has a relatively small population base, the following principles of successful public transport planning and service delivery will be applied in a local context.

Successful public transport planning elements

- **Connectivity:** Services are easy to reach, affordable, and usable by all, including vulnerable groups.
- **Convenience:** High frequency in urban areas, and punctuality for all services, build trust and encourages people to choose public transport.
- **Integration between transport choices:** Seamless connections between buses, cycling, walking, and micro-mobility networks increase convenience and people's travel options.
- **Affordability:** Fares balance cost recovery with equity, ensuring transport remains a public good whilst increasing user contributions by those who can afford them.
- **Sustainability:** Prioritise low-emission bus fleets, compact urban planning, and integration with active modes to reduce carbon footprint and increase resilience.
- **Safety and wellbeing:** Human-centred design and proactive staff development ensure safe and secure journeys.
- **Community engagement:** Public transport reflects local need and culture, supporting social inclusion and economic vitality.

Good public transport services benefit everyone, including those who do not use them regularly. If people can access jobs, travel to school or maintain independence and mobility using public transport, society will be richer for it. If everyone had to rely on private vehicles in the absence of public transport, outcomes would worsen across congestion, emissions, safety, affordability, and equitable access to opportunities.

Section 115 of the LTMA outlines principles that PTAs must follow when performing their functions. Table 1 summarises how these principles are addressed through the RPTP:

Table 1: How RTPP key actions address LTMA principles

LTMA principle (from section 115)	Key actions: How the LTMA principle is addressed by the RTPP
Well-used public transport services reduce the environmental and health impacts of land transport, including by reducing reliance on single-occupant vehicles and using zero-emission technology	Procurement of new bus service contracts between 2026 and 2029 will be designed around passenger demand and transitioning to battery electric vehicles which reduce emissions, improve operational efficiency, reduce oil dependency and transform customer experience
Public transport services support a mode shift from private motor vehicle use and equitable access to places, facilities, services, and social and economic opportunities if they are co-ordinated, integrated, reliable, frequent, accessible, affordable, and safe	Investment in public transport services and supporting infrastructure will deliver fast, frequent, reliable and punctual journeys, at times when people need them
Fair and equitable employment or engagement of people in the public transport workforce should ensure that there is a sufficiently robust labour market to sustain and expand public transport services	Evaluation of bus service contracts will ensure that operators' tender bids are assessed against them having positive workplace conditions and culture.
Regional councils, territorial authorities, and public transport operators should work together to co-ordinate public transport services, the provision of infrastructure, and land use as necessary to (i) meet the needs of passengers; and (ii) encourage more people to use the services	Spatial plans in all three sub-regions – Western Bay, Rotorua and Eastern Bay of Plenty – will consider public transport in the location of future development, with supporting infrastructure such as accessible stops and priority measures to reduce road network delays. Note: the LTMA will likely be updated following the new Resource Management Reform and the development of Regional Spatial Plans.
Public transport services should be provided in a way that assists public transport investment to be efficient and to provide value for money	Simplification and optimisation of services will make the best use of funding and concentrate higher frequency routes on the main corridors where passenger demand is strongest

Many of the 'key actions' included in Table 1, above, will be detailed in the RTPP Action Plan.

2.5 Te horopaki rautaki whānui - Wider strategic context

The RPTP sits within a much wider strategic context and gives effect to a range of local, regional and national strategies, plans and policies, as outlined in Figure 1 below.

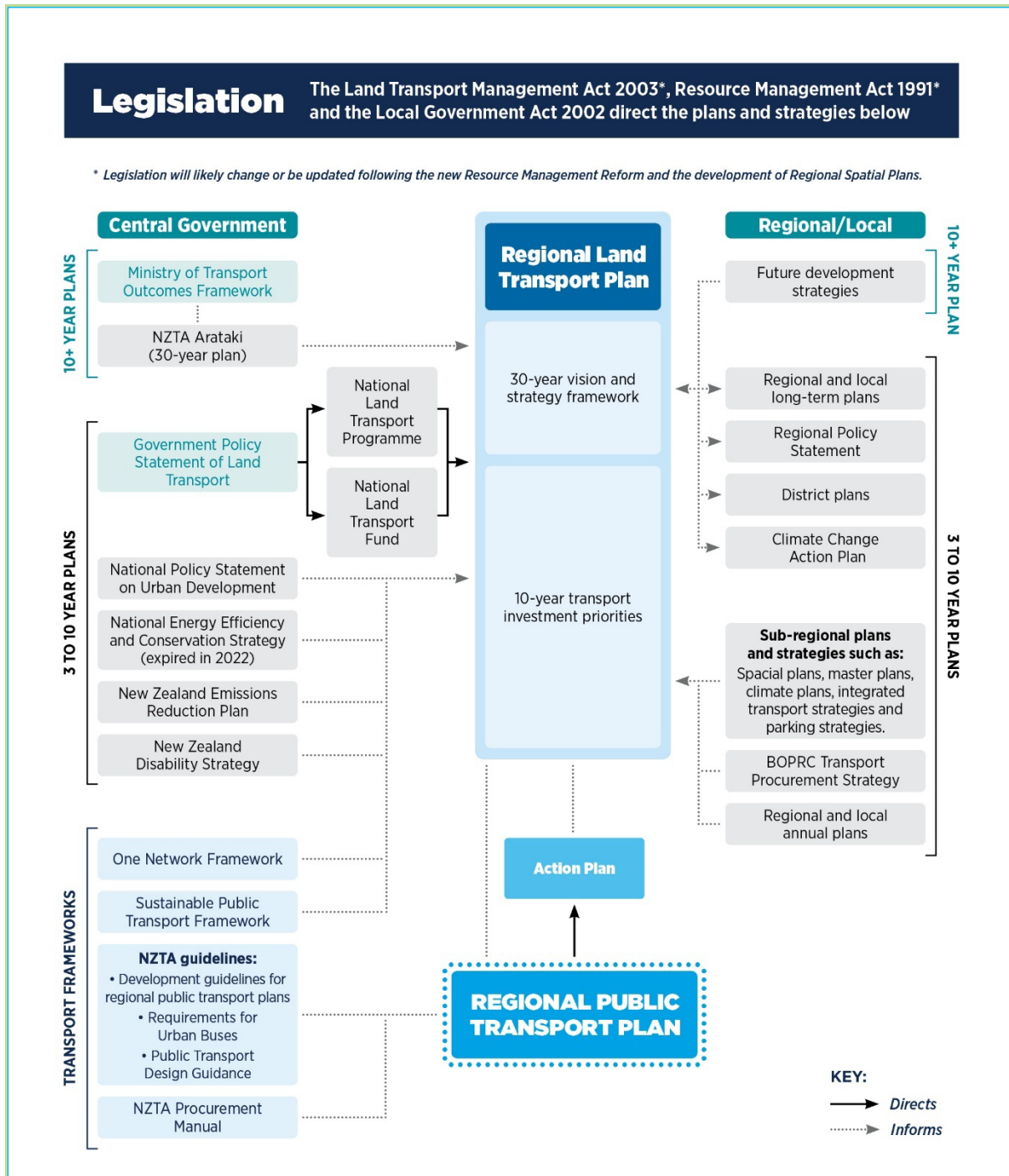


Figure 1: RPTP legislative and policy context

Source: Bay of Plenty Regional Council

The Ministry of Transport identifies five key transport outcomes⁶. Table 2 summarises how this RTP delivers against these.

Table 2: RTP delivery of MOT Transport Outcomes

Outcome	RTP contribution
Inclusive access	Public transport services enable all people to participate in society through access to social and economic opportunities such as work, education and healthcare.
Healthy and safe people	NZTA research concludes that using public transport is far safer than any other modes ⁷ . Additionally, public transport services complement active travel in providing healthy transport options.
Economic prosperity	Public transport services and infrastructure support economic activity with efficient movements of people and products.
Environmental sustainability	People choosing public transport over private vehicles reduces the emissions per kilometre travelled. Future procurement of services is likely to include more electric vehicles which will further reduce emissions.
Resilience and security	Public transport services provide more travel options both for everyday use and during times of network disruption.

The Bay of Plenty Regional Land Transport Plan 2024-34 (RLTP) transport priority – *Supporting sustainable regional growth through planning and investing in transport infrastructure and services that lift economic prosperity and enable housing* – promotes the delivery of:

- High-frequency urban bus networks in Tauranga and Rotorua.
- More extensive and frequent regional bus services between Tauranga, Rotorua, and Whakatāne, and inter-regional bus services to/from the Waikato region.
- Comprehensive, on-road priority infrastructure to enable punctual and reliable urban services, supported by high-quality accessible bus stops and well-located central hubs.
- Completion of comprehensive and integrated pedestrian and cycle networks in cities and townships.
- Spatial planning and urban development in locations with good public transport and active travel networks to unlock land for housing and enable sustainable urban form.

2.6 Ngā āhuatanga kaha o te haere o te waka tūmatanui ā-rohe - Regional public transport travel trends

Knowing what currently exists, and how it performs, is an essential starting point to further improve public transport. Understanding how current and future travel needs can be better met by public transport has informed the RTP objectives, policies and possible priority actions.

⁶ Ministry of Transport, *Transport Outcomes Framework* (Wellington: Ministry of Transport, June 2018), <https://www.transport.govt.nz/assets/Uploads/Paper/Transport-outcomes-framework.pdf>

⁷ Glen Koorey, Juliet Lieswyn, Malcolm Gregory, Peter van den Top, Nick Reid, Ali Azzizi, and Lisa Ware, *Mode-Shift Impacts on Safety*, Research Report 728 (Wellington: NZ Transport Agency Waka Kotahi, October 2024), <https://nzta.govt.nz/assets/resources/research/reports/728/728-mode-shift-impacts-on-safety.pdf>

Figure 2 shows that between July 2024 and June 2025, there were 3.38 million passenger boardings on the Bay of Plenty public transport network – a 23% increase since the 2022-23 period. Patronage is now the highest it has been over the last ten years, suggesting growing public transport travel demand. Historically, low demand was observed between 2020 and 2023 which reflects the COVID-19 pandemic impacts.

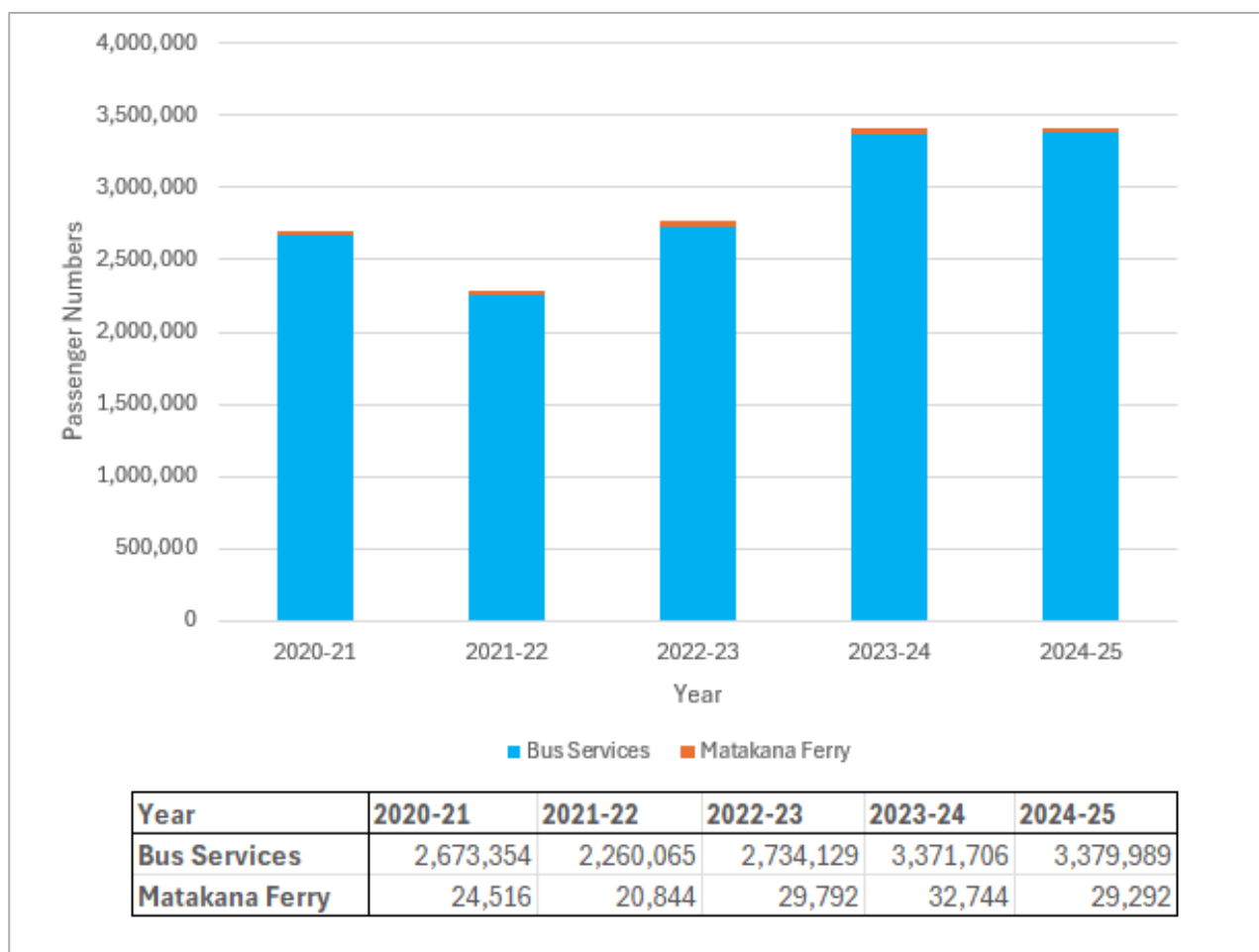


Figure 2: Demand for public transport

Source: Bay of Plenty Regional Council

Public transport mode share for Tauranga over the last three years has fluctuated between 1.87% and 2.2%. In the absence of further investment, especially peak capacity, public transport mode share is unlikely to exceed 2.2%. This RTP sets a target of 6% for mode-share, signalling the aspiration to drive an aggressive push toward prioritising funding toward public transport service and infrastructure investment.

Buses represent the vast majority of public transport travel demand in the region. They play a vital role in access to education and leisure activities - 33% of trips on the public network in early 2026 were made by children/youth of 5-18 years. Adults (29%), seniors (17%), tertiary students (8%), Community Services Card holders (4%) and accessibility concessions (7%) are also important markets for bus travel. Table 3 illustrates how demand for travel is supported by concessions:

Table 3: Public transport concessions

Passenger group	Concession (Bee Card required)	Funding source
Children/youth aged 5 to 18 years	Free travel during peak times (before 9am and 2.30-6pm) on term time weekdays, using fixed route services	BOPRC
Senior citizens	Free travel after 9am for SuperGold card holders Standard concession before 9.00am on weekdays	Ministry of Social Development BOPRC
People on low incomes	Half price travel at all times on buses for Community Services Card holders	Ministry of Transport
People with disability	Free travel at all times for those assessed as being eligible	BOPRC
Tertiary students	Standard concession on urban routes for student ID holders	BOPRC

The benefits of concessionary travel can be significant. For example, Figure 3 shows that in 2024-25 there were over 150,000 accessibility concession trips: more than double that of four years ago. This clearly shows that the funding enables people with disabilities to travel more often and live their lives in the way that others may take for granted.

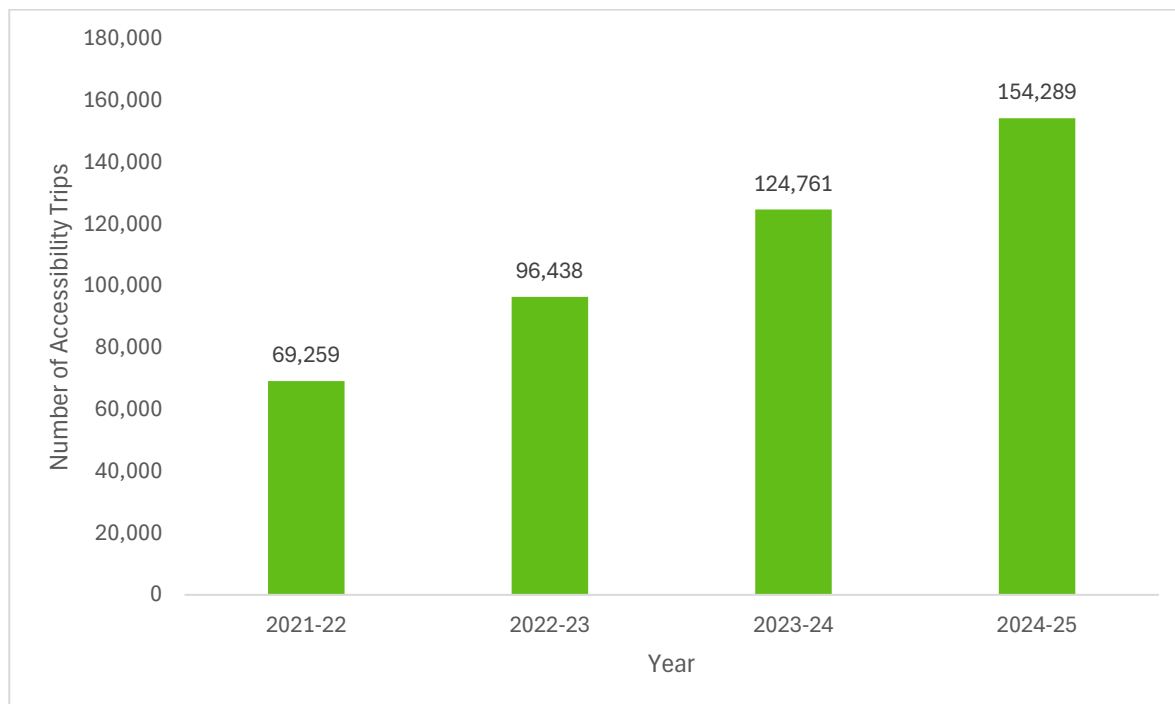


Figure 3: Demand for accessibility concession bus trips 2021-25

Source: Bay of Plenty Regional Council

For people with disabilities who cannot use bus services, Total Mobility is a subsidised taxi service. Figure 4 shows that the scheme carried nearly 147,000 people in 2024-25, i.e. more than double that of five years ago. More than 6,000 people across the region are active Total Mobility users.

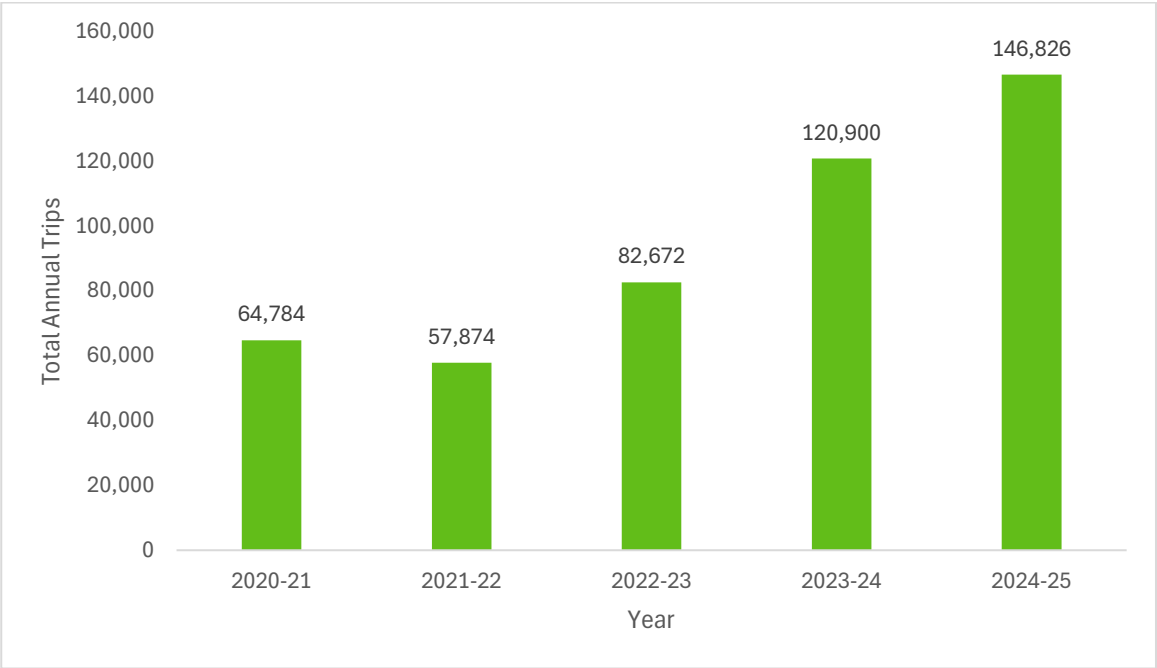


Figure 4: Demand for Total Mobility trips 2020-25

Source: Bay of Plenty Regional Council

Investment in public transport services has increased in the last ten years and now stands at \$30 million per year (see Figure 5).

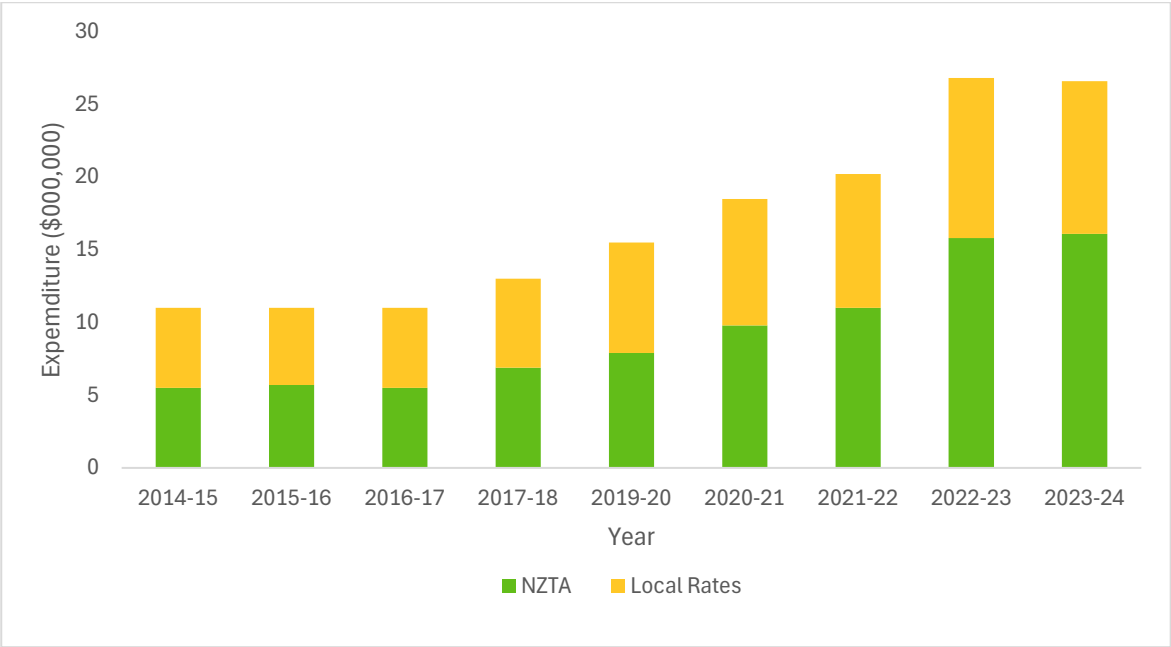


Figure 5: Investment in public transport services 2014-24

Source: Bay of Plenty Regional Council

For every passenger kilometre travelled in the Bay of Plenty, \$0.91 is spent on public transport services. This investment is delivering more frequent and convenient travel options than were available ten years ago. Many services in Tauranga are, operating on a 15-20 minute frequency on weekdays. In Rotorua, they operate every 30 minutes. In Tauranga, 96% of residents are now within 500 metres walk of a bus service. In Rotorua, the figure is 80%. These two bus networks make up 96% of all passenger boardings in the region.

Public transport use and investment is moving in a generally positive direction. The intention of this RPTP is to utilise existing investment wisely and to maximise any additional funding to prioritise service level improvements across the region.

The region's public transport system is increasingly diverse and well-used. Over 99% of scheduled services are delivered, which is significant given increasing levels of traffic congestion and limited infrastructure supporting public transport priority. At 82%, passenger satisfaction is now the highest it has since reporting started in 2018. Whilst many challenges remain, this RPTP provides momentum for further improvements in the next ten years.

2.7 *Tō mātou whakakitenga me ngā whāinga o te waka tūmatanui* - Our vision and objectives for public transport

Our vision for public transport in the Bay of Plenty is:

“More people using convenient, accessible public transport that supports urban transformation and sub-regional connectivity, while reducing adverse impact on the environment”

Delivering this vision means ensuring all communities across the Bay of Plenty have greater travel choice in a region where many people currently rely on private vehicles for their daily needs. Public transport must become an attractive, reliable, and competitive alternative to driving, particularly as the region continues to grow and demand for housing, employment, retail, and commercial development increases.

Places need to be easily accessible by bus so people can have confidence in using public transport to reach their destinations at the times they need to travel. Improved ease of movement will ensure that, regardless of age, gender, income, or culture, more people are able to participate fully in their communities, supporting more equitable access and stronger community wellbeing.

This vision will be delivered through eight objectives as shown in Figure 6:



Figure 6: RPTP objectives

Each of these objectives is addressed through the RPTP strategies in Chapter 4 and policies in Chapters 5 to 12.

3 *Ngā whatunga waka tūmatanui o te Waiariki* - Bay of Plenty Public Transport Networks

3.1 *Kōrero Whakataki* - Introduction

The Baybus brand covers fixed bus routes across the region and the Baybus OnDemand trial service in Tauranga South. There are three major bus networks, as shown in Figure 7:

- Bayhopper: Tauranga and Western Bay
- Cityride: Rotorua
- Bayhopper Eastern Bay: Whakatāne and surrounding areas

Longer-distance services connect smaller townships across the region to enable access to essential services in the nearest urban centre.

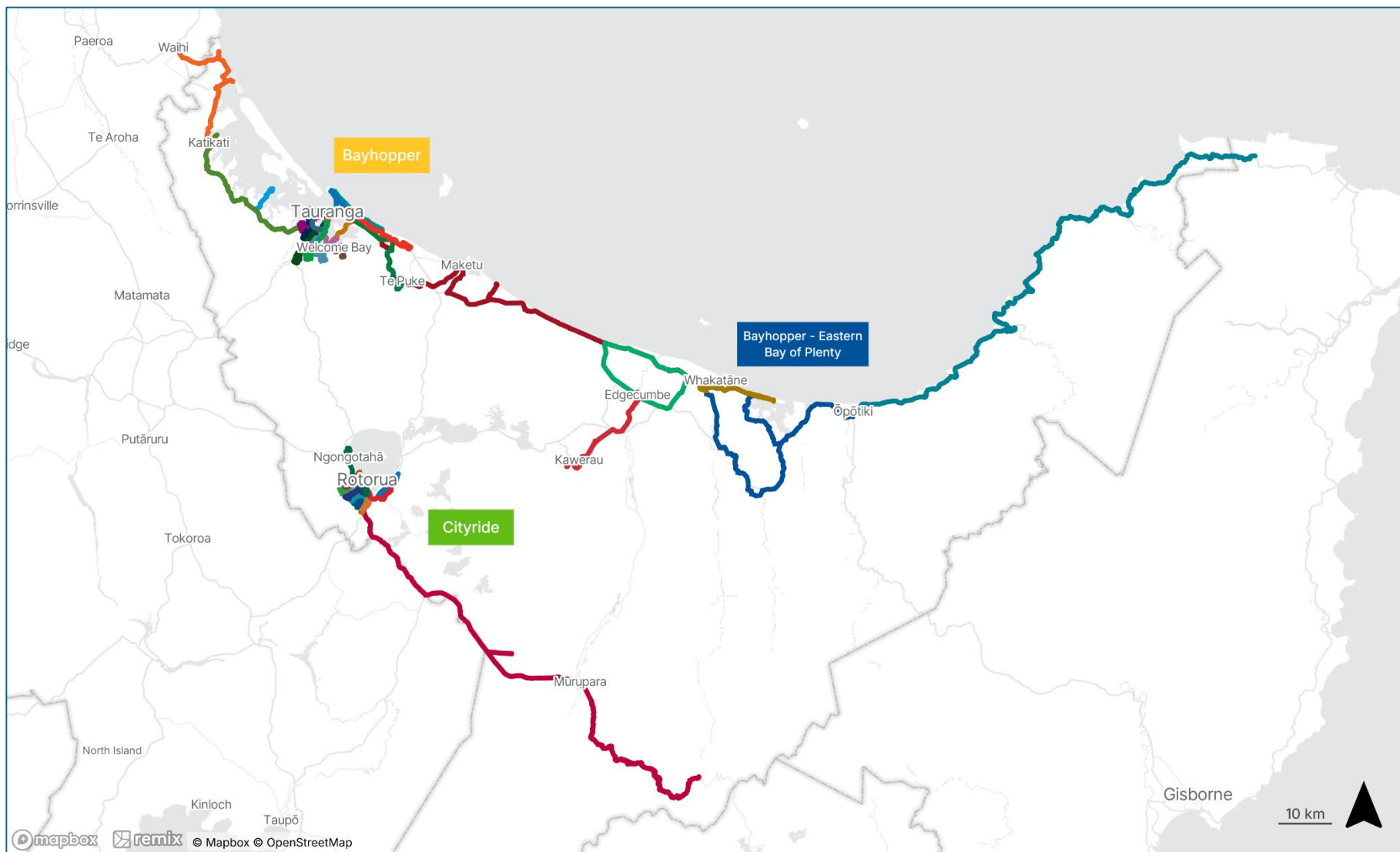


Figure 7: Bay of Plenty bus network

Source: Bay of Plenty Regional Council

Between now and 2029, procurement of all the public transport delivery contracts across the region will provide significant opportunities to drive best value from investment.

The Matakana Island commercial ferry provides a vital link to the mainland with around 30,000 journeys made per year. BOPRC provides passenger fare assistance for this service.

Operated on a commercial basis without public subsidy, InterCity provides coach services which connect the main centres of Tauranga and Rotorua to Auckland and Wellington, as well as the east coast cities of Gisborne, Napier, and Hastings. Smaller communities such as Katikati and Ōpōtiki are also served by InterCity.

Community transport providers such as Waka Eastern Bay and Hato Hone St John provide shared vans, often staffed by volunteers, so that people can access essential services and employment. Community transport is financially supported by government, charitable trust grants, private donations and fundraising.

There are no passenger rail services within the region. An extension of the Te Huia service, that currently links Hamilton and Auckland to Tauranga, is a recurring consideration but would require financial support to determine feasibility.

The rest of this chapter describes each of the three sub-regional bus networks in more detail, including key performance metrics.

3.2 *Mauao -* Tauranga and Western Bay of Plenty

3.2.1 Bus network

The Tauranga and Western Bay of Plenty Bayhopper network comprises 15 fixed-route services. This network, plus the Tauranga Baybus OnDemand trial service, three regional routes and the local Waihi Beach connector cover the main urban area and nearby towns in the Western Bay of Plenty, illustrated by Figure 8 below.

By number of services, vehicles and passengers, Tauranga is by far the largest network in the region and accounts for most of the infrastructure investment. The network operates seven days per week, with services generally running at 15-30-minute frequencies and standard operating hours of approximately 6am to 8pm on most routes. There are five fully-electric buses operating on key city routes; however, this is likely to increase as procurement of new contracts will see further introduction of zero-emission vehicles.

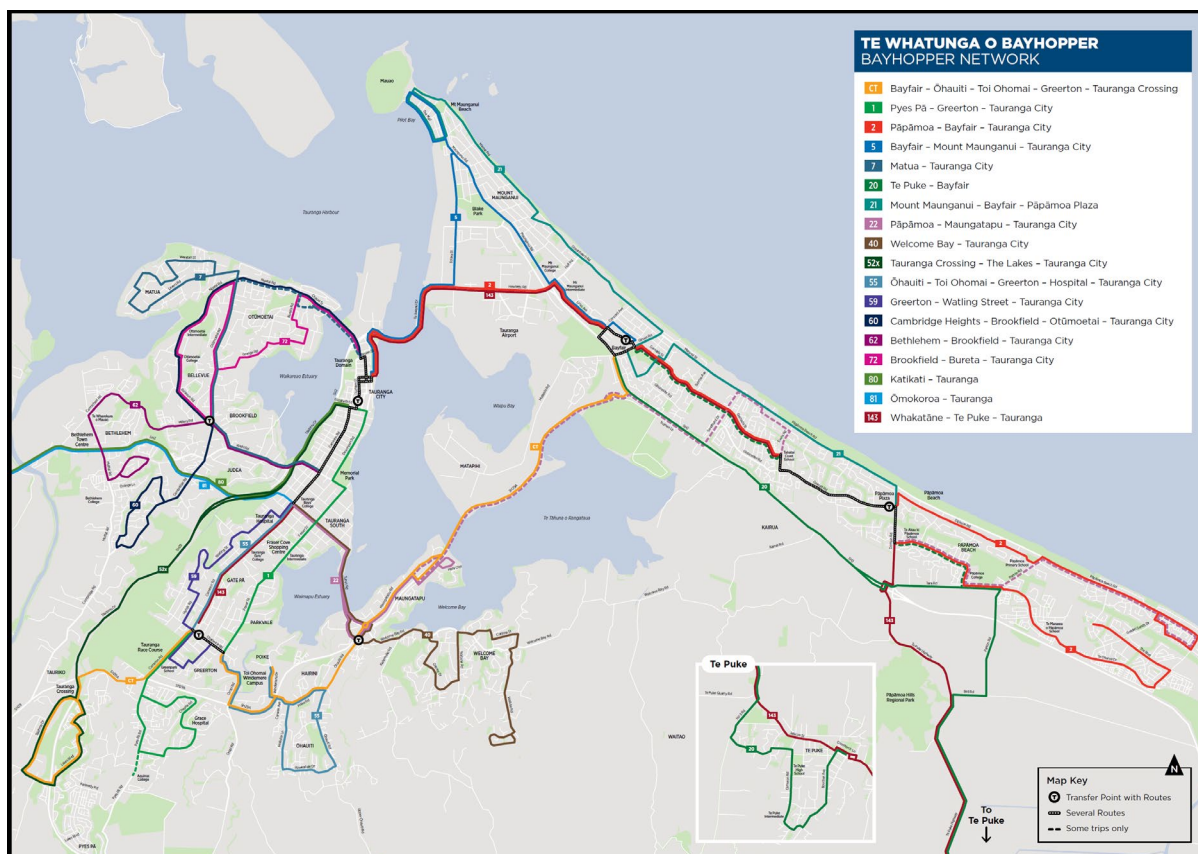


Figure 8: Tauranga Bayhopper bus network

Source: Baybus Website

3.2.2 Passenger boardings

Table 4 shows the total number of boardings on Tauranga and Western Bay of Plenty services in 2024-25.

Table 4: Tauranga and Western Bay services: passenger boardings 2024-25

Service	Route	Number of passenger boardings (000s)
2	Pāpāmoa - Bayfair - Tauranga City	423
55	Ohauti - Toi Ohomai - Greerton - Hospital - Tauranga City	260
5	Bayfair - Mount Maunganui - Tauranga City	227
40	Welcome Bay - Tauranga City	133
1	Pyes Pā - Greerton - Tauranga City	133
60	Cambridge Heights - Brookfield - Tauranga City	116
62	Bethlehem - Brookfield - Tauranga City	113
CT	Bayfair - Tauranga Crossing via Maungatapu - Toi Ohomai - Greerton	101
7	Matua - Tauranga City	82

Service	Route	Number of passenger boardings (000s)
20	Te Puke - Bayfair	59
59	Greerton - Watling Street - Tauranga City	46
22	Pāpāmoa - Maungatapu - Tauranga City	45
OD	Tauranga South (Baybus OnDemand)	44
72b	Ōtūmoetai - Brookfield - Tauranga City	33
72a	Ōtūmoetai - Brookfield - Tauranga City	28
21	Mount Maunganui - Bayfair - Pāpāmoa Plaza	21
81	Ōmokoroa – Tauranga City	14
52x	Tauranga Crossing - Tauranga City (Express)	12
80	Katikati – Tauranga City	11
All		1,820

Source: Bay of Plenty Regional Council

The top three most frequent services – routes 2, 55 and 5 – run every 15 minutes on weekdays and make up 50% of all boardings across the network. For the top eight services, that figure increases to 83%. The frequency of these services is generally higher than those that carry fewer passengers.

Tauranga’s dedicated school bus network has evolved since BOPRC took over urban school buses from the Ministry of Education and now comprises 62 dedicated routes. In 2024-25, travel on school services accounted for 36% of all public transport boardings in Tauranga, highlighting their critical role in supporting movement and reducing congestion.

3.2.3 Financial performance

Table 5 sets out the key service provision and performance metrics for Tauranga’s urban network and school services:

Table 5: Tauranga and Western Bay service provision and performance (urban and school services)

Metric	2024-25 figures
Annual passenger boardings	2.8m
Average passenger boardings per trip	10
Annual contract cost	\$27m
Fare revenue	\$2m
Farebox recovery	6.5%
Average subsidy per passenger boarding	\$9.04
Targeted rate subsidy per passenger boarding	\$4.43

Source: Bay of Plenty Regional Council

A high proportion of bus journeys continue to be made by other fare concession users, including SuperGold, Community Connect and accessibility for disabled people. Whilst these policies significantly enhance social welfare, they reduce the level of fare income that bus services would otherwise be able to generate.

3.2.4 Reliability and punctuality

Figure 9 shows that in 2024-25 there were 2,743 missed trips (i.e. scheduled services which were cancelled), primarily due to traffic congestion. In the same year, only 79% of bus journeys departed and less than 68% arrived on time. This level of missed and late running trips will damage confidence that people have in the system. With more extensive bus priority, negative effects of traffic congestion could be significantly mitigated. In the short term, timetabling improvements will help address some of the reliability and punctuality challenges.

Punctuality in the smaller Western Bay network has not exceeded 80% since 2024, and averages around 70%. However, services are reliable with 95.5% departing for their trips on time. Indicating that the services are running slow and that congestion is a problem. This likely has been exacerbated by significant safety improvements along the portion of State Highway 2 between Tauranga and Katikati.

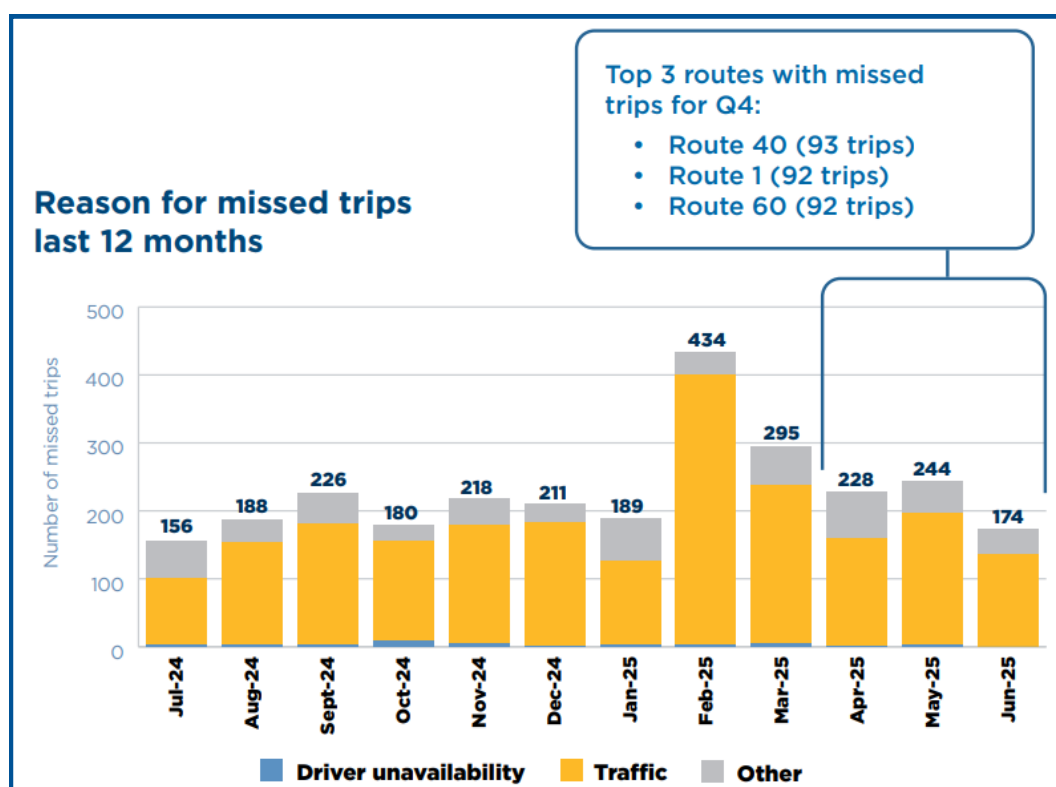


Figure 9: Tauranga and Western Bay urban network missed trips 2024-25

Source: Bay of Plenty Regional Council

3.2.5 Customer satisfaction

Customer satisfaction with the Tauranga and Western Bay urban bus network has improved in recent years. The 2025 Annual Bus User Survey reported an overall satisfaction rating of 82%, up from 74% in 2024 and 66% in 2020. This improvement likely reflects enhanced service delivery, including, higher frequency services.

3.3 Ōkūrei - Rotorua

3.3.1 Bus network

The Cityride network comprises 11 urban routes covering Rotorua and the nearby settlement of Ngongotahā. These routes run every day on a 30-minute frequency between 7:00 am and 7:00 pm Monday to Saturday, and a 60-minute frequency on Sundays, except Routes 11 and 12, which operate a 60-minute frequency on Saturdays and a 120-minute frequency on Sundays.

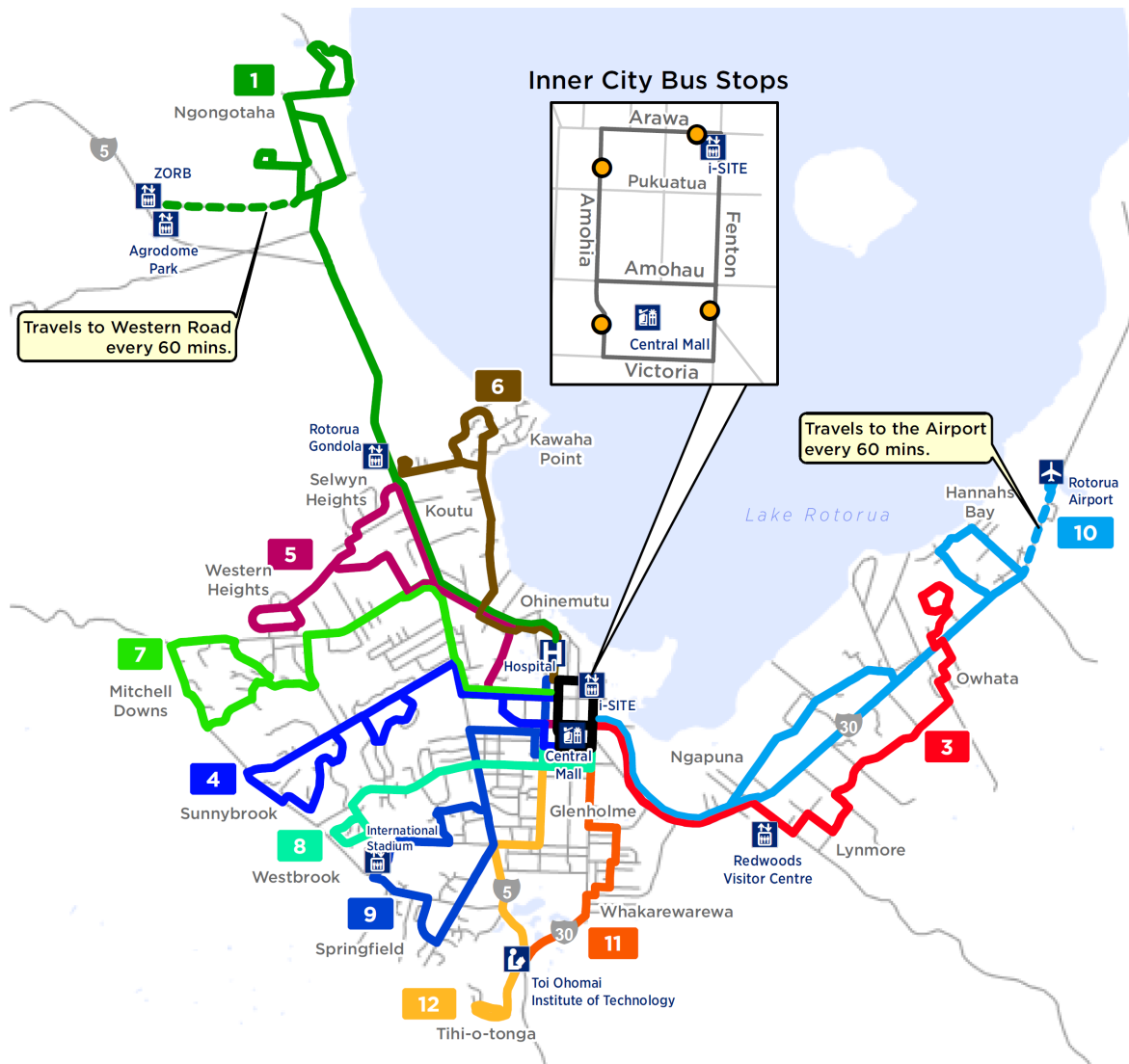


Figure 10: Rotorua bus network

Source: Bay of Plenty Regional Council

Outside of the urban network there is a service on Tuesdays, Thursdays, and Saturdays between Rotorua and Murupara, also serving Kāingaroa Village. There is also a Friday service between Rotorua, Murupara, Minginui and Ruatāhuna.

3.3.2 Passenger boardings

Table 6 shows the total number of boardings in 2024-25 in Rotorua, with the top six services making up two thirds of the total.

Table 6: Rotorua services: passenger boardings 2024-25

Service	Route	Number of passenger boardings 2024-25 (000s)
1	Ngongotahā	59
3	Ōwhata	53
10	Rotorua Airport	49
7	Mitchell Downs	47
9	Springfield	43
5	Western Heights	41
11	Toi Ohomai Institute of Technology	34
4	Sunnybrook	34
8	Westbrook	31
6	Kawaha Point	26
12	Glenholme	23
15	Murupara	3
15a	Murupara/Ruatāhuna	1
Total		444

Source: Bay of Plenty Regional Council

3.3.3 Financial performance

Table 7 sets out the key service provision and performance metrics for the Rotorua urban network:

Table 7: Rotorua service provision and performance metrics 2024-25

Metric	2024-25 figures
Annual passenger boardings	0.4m
Average passenger boardings per trip	3
Annual contract cost	\$4.8m
Fare revenue	\$0.4m
Farebox recovery	8.6%
Average subsidy per passenger boarding	\$9.89
Average targeted rate subsidy per passenger boarding	\$4.84

Source: Bay of Plenty Regional Council

Annual passenger boardings are 16% of those in Tauranga, for a cost that is 18% of the larger contract. The most notable metric is the very low average passenger boardings per trip – less than a third of that seen on the Tauranga network. However, farebox recovery is slightly higher than for Tauranga at 8.6%. This is because in Rotorua there are fewer school children who travel on urban bus services and take advantage of free fares.

3.3.4 Reliability and punctuality

The current network has punctuality issues, with some routes regularly running behind time. In 2024-25, 80% of services departed, and only two thirds arrived, on time. Limited resilience in the timetable means that late running services can lead to cancellations (missed trips). In quarter 4 of 2024-25, an average of 80 trips were missed per month, i.e. 0.59% of the total scheduled; which was a 69.7% increase on the same quarter previous year. The average monthly missed trips due to traffic in 2024-25 was 56 compared to 25 in 2023-24.

The increase in missed trips is predominantly due to the age of the timetable, as traffic conditions have deteriorated since it was originally designed. In the short term, timetabling improvements will address some of the immediate reliability and punctuality challenges.

3.3.5 Customer satisfaction

The Annual Bus User Survey 2025 shows that only 57% of Rotorua bus users rated the service between 8 and 10 on ability at keeping to the timetable, down from 69% in 2024. This reflects identified service reliability issues.

Overall satisfaction with the bus service has declined among bus users in 2025, when compared with 2024 (71% versus 81%). In the same period, the likelihood of users recommending the bus service dropped from 85% to 81%.

3.4 Kōhi - Eastern Bay of Plenty

3.4.1 Bus network

Public transport in the Eastern Bay prioritises coverage by providing low-frequency services across a large and sparsely populated area. These services link several small, isolated communities with three main centres: Kawerau, Ōpōtiki, and Whakatāne. Additionally, Route 143 provides an integral link between Whakatāne to the Tauranga urban centre.

Table 8: Current Eastern Bay bus route frequencies

Service	Route	Frequency
122	Whakatāne - Ōhope	8 return trips/day, Monday - Saturday
131	Matatā - Edgecumbe - Whakatāne	2 return trips, Thursday
135	Kawerau – Te Teko – Edgecumbe - Whakatāne	4 return trips, Monday, Wednesday, Friday, Saturday
143	Whakatāne – Paengaroa/Pukehina - Maketu – Te Puke - Tauranga	1 return trip, Monday - Saturday
147	Whakatāne - Ōpōtiki	2 return trips, Monday and Wednesday
150	Pōtaka - Ōpōtiki	1 return trip, Tuesday and Thursday

Source: Bay of Plenty Regional Council

3.4.2 Passenger boardings

Table 9 shows the total number of boardings in 2024-25 in the Eastern Bay of Plenty.

Table 9: Eastern Bay passenger boardings 2024-25

Service	Route	Number of passenger boardings 2024-25 (000s)
122	Whakatāne - Ōhope	20
131	Whakatāne - Matatā	0.4
135	Whakatāne - Kawerau	6.9
143	Whakatāne - Tauranga	5.2
147	Whakatāne - Ōpōtiki	0.7
150	Pōtaka - Ōpōtiki	2
Total		36

Source: Bay of Plenty Regional Council

As an Urban Connector service, the 122 Whakatāne – Ōhope service has more passenger boardings than all the others combined. The other services in the Eastern Bay are less frequent regional services operating on limited days per week.

3.4.3 Financial performance

The network has remained largely unchanged for more than a decade. Table 10 sets out the key service provision and performance metrics for the Eastern Bay services:

Table 10: Eastern Bay service provision and performance metrics 2024-25

Metric	2024-25 figures
Annual passenger boardings	36,000
Average passenger boardings per trip	6
Annual contract cost	\$1m
Fare revenue	\$0.1m
Farebox recovery	7.5%
Average subsidy per passenger boarding	\$23.06
Average targeted rate subsidy per passenger boarding	\$11.30

Source: Bay of Plenty Regional Council

The Eastern Bay has a much higher average cost per passenger boarding than Tauranga (\$9.71) and Rotorua (\$9.88) - primarily because passenger journey lengths on the Eastern Bay network are much longer on average and are providing a service to connect rural centres with key areas. Farebox recovery is slightly higher for the Eastern Bay services than those in Tauranga, most likely because there are proportionally more adult passengers paying a fare.

3.4.4 Reliability and punctuality

For the 2025/26 year to-date:

- 99.7% of trips were completed as scheduled, with most missed trips due to breakdowns of contracted services.
- 99% of trips operated without delays of more than 10 minutes, with most delays coming from traffic and breakdowns.

The lack of significant traffic congestion in the Eastern Bay of Plenty means that punctuality and reliability are generally very good.

3.4.5 Customer Satisfaction

The 2025 Annual Bus User Survey reports a 96% overall satisfaction rate, indicating strong support from current users. However, the survey sample size for Eastern Bay services is relatively small and taken from those using routes 122 and 135, the higher patronage routes.

3.5 *Ngā Ratonga Whakawātea* - Exempt services

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

- An inter-regional public transport service.
- A public transport service:
 - That begins, or is to begin, operating after the RPTP is adopted; and
 - Is not identified in the RPTP as integral to the public transport network; and
 - Operates without a subsidy for the provision of the service.
- A public transport service that is specified as an exempt service by an Order in Council.

An exempt service is therefore available to the public, operated according to a regular timetable or schedule, and provided on a commercial basis.

Exempt services in the Bay of Plenty are primarily long-distance commercial coach services provided by InterCity, connecting Tauranga, Rotorua and Whakatāne with key destinations across the North Island, and the Matakana ferry service.

The Matakana ferry is the only scheduled public transport service between Matakana and Rangiwaia Islands and the mainland. It provides access and is an important part of the regional public transport network. The Matakana ferry service is the only exempt service identified as an integral service.

3.6 *Ngā wero me ngā kōwhiringa* - Challenges and opportunities

Despite the positive progress that has been made in the last few years, Table 11 summarises public transport challenges which this RPTP aims to address.

Table 11: Public transport challenges

Challenge	Summary description																				
1. Transport choice	A lack of transport choice (public and active transport) leaves many people with limited or no options beyond private vehicle use. Availability of public transport services varies significantly across the region and disproportionately affects people living in isolated or rural communities where there is limited public transport availability.																				
2. Access needs	Access to public transport services is inconsistent, with coverage, frequency and hours of operation varying significantly. In Tauranga, many people benefit from a bus every 15-20 minutes; in the Eastern Bay it can be twice a week. To improve access and promote transport equity, it is important to understand and respond to the unique needs of each community, especially in terms of where people need to go, when, and how often. Provision of accessible, affordable, and reliable public transport is crucial for those living in our smaller urban and rural communities to enable access to essential goods and services. In contrast, a major challenge in Tauranga is ensuring reliability on a congested network in the absence of supporting public transport priority infrastructure.																				
3. Reducing transport emissions	The transport sector is a significant contributor to the region’s greenhouse gas emissions, contributing 44% of total gross emissions. Tauranga, the region’s largest area, contributed to 40% of the gross transport sector emissions⁸. Cars represent 50% of Bay of Plenty’s on-road transport emissions and 11% of gross total emissions. Reducing transport emissions is a challenge given heavy reliance on private vehicle use, which also impacts the transport system’s efficiency and productivity through congestion. The Smart Trip Variable Road Pricing study highlights the significant constraints to mobility from congestion. 2035 DM <table><thead><tr><th></th><th>2018</th><th>2035 DM</th><th></th></tr></thead><tbody><tr><td>VKT veh/day</td><td>4.9 million</td><td>6.5 million</td><td>↑</td></tr><tr><td>CO₂E t/day</td><td>1.1 million</td><td>1.2 million</td><td>↑</td></tr><tr><td>Delay Vehicle hours/day</td><td>16,800</td><td>27,200</td><td>↑</td></tr><tr><td>PT PT Modal Share (%)</td><td>1.6%</td><td>1.9%</td><td>↑</td></tr></tbody></table>  Legend: 1. Low (Green), 2. Medium (Yellow), 3. High (Orange), 4. Very High (Red), 5. Extreme (Dark Red), 6. Severe (Black), 7. Critical (Dark Blue), 8. Major (Blue), 9. Minor (Light Blue), 10. Very Minor (Lightest Blue). LCS plot of peak LCS (LCS A+B shown) and substation LCS (LCS C+D shown). (The plot shows actual LCS from all model base periods (PM, W, PM). LCS shown represents the vehicle congestion location but not the upstream congestion impacts. BECA		2018	2035 DM		VKT veh/day	4.9 million	6.5 million	↑	CO ₂ E t/day	1.1 million	1.2 million	↑	Delay Vehicle hours/day	16,800	27,200	↑	PT PT Modal Share (%)	1.6%	1.9%	↑
	2018	2035 DM																			
VKT veh/day	4.9 million	6.5 million	↑																		
CO ₂ E t/day	1.1 million	1.2 million	↑																		
Delay Vehicle hours/day	16,800	27,200	↑																		
PT PT Modal Share (%)	1.6%	1.9%	↑																		

Figure 11: Forecast traffic growth and congestion in Tauranga

Source: Smart Trip Variable Road Pricing Study

⁸ AECOM New Zealand Limited, *Bay of Plenty Community Carbon Footprint* (prepared for Bay of Plenty Regional Council, November 10, 2022), <https://atlas.boprc.govt.nz/api/v1/edms/document/A4267173/content>

Challenge	Summary description
4. Funding our network	Transformational change in public transport will require a significant and sustained increase in investment. There remains a considerable gap between projected government funding availability and the level of investment needed to achieve a step change while achieving value for money for the provision of public transport services and infrastructure. The evolving and often restricted funding landscape challenges PTAs and their partners to deliver more with less, sometimes with higher revenue requirements, while still aiming to meet mode shift, emissions reduction, and social equity outcomes.
5. Adaptability and resilience	Public transport planning for and delivery of bus services needs to be adaptable and resilient to change. Policy and procurement processes make it a challenge to adapt to a dynamic political and funding landscape. It can be difficult to make rapid changes to services, particularly innovative ones. For example, it took over three years to introduce the Baybus OnDemand trial service. PTAs require a more adaptable and resilient operating environment to plan and deliver effective services. Potential local government restructuring and rate capping may also impact the ability to plan, fund and deliver public transport for the community.

With challenges can also come opportunities to improve public transport services and deliver benefits to communities, as summarised in Table 12:

Table 12: Public transport opportunities

Opportunity	Summary description
1. Transport choices	Develop 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 such transformation and needs to be delivered in conjunction with interventions such as pricing mechanisms, that make public and active transport modes the most attractive travel options for our urban communities, particularly commuters. Council-led future development strategies align land use planning with infrastructure management to support growth. There is an opportunity for transport partners to deliver a well-integrated public transport system to service growth areas, that is a realistic choice over private vehicles.
2. Access needs	Provide access to employment, education and key services through the provision of affordable, reliable public transport services, particularly for rural communities. This could include exploring new cost-effective ways of meeting access needs, for example, the potential for on-demand services or partnerships with providers of other community transport services.
3. Reducing transport emissions	Improving access, reliability and frequency of services will help make public transport more appealing and potentially reduce use of private vehicles and the resulting private vehicle emissions. Since July 2025, the Government has mandated that all new public transport buses must be zero-emission, which has driven a shift in the offering provided by the market. This is an opportunity for

Opportunity	Summary description
	significant public transport emissions reduction from the re-procurement of fixed services. In the interim, improved access, reliability and frequency of services that help make public transport more appealing will potentially reduce use of private vehicles and thus private vehicle emissions.
4. Funding our network	A constrained funding environment provides an opportunity to review performance of services, and understand their value to communities, to then make evidence-based choices about where and when to target public transport investment.
5. Public transport marketing, branding and promotion	Use of marketing tools, including social media and AI, may help increase awareness and encourage the use of public transport in the region.
6. Innovation and technology	Public transport technology is evolving rapidly, along with customers' expectations of how they interact with services. Emerging technologies represent an exciting opportunity to improve the customer experience with a system that is more responsive to diverse user needs. For example, the nationally driven roll-out of Motu Move (National Ticketing Solution) will provide customers with more ways to pay, both within the Bay of Plenty and in other regions.
7. New public transport modes	An existing rail network could mean there is potential for passenger rail in some urban areas, and for inter-regional travel. The trial of on-demand public transport in Tauranga will inform the viability of implementing further services to complement or replace fixed-routes. Operation of service by community transport providers could enable accessibility increases for relatively modest investment.
8. Adaptability and resilience	Maintain a proactive approach to strategy, policy and procurement to enable a public transport system that delivers reliable mobility in the face of climate, economic and operational unpredictability. Public transport services provide an opportunity to enhance resilience, by providing an alternative that reduces reliance on private vehicles. Potential changes to local government e.g. restructuring, may provide a positive opportunity for how public transport is planned, funded and delivered for the community.

4 *Te rautaki o te RPTP* - RPTP Strategy

4.1 *Kōrero Whakataki*- Introduction

As highlighted in section 2.3 of this RPTP, there is a strong strategic and economic case for further investment in public transport services, supported by infrastructure improvements. Addressing the challenges and realising opportunities outlined in Chapter 3 will be based on a short, medium and long-term RPTP strategy which combines:

- **Focused public transport service improvements** to support housing and employment growth in the three sub-regions.
- **Network changes and infrastructure improvements** to address problems of reliability and punctuality.

- **Region-wide strategy interventions** which deliver better accessibility for everyone.

A high priority is managing potential contract cost increases, including:

- **Decarbonisation:** As bus contracts come up for renewal, the market is offering zero emission-buses as the default option for new vehicles. Consequently, there is a need to consider and expand charging infrastructure to enable these vehicles to operate effectively.
- **Infrastructure:** Funding constraints on new bus stops and upgrades limit network flexibility and also risk undermining service investment if people struggle to access buses conveniently and safely.
- **Labour and fuel:** Higher service operating costs resulting from the need to keep wages competitive and reflecting reliance on increasingly unstable diesel fuel imports.

This chapter discusses the RTP strategy for each of the three sub-regions before considering the Bay of Plenty as a whole. The boundaries of these sub-regions are reflective of the Bay of Plenty Regional Council Māori ward boundaries.

4.2 *Mauao -* Tauranga and Western Bay of Plenty

4.2.1 *Kōrero Whakataki* Introduction

Tauranga and the Western Bay of Plenty is a high-growth area because of the lifestyle it offers and its location in the Upper North Island 'Golden Triangle'. Tauranga is an international freight gateway for the country's imports and exports, and the only port in New Zealand able to accommodate the largest container vessels. The sub-region is also home to a thriving professional services cluster. Smaller townships in the Western Bay of Plenty have their own identity whilst also looking to Tauranga for diverse employment opportunities and access to services.

4.2.2 *Spatial planning strategy*

Tauranga has experienced levels of high growth primarily driven by strong inward migration, and this is projected to continue. As of June 2023, Tauranga's population was approximately 159,000 and is expected to grow to around 225,000 by 2063⁹. As one of New Zealand's fastest-growing cities, Tauranga is experiencing significant traffic congestion challenges. In recent surveys 91% of local respondents identified congestion as a problem¹⁰.

The **SmartGrowth Strategy 2024-2074** provides a 50-year outlook for the Western Bay of Plenty sub-region and is a key strategy to guide integrated planning of housing, land, infrastructure, transport, community development and tāngata whenua values with long-term growth.

The Urban Form and Transport Initiative (UFTI), established in 2019 by SmartGrowth and NZTA, is a collaborative, evidence-based planning programme designed to address the Western Bay of Plenty's rapid growth and transport pressures. The aim of UFTI is to unlock housing capacity while resolving transport issues through coordinated land-use and transport planning.

⁹ Tauranga City Council, *Tauranga City Statistical Information Report 2025* (Tauranga: Tauranga City Council, 2025), <https://www.tauranga.govt.nz/Portals/0/data/council/reports/statistical-information-report-2025.pdf>.

¹⁰ Quality of Life Project, *Quality of Life Survey 2024: 8-City Topline Report* (New Zealand: Quality of Life Project, 2025), 63, <https://www.qualityoflifeproject.govt.nz/wp-content/uploads/2025/02/Quality-of-Life-2024-8-City-Topline-report-130225.pdf>.

The **UFTI Connected Centres vision** is for the Western Bay of Plenty to be a network of vibrant urban centres, all linked by reliable public transport and safe active mode connections. The approach promotes compact, well-connected communities with local access to jobs, education, and services within a 15-minute walk or bike ride, and sub-regional access within a 30-45 minute trip by public transport, reducing reliance on private vehicles and supporting more efficient, resilient, and healthier communities.

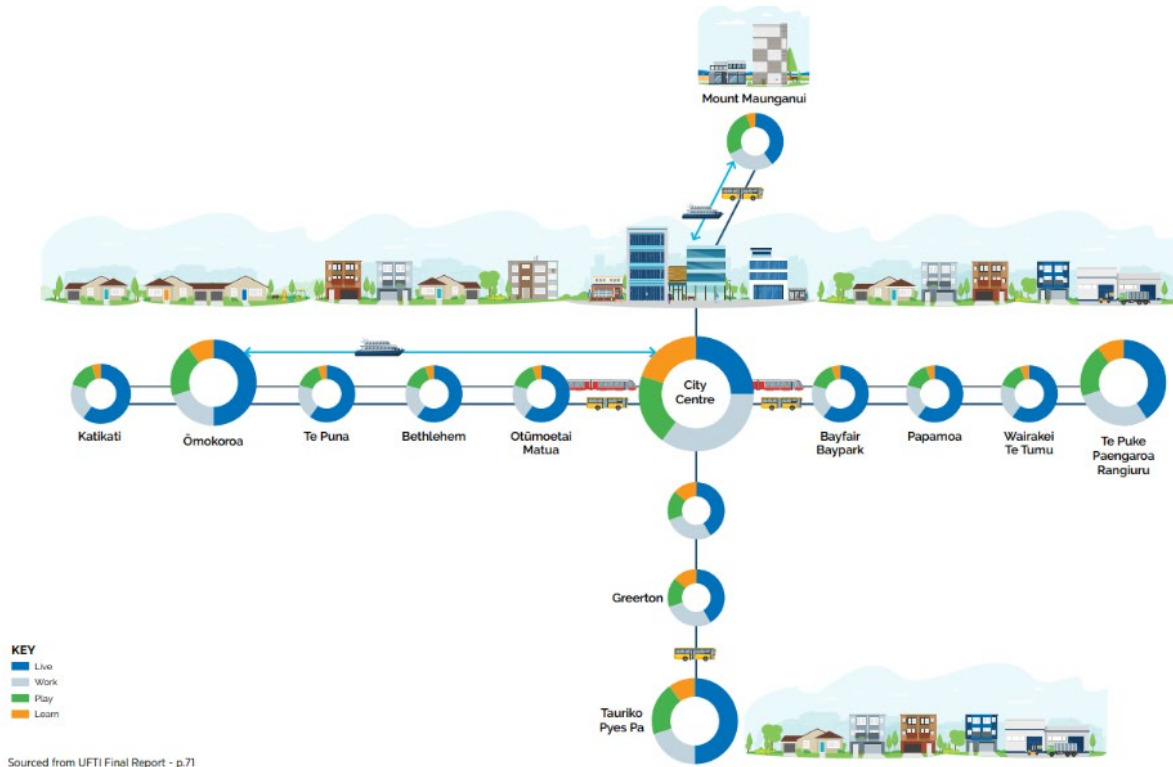


Figure 12: UFTI Connected Centres vision

Source: Urban Form and Transport Initiative Programme Business Case

In 2021, a new **hybrid bus network operating model** was identified as the preferred model to align with the UFTI Connected Centres vision and improve the overall public transport experience of both new and existing customers. This model proposes 13 mostly higher-frequency services, featuring longer routes which traverse the city centre.

It would provide more direct journeys while also creating a network of frequent bus routes across the city centred around a high quality and attractive public transport spine running between Bayfair and Tauriko along the Te Papa Peninsula.

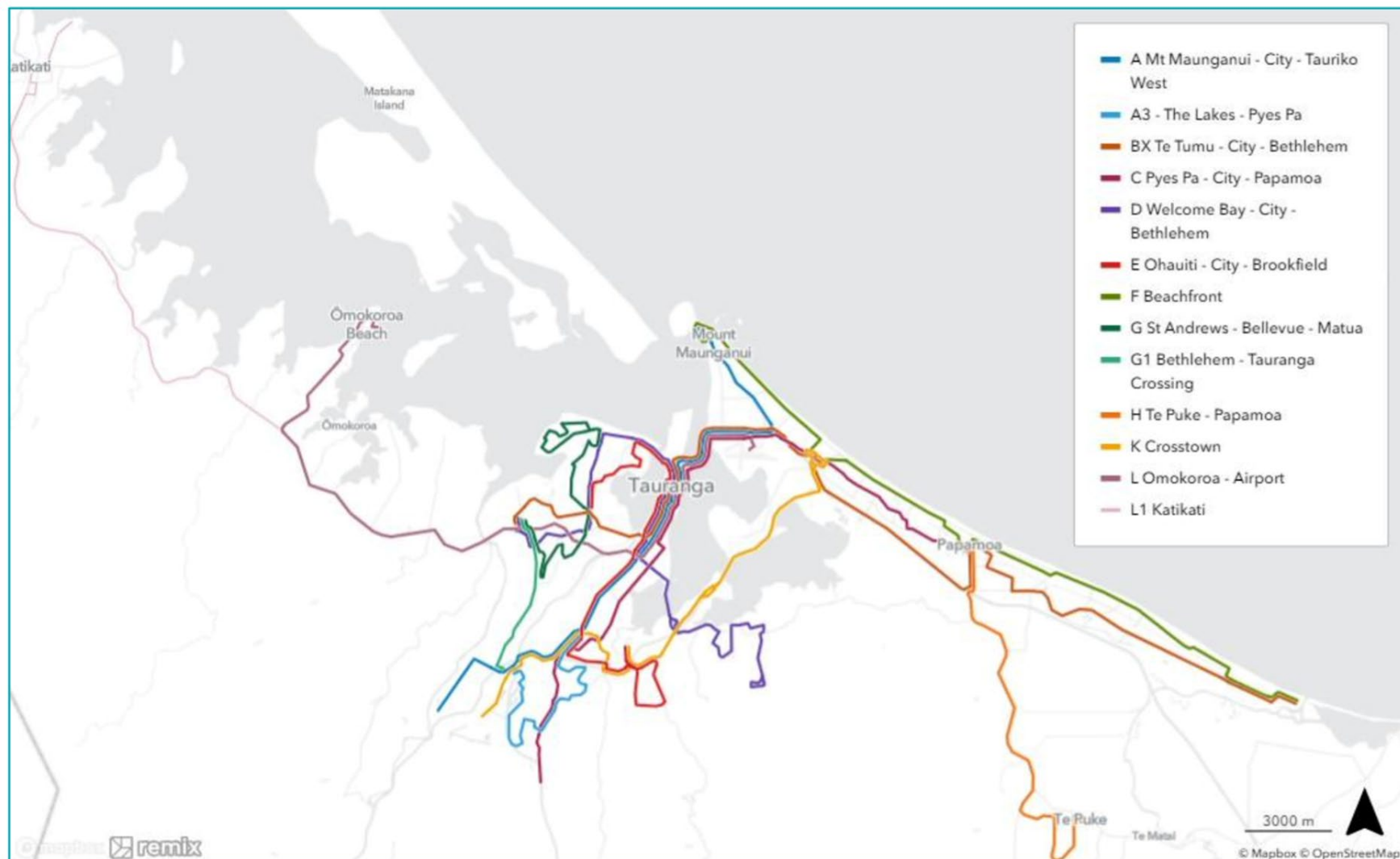


Figure 13: Hybrid bus network operating model

Source: Bay of Plenty Regional Council

Appendix D sets out the network infrastructure that already exists to support bus services, along with requirements for future provision to support the hybrid model. A level of service gap analysis provides details on where traffic congestion will result in delays to buses, and the infrastructure required to mitigate the most significant impacts.

4.2.3 Short-term strategy (0-3 years)

The new Tauranga urban services contract will commence in late 2028, and its procurement, including a review of the existing network, is a key focus in the short term.

A “making better use” approach to infrastructure targets sections of the transport network where traffic congestion causes delays to buses and aims to improve punctuality and speed up journeys for passengers. To improve access to bus services, the intention is to deliver a prioritised rolling programme of bus stop upgrades and interchange hubs.

Potential priority actions include:

- Implementation of timetabling improvements to address declining punctuality and reliability issues, before the end of the current contract.
- Strengthen the joint management of the network with Tauranga City Council and NZTA, working on priority and efficiency improvements to reflect and support increasing patronage.
- Proactive real-time management of bus services and roadworks disruption through the Tauranga Traffic Operations Centre (TTOC).
- On-board passenger information: Providing verbal stop announcements and screens to improve customer experience.
- Consideration of new service model with higher frequencies and routes which better connect key population centres.
- Delivery of traffic signal bus priority at intersections along the key corridors across Tauranga between Wairakei, Bayfair, Mount Maunganui, city centre, Cameron Road, Greerton, Welcome Bay, Ohuaiti and Tauriko.
- Planning and design of new high-quality interchange at Wairakei, alongside upgrades to existing interchanges at Pāpāmoa Plaza, Mount Maunganui, Greerton and Tauranga Crossing.
- Delivery of bus stop upgrades which target facilities currently with the poorest level of service and / or where increased service frequencies are supported.
- Investigation of new edge of city park & ride facilities.
- Improving public transport management will focus on improving the frequency and reliability of public transport services operating along UFTI priority corridors.

4.2.4 Medium-term strategy (4-10 years)

Building on the short-term strategy, targeted lower-cost corridor improvements will seek to mitigate bus service travel time delay and reliability impacted by congestion. Interventions include minor intersection upgrades, bus priority treatments, stop relocations / improvements, and small-scale corridor optimisation.

The Tauranga Transport System Plan (TSP) proposes major roading project investment including:

- Cameron Road Stage 1 (completed).
- Cameron Road Stage 2: 17th Avenue to Maleme Street.
- Connecting Mount Maunganui.
- Connecting the People: 15th Avenue to Welcome Bay Road.

- Tauriko Network Connections.
- Takitimu Northern Link (TNL) Stages 1 (under construction) and 2.

These projects which will improve roading infrastructure within Tauranga city and may help speed up bus journeys and support the significant investment in more frequent services.

Tauriko – City Centre - Arataki

A potential action includes the roll out of a high frequency through-route from Tauriko to Arataki, via the city centre after the upgrades to Cameron Road are completed by 2030. Cameron Road is identified as the primary public transport spine for a patronage-based service, providing high-frequency bus services to connect key residential, higher-density growth areas, including Tauriko West and Keenan Road developments.

The public transport spine is integral for enabling higher density growth along the Te Papa Peninsula, Tauriko and Arataki. The corridor also supports major employment centres with the eastern and western parts of Tauranga City; it is a key step in developing the longer-term hybrid bus network operating model.



Figure 14: High frequency through-route primary corridor

Source: Bay of Plenty Regional Council

The Tauriko and TNL Projects - part of the Western Bay of Plenty City and Regional Deal - will reduce congestion, providing public transport with efficient access to future growth areas and existing areas like Bethlehem and the Western Bay. The projects enable the provision of fast / frequent bus services that provide genuine choice for residents.

Potential priority actions within the TSP projects include:

- Implementation of comprehensive bus priority on the primary network spine from Bayfair to Welcome Bay via Hewlett's Road, City Centre and Cameron Road:
 - Cameron Road (City Centre to Greerton and Tauriko West).
 - Welcome Bay to City Centre.
 - Bayfair to Mount Maunganui.
 - Mount Maunganui to City Centre.
- Corridor-based upgrades to bus stops, crossing points and pedestrian access routes to a consistently high standard.
- Delivery of upgraded bus interchanges at Wairakei, Pāpāmoa Plaza, Mount Maunganui, Greerton and Tauranga Crossing.

4.2.5 Long-term strategy (10-30 years)

The Western Bay of Plenty Public Transport Services and Infrastructure Business Case (PTS&I)¹¹ recommends transformative improvements to ensure increased traffic congestion does not disrupt the successful future operation of the hybrid model. Capital and operational costs of these improvements were estimated at around \$3 billion over 25 years and are intended to be delivered incrementally over time.

The key proposed improvements over 30 years and their potential actions are:

- Extensive bus priority throughout Tauranga including:
 - 10.5 kilometres of busway (separated from general traffic lanes) between Tauriko and Arataki (Bayfair),
 - 12 kilometres of traffic lane re-allocation to provide bus priority, and
 - 9 kilometres of parking/kerbside reallocation to provide bus priority.
- Approximately 67 intersection upgrades/improvements.
- Upgrades to 650 bus stops.
- Improvements to bus interchanges and other operational facilities including layover facilities.

As these projects are progressively funded and developed, a key focus will be to work alongside project partners to ensure the staged implementation of bus priority measures through clear, consistent, and time-bound trigger points. Embedding bus priority within other transport infrastructure projects will improve service reliability, reduce travel times, and enhance overall network performance.

4.2.6 School travel

Although current school travel policy aims to manage incremental growth and ensure safe operation, it cannot address deeper pressures affecting the school transport system in Tauranga. Such pressures have arisen from the broader structure of how school travel demand is generated and distributed across the city, including dispersed enrolment patterns, long travel distances, and a network layout not optimised for large, concentrated student movements. These pressures notwithstanding, a recent review of school services has concluded that these are largely very

¹¹ The PTS&I sets out a 30-year vision for the Western Bay of Plenty sub-region's fixed-route public transport network, aligned with growth and land-use aspirations of UFTI's Connected Centres vision, and the Transport System Plan (TSP).

efficient services. Further review of these services will need to manage expectations and ensure the current successes are not impacted, given school services accounted for 36% of all public transport boardings in Tauranga in 2024/25.

4.3 *Ōkūrei* - Rotorua

4.3.1 *Kōrero Whakataki* - Introduction

Rotorua is a key urban centre within the Bay of Plenty, characterised by a compact city, surrounding rural communities, and a strong visitor economy. Public transport plays an important role in connecting residents and visitors to essential services, social opportunities, and the city centre while reducing congestion and contributing to wider economic and community wellbeing.

The network was developed to balance coverage and frequency to ensure equitable access for a wide range of users. The current service offering has largely been in place since 2015 despite several attempts to improve it that have been hampered by a lack of funding and national policy settings.

4.3.2 *Spatial planning strategy*

The Rotorua Future Development Strategy (FDS) provides a long-term framework to guide urban growth and infrastructure investment over the next 30 years, and:

- Identifies areas for residential and business expansion, promotes a compact and connected urban form, and seeks to provide equitable access to employment, education, and services.
- Emphasises sustainable transport, requiring public transport and active modes to be integrated with growth areas to reduce car dependence and support community wellbeing.

The existing bus network partially aligns with the FDS. Core routes connect established suburbs to the city centre, schools, and major employment hubs, and coverage-oriented services provide access for most residents. However, the network has limited frequency and coverage particularly of emerging growth areas, and few cross-town or orbital connections.

Achieving the FDS vision would require funding to enable service extensions to development areas and increased frequency to support uptake.

4.3.3 *Short-term strategy (0-3 years)*

To address declining punctuality and reliability, timetabling improvements are intended to be implemented before the end of the current contract.

The new Rotorua urban services contract will commence in mid-2028, and its procurement, including a review of the existing network, is a key focus in the short term.

Potential priority actions include:

- Review network efficiency improvements to support timetable reliability.
- Verbal stop announcements and screens to improve customer experience and accessibility.
- Plan and procure the new operating contract.

4.3.4 Medium-term strategy (4-10 years)

Depending on funding available through the next NLTP, the priority is to deliver improvements to the Rotorua bus network which help simplify the overall network structure and makes services easier for passengers to understand and navigate.

The proposal shown in Figure 15 was consulted on in 2022 but was not implemented as funding for services and supporting infrastructure was declined.

This design consolidates eleven existing routes, which all terminate in the city centre, into five core cross-town routes. Services will be concentrated along higher-frequency core corridors, with stronger connections to key destinations such as the city centre, hospital, and major education and employment areas.

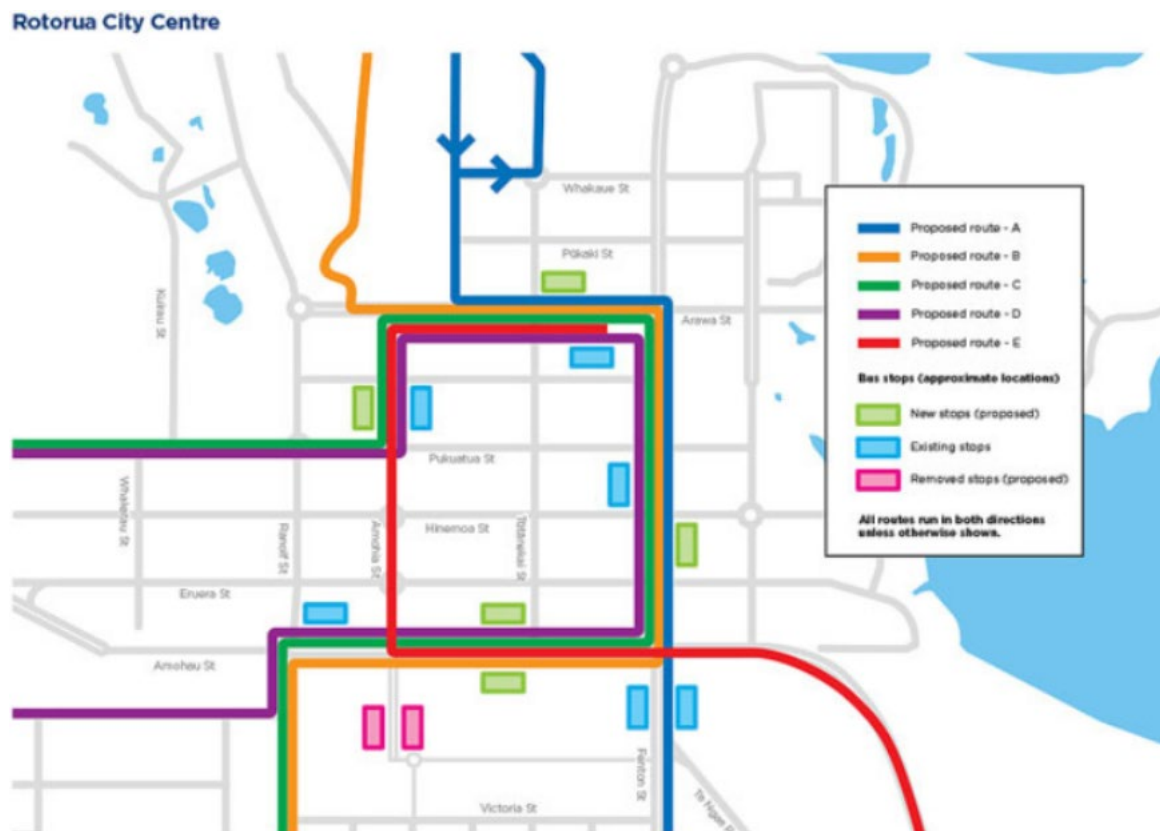


Figure 15: Rotorua network improvements design concept (City Centre)

Source: Bay of Plenty Regional Council

Outside the Rotorua urban area, consideration will also be given to how connections are maintained to a dispersed rural population that has little viable transport choice if they don't or cannot drive. The approach includes exploration of alternative cost-effective delivery models such as the introduction of on-demand and community transport service options.

4.3.5 Long-term strategy (10–30 years)

There is a significant opportunity to improve and grow public transport services that has not been fully realised in the district to-date. The FDS describes developing a multi-modal transport system that supports increased living densities along key urban corridors, including extension or re-routing to accommodate areas of housing and employment growth. The FDS vision is provided as Figure 16, with a dense network of routes with increased service frequencies, denoted by yellow and black lines.

Public transport will be central to the future transport system, delivered in conjunction with interventions such as bus priority, car park pricing and fare initiatives that improve the relative speed, reliability and value for money for Rotorua.

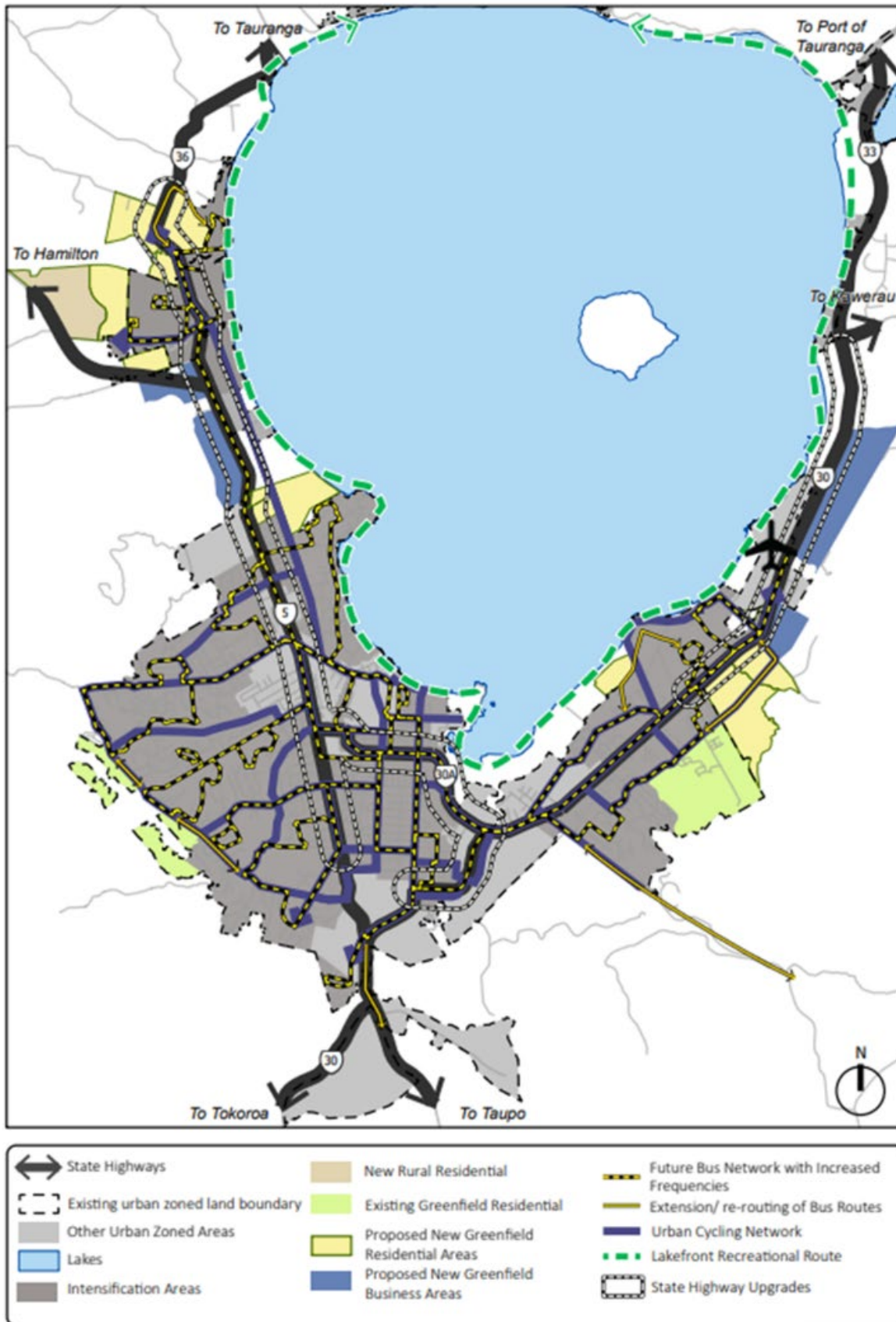


Figure 16: Rotorua Future Development Strategy

Source: Rotorua Future Development Strategy, Rotorua Lakes Council

4.4 *Kōhi* - Eastern Bay of Plenty

4.4.1 *Kōrero Whakataki* - Introduction

The Eastern Bay of Plenty is a sub-region characterised by dispersed rural communities, three main service centres, and a smaller but growing urban population. Similar to the other sub-regions, public transport plays a vital role in connecting people to essential services and social opportunities while reducing isolation.

While some small Eastern Bay communities like Matatā, Waimana, and Pōtaka are served by fixed-route services, others such as Rūātoki North, Waioweka and Waiohau remain disconnected. Providing fixed-route buses to these currently disconnected communities would see limited service quality at a relatively high cost. Community-based transport solutions may offer a more responsive and cost-effective alternative, as discussed in section 4.5.

4.4.2 *Spatial planning strategy*

The Eastern Bay Spatial Plan, developed in 2025, identifies suitable areas for growth over the next 30+ years across a highly constrained part of the region. The opportunity for growth is limited due to constraints from flooding and highly productive lands.

A subsequent draft Whakatāne Local Growth Strategy focuses more specifically on strategy to progress growth in alignment with the Spatial Plan over the next 30 years. Ōpōtiki and Kawerau are working towards plan changes to enable changes in land use to support growth.

These plans collectively signal outcomes that are likely to increase demand for public transport across the sub-region, with most impacts likely to occur on key corridors within, and into, Whakatāne which continues to be the primary service hub of the sub-region. There is an opportunity for improved public transport services to support growth which may include additional fixed route services, on-demand or community transport.

4.4.3 *Short-term strategy (0-3 years)*

Until 2029, the short-term strategy is based on endorsed changes which have been tendered through a three-year contract starting in December 2026; these service changes are shown in Figure 17.

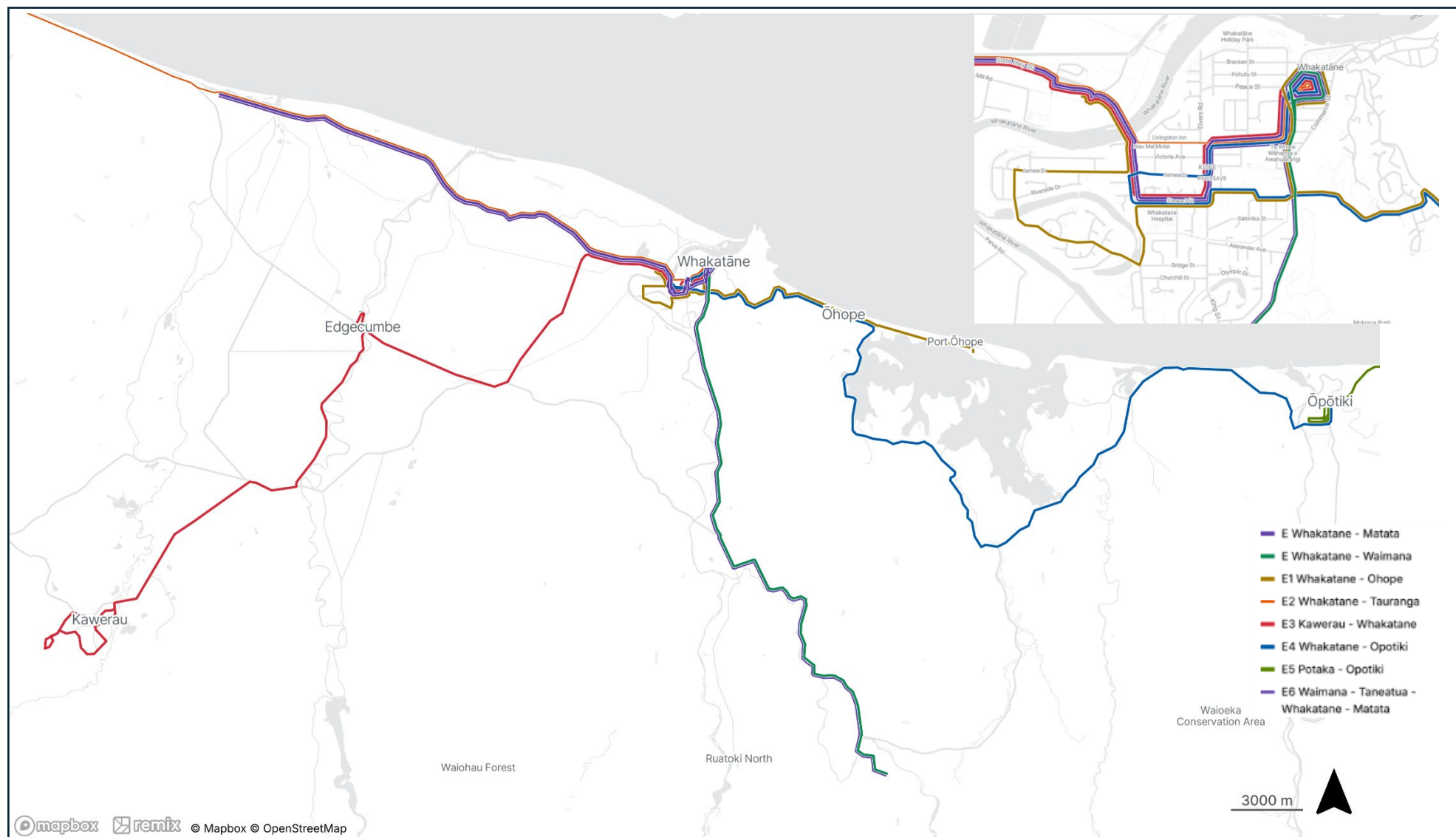


Figure 17: New Eastern Bay bus network

Source: Bay of Plenty Regional Council

A network review highlighted strong community support for enhancing and providing services in key areas, including Coastlands and southern Whakatāne, and increasing service frequency between Kawerau and Whakatāne. These improvements would position the network well for the accommodation of growth as per the Spatial Plan and will be assessed further in the new contract period.

Potential priority actions include:

- Implementation of the Eastern Bay network improvements.
- Consider and implement additional service enhancement including extending coverage to Coastlands, expanding services to Southern Whakatāne.
- Investigate opportunities for an alternative transport model such as demand responsive and community transport services.

4.4.4 Medium-term strategy (4-10 years)

Notwithstanding the short-term investigations, recent spatial planning work supports understanding how any public transport delivery model will service the projected growth, especially in Matatā, Awakeri, and the outskirts of Whakatāne (Coastlands and Huna Road), with the latter likely to increase travel demand into Whakatāne, where peak congestion is already a community concern.

The operating model from December 2029 onwards may integrate demand-responsive service supported by fixed-route services, and/or community transport. This strategy is subject to the outcomes of service performance and further investigations undertaken in the short-term strategy.

4.4.5 Long-term strategy (10–30 years)

The future network concept outlined below assumes the Spatial Plan and growth strategies are implemented and represents one possible aspirational vision for the Eastern Bay network in 10-30 years. Key features may include:

- Demand-responsive services covering the wider Whakatāne urban area, including Ōhope, Coastlands, The Hub, and Whakatāne Airport (or a higher-frequency fixed-route service could serve these areas).
- Daily services from Kawerau and Ōpōtiki into Whakatāne, including smaller towns along the routes and new residential areas identified in the Eastern Bay of Plenty Spatial Plan such as Awakeri and Huna Road.
- Enhanced Ōpōtiki services linking the Hukutaia growth area to the network.
- Community transport solutions replacing low demand fixed routes along SH35 and in areas such as Waimana and Taneatua and broadly improving accessibility across the sub-region.
- Improved intraregional connectivity, with Whakatāne–Tauranga services operating multiple trips daily, offering commuter options both ways and a more direct route connecting to Tauranga urban services at Pāpāmoa. Community transport providers could extend coverage to Pukehina and Paengaroa.

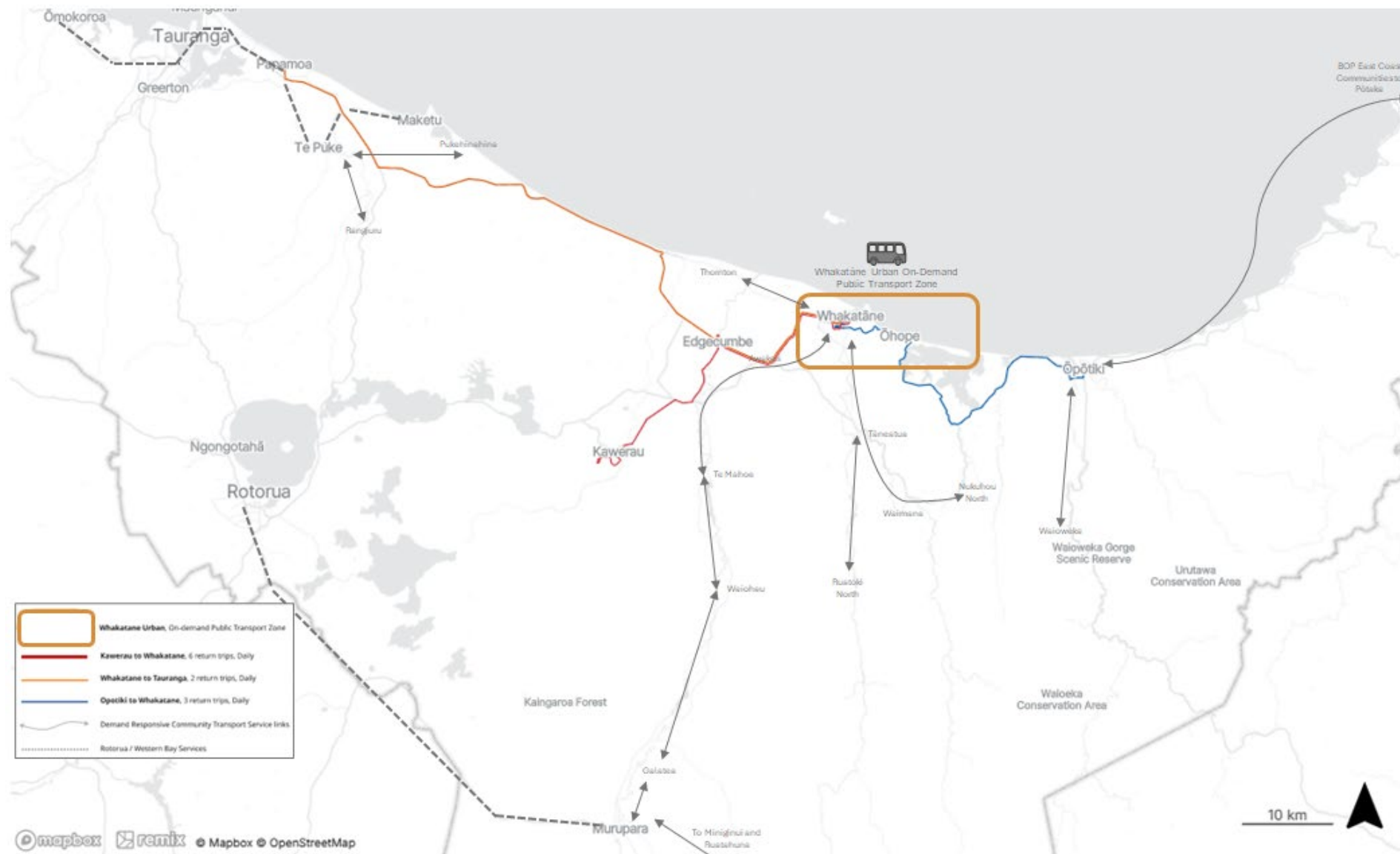


Figure 18: Possible long-term Eastern Bay bus network

Source: Bay of Plenty Regional Council

4.5 *Ngā whakaaro whānui ā-rohe* - General regional considerations

4.5.1 *Kōrero Whakataki* - Introduction

This section considers interventions which impact the whole region that have not otherwise been considered as part of the specific sub-regional strategies previously discussed. These include:

- Regional and inter-regional travel
- Transport disadvantage
- Environmental sustainability
- Technology
- Modal integration
- Safety and security

4.5.2 *Regional travel*

The three sub-regional urban centres – Tauranga, Rotorua and Whakatāne – are between 45 to 90 minutes travel time of each other, by car. Towns such as Ōmokoroa and Katikati are connected to Tauranga, the main urban centre, by weekday bus routes which offer around half a dozen return journeys per day. The frequency from Whakatāne to Tauranga is just once per day. There is no public transport service between Tauranga and Rotorua.

Regional geography could generate potential for public transport travel demand between the three sub-regions. However, regional routes to Tauranga City carried just over 30,000 passengers in 2024-25:

Table 13: Bay of Plenty regional routes to Tauranga City: passenger boardings 2024-25

Route	Number of passengers (2024-25)
80: Katikati Express (to Tauranga)	11,000
81: Ōmokoroa to Tauranga	14,000
143: Whakatāne to Tauranga	5,300
All	30,300

The low level of use of these services indicates that they do not provide sufficient connectivity and frequency. A key question is whether provision of a more frequent and comprehensive regional bus network could stimulate sufficient passenger demand to make the necessary investment good value for money.

4.5.3 *Inter-regional travel*

There are no publicly provided inter-regional services that cross a regional boundary, except for Route 85 Waihi -Town Connector (Katikati – Waihi Beach – Waihi) which runs twice weekly. BOPRC is the PTA responsible for this service. In the medium term when funding is available, Waikato Regional Council has indicated looking to establish a new service to Thames from

Waihi¹². This could provide a transport link to connect Katikati and Waihi Beach to Thames via Paeroa.

Except for InterCity coaches, there are no bus services which connect Bay of Plenty with Waikato or Tairāwhiti regions. This means that potentially important links – including Tauranga to Matamata/Hamilton and Ōpōtiki to Gisborne – are poorly provided for.

The other modal option for inter-regional travel, is passenger rail. There is growing community, stakeholder and political interest in the potential to reintroduce trains between Tauranga, Hamilton and Auckland. Any such proposal will need to demonstrate that inter-regional passenger rail can deliver greater benefits than alternative public transport options, as well as providing a viable alternative to the car.

Potential priority action:

- Work with regional partners to understand and quantify demand for potential inter-regional services, including the previously requested:
 - SH 2 to Paeroa
 - SH 27 to Matamata/Morrinsville
 - SH 29 to Cambridge/Hamilton

These may require a feasibility study for some routes, including assessment of cost and funding opportunities.

4.5.4 Transport disadvantage

PTAs are required to assist the transport disadvantaged. Key to addressing transport disadvantage are the four 'end-to-end' factors that must all be in place for the user to be able to undertake an accessible journey (see Figure 19). This RPTP seeks to address all aspects of the end-to-end user experience.

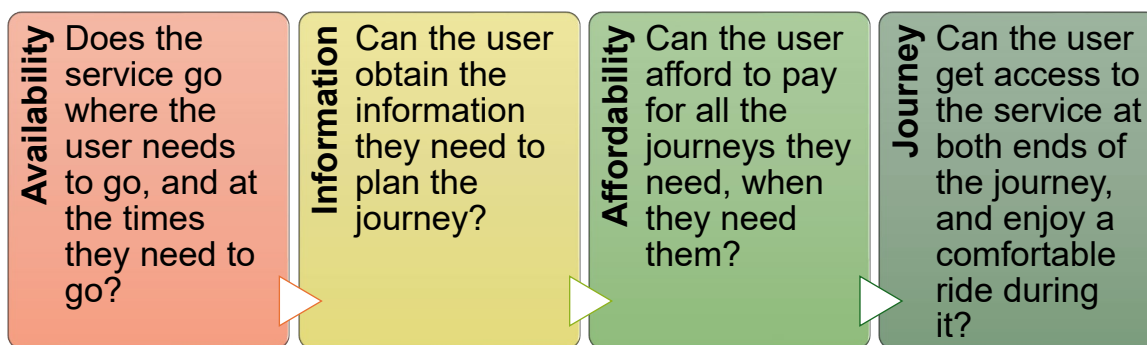


Figure 19: End to end user experience factors for the accessible journey

Availability

In the Bay of Plenty, the **Total Mobility** scheme assists eligible people with long-term impairments to access appropriate transport, through subsidised door-to-door taxi services. Fares are subsidised in part by central government and BOPRC.

¹² Waikato Regional Council (2025) *Future bus services for the Waikato Region*. <https://yourvoicematters.waikatoregion.govt.nz/future-bus-services/>

There are several existing **community transport** services in the region, including Hato Hone St John Health Shuttles and Waka Eastern Bay¹³. These services are run by not-for-profit organisations and do not charge fares, instead relying on donations both from passengers and third parties. Services are either based on a fixed schedule or can be booked on-demand; they tend to be shared by multiple users.

Further consideration of community transport is a key aspect of the RPTP and will support understanding how current delivery models could change to support increased levels of service for those with limited or restricted access.

Information

Best practice is for public transport information to be clear, consistent, and available across multiple channels. Real-time systems that integrate arrival times, disruptions, and multimodal connections reduce uncertainty and make journeys smoother; these can be provided through digital platforms, audio announcements, and staff assistance. The aim is to build a predictable experience that builds trust and encourages public transport use. Over the course of this RPTP, BOPRC will further develop public transport information channels to support service changes, especially as part of new contracts.

Affordability

Another way of reducing transport disadvantage is through provision of **fare concessions**, improving accessibility and affordability to those with disability, senior citizens, school students and people on low incomes.

Fare setting involves trade-offs between equity, revenue and efficiency. Universal concessions can reduce revenue, while higher fares may disproportionately affect those who are transport disadvantaged. Pricing structures can also unintentionally create discrimination, for example between people who take short trips (and pay too much) and those who take long trips (and don't pay enough).

A targeted approach to fare setting will be an important part of future public transport service provision in the region. During this RPTP, a new zone-based fare structure will be implemented, and concessions will continue to be offered. In addition, the fare structure will include incentives to encourage more frequent use of public transport, e.g. fare capping.

Journey

All bus contracts are being renewed in the next three years, continued compliance with the NZTA Requirements for Urban Buses (RUB) will ensure that high standards of passenger accessibility play a big role in delivering a comfortable and safe journey experience for people of all mobility needs.

A challenge will be to develop a consistent standard of access to and from the vehicle, in and around bus stop areas to ensure they are visible, safe and accessible. BoPRC will work with local Councils and NZTA as Road Controlling Authorities (RCAs) to encourage provision of public transport infrastructure and facilities that ensure a high-quality end-to-end journey.

4.5.5 Environmental sustainability

In 2020/21, transport contributed approximately 2.45 million tonnes carbon dioxide equivalent (Mt CO₂e), representing 44% of the Bay of Plenty's total gross emissions^[66]. Over half of these GHG emissions are from land transport petrol and diesel engines. The Bay of Plenty generated

¹³ A full list of providers is available at <https://www.boprc.govt.nz/living-in-the-bay/getting-around/accessible-transport/>

approximately 16.2 tCO₂e per person, which is higher than the New Zealand average of 15.7 tCO₂e per person.

From July 2025, any bus registered for the first time in New Zealand for use in public transport services must be zero-emission at the tailpipe. As a result, operators will be transitioning to new battery electric buses (BEBs) in their fleets to replace existing older end of life diesel vehicles and implementing supporting depot infrastructure. BEBs are considered to be better than diesel buses for service in urban environments, emitting less noise and pollutants.

The bigger challenge for environmental sustainability is inducing travel behaviour that means people choose to use public transport. Service and infrastructure improvements highlighted by policies in Chapter 5, will support improved travel choice.

4.5.6 Travel Demand Management

Best-practice travel demand management (TDM) centres on shaping travel behaviour by giving people better choices, not simply restricting movement. Effective programmes combine land-use planning, pricing tools, and service improvements to make sustainable modes - public transport, walking, cycling, and shared mobility - more attractive than driving alone. They may also include measures such as congestion pricing, parking management, integrated fares, and high-quality alternatives that are reliable, frequent, and safe. Also, initiatives such as employer-subsidised travel and flexible working arrangements. When successful, TDM reduces congestion, lowers emissions, and improves overall network efficiency by aligning individual travel choices with broader community goals.

Without substantial investment in transport infrastructure, congestion in Tauranga could significantly worsen over the next decade. According to the RLTP 2024-34 investment required for the Bay's transport infrastructure is well beyond the level of funding available through the National Land Transport Programme (NLTP). Therefore, alternative funding mechanisms, such as road pricing to manage demand, need to be considered to generate additional investment.

4.5.7 Time of Use Charging

The Land Transport Management (Time of Use Charging) Amendment Act 2025¹⁴ will come into force in November 2026 and enable local authorities to propose time of use charging schemes to reduce congestion, improve traffic flows and shorten journey times, particularly at peaks. Such a scheme would charge road users at certain times or locations, depending on demand patterns – charges would be higher at peak times, and lower off-peak.

Currently, drivers to spread demand is limited to the effects of congestion itself. Time of use charging supports spreading demand and ultimately reducing congestion. It is similar to congestion charging but has a broader focus. While congestion charging targets specific roads to reduce volumes and travel times, time of use schemes aim to improve traffic flow across an entire network, enhancing reliability and productivity overall.

4.5.8 Technology

Technology has significant potential to support public transport uptake and effect mode shift. Table 14 sets out how technology benefits a range of public transport service attributes:

Table 14: How technology delivers better public transport

¹⁴ Land Transport Management (Time of Use Charging) Amendment Act 2025, [Land Transport Management \(Time of Use Charging\) Amendment Act 2025 | New Zealand Legislation](#)

Service attribute	Benefits of technology
Real-time information: provides certainty as to when services will arrive	• Live arrival times on apps, digital stops, and wearables. • Crowd-level data so passengers can be aware of, or even avoid, busy services. • Predictive service arrival times using AI.
Contactless payments - when payment is effortless, boarding is faster and the whole system feels modern	• Tap-and-go with bank cards or phones (being delivered by Motu Move). • Ability to fare cap (daily, weekly or monthly). • Account-based ticketing that could work across buses, ferries and scooters. • Ability to phase out cash, reducing cash handling costs and improving driver safety.
Integrated platforms: Mobility-as-a-Service (MaaS)	• Modes can include public transport, e-bikes and scooters, car share, car parking, taxis, walking routes. • One app, one payment system, one journey planner. This makes public transport the backbone of a wider mobility ecosystem.
AI-optimised routes and timetables	• AI can analyse demand patterns, congestion, weather, vehicle performance, events, school and work schedules. • Frequencies and/or routes can be adjusted dynamically so that buses go where people are located.
On-demand and flexible transit	• Small shuttles that route dynamically based on real-time requests. • Reduces the need for private cars in areas where fixed routes are harder to provide.
Better safety and accessibility through smart technology	• CCTV with AI anomaly detection. • Smart lighting at bus stops. • Audio/visual announcements. • Apps that guide visually impaired riders.
Data-driven priority for buses	• Traffic signals that detect approaching buses. • Dedicated lanes monitored by cameras. • Smart intersections that prioritise high-occupancy vehicles. • Cuts travel time and makes buses more competitive than private cars.

4.5.9 Modal integration

A move towards the hybrid bus service model in Tauranga is based on minimising transfers between buses, especially in the city centre. While the exact percentage depends on the city and network design, empirical studies and modelling¹⁵ consistently show:

¹⁵ For example: Garcia-Martinez, Andres; Cascajo, Rocio; Jara-Diaz, Sergio; Chowdhury, Subeh; and Monzon, Andres. *Transfer penalties in multimodal public transport networks*. Transportation Research: August 2018.

- Requiring a transfer instead of offering a direct service reduces passenger numbers by 10% and 30%.
- The time penalty of transferring can be between 10 and 20 minutes, on top of the actual journey time.
- In poorly coordinated networks (which generate long waits and unreliable connections), the passenger demand reduction can exceed 40%.

Reasons for this reduction in patronage include:

- Passengers dislike the act of transferring itself, even if the connection is convenient.
- Transfers increase perceived travel time more than actual time.
- Passengers strongly dislike the risk of missing a connection.

Therefore, transport modal integration describes the coordinated planning, design, and operation of different transport modes - such as walking, cycling, buses, rail, ferries, micromobility, and private vehicles - so that people can move smoothly between them with minimal delay, friction, or duplication. Each mode plays to its strengths while forming part of a coherent, efficient, user-centred network. Transport modes work together as a seamless system rather than as isolated services creating a network that feels intuitive and easy to use, rather than one that is fragmented or frustrating.

Integration can be:

- Physical: such as easy to access stops and stations
- Network: modes that complement each other, for example Park & Ride
- Service: including convenient transfer times
- Fares and ticketing: single platform across all modes
- Information: real-time multi-modal
- Institutional: Councils and wider stakeholders working together

These principles will be used to guide further bus service planning and implementation work over the next RPTP period and beyond.

4.5.10 Safety and security

Using public transport is generally a safe and secure experience for people. The road safety record for passengers on buses compares well to that of the private car. Using the crash counts from the Ministry of Transport dataset and typical NZ mode-share data:

- **Cars:** have the highest fatality rate per passenger kilometre.
- **Buses:** are among the lowest of any motorised mode, and between five and ten times safer per passenger kilometre.

Statistics show that car crashes make up most deaths and serious injuries, while bus-related crashes involving death and serious injury are rare.

In response to increasing levels of anti-social behaviour since the COVID-19 pandemic, funding has been provided for security at both the Tauranga city centre and Bayfair bus hubs. Evidence suggests that this action has assisted in addressing the problem. Additionally, buses are fitted with CCTV cameras which enables monitoring and helps provide reassurance to passengers.

In 2024-25, there were a total of 587 reports of security related incidents, less than two per day. All bar six of these were class 2 under the NZTA reporting system, i.e.:

Events that result in lost time, injuries or that require medical treatment and antisocial events such as theft and abusive behaviour (verbal and physical) involving staff and / or members of the public.

Some recurring Class 2 themes include:

- Verbal and physical abuse of drivers while addressing passenger behaviour.
- Theft or attempted theft of cash box.
- Vandalism on bus and bus shelters.
- Misbehaving school students.
- Intoxicated passengers.

4.6 *Ngā whakaarotau o te RPTP -*

Based on the three sub-regional strategies and wider regional strategic interventions, the RPTP priorities are to:

- Make best use of existing investment in the short term and maximise financial contributions from passengers.
- Target service and infrastructure investment in the medium term towards proven strategies for increased service frequency, performance and quality.
- Further develop on-demand and community transport services where conventional bus services are not likely to be viable.
- Plan for significant investment to meet planned growth in the long term.
- Deliver a range of supporting interventions around fare, infrastructure, technology, travel demand management and safety.

RPTP priorities

Chapters 5 to 11 set out the objectives and policies to support delivering the priorities above.

5 *Whāinga 1: Ngā Kōwhiringa Haere Toitū -* Objective 1 - Sustainable Travel Choices

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

Kōrero Whakataki - Introduction

The following policies set out how the RPTP will support mode shift and reduce greenhouse gas emissions by making public transport a more attractive and practical choice for everyday travel. The focus is on delivering faster, more frequent and reliable services, as well as leveraging technology and emerging mobility options to better meet customer needs. Together, they position public transport as a central enabler of a more sustainable, connected and economically productive region.

5.1 *Ngā ratonga auau me ngā ratonga haepapa -* Frequent and reliable services

Policy 1.1: Prioritise delivery of services and infrastructure to support a high-quality, frequent and reliable network on key urban corridors to achieve mode shift outcomes and support sustainable transport choices.

5.2 *Te waka tūmatanui tuku-kore -* Zero-emission public transport

Policy 1.2: Support the transition to a zero-emission public transport bus fleet to decarbonise the public transport bus fleet by 2035. This will include consideration of different service options including smaller, zero-emission vehicles (Policy 3.9) and on-demand public transport (Policy 2.6).

5.3 *Te tekehī hei ratonga -* Mobility as a service

Policy 1.3: Proactively explore and implement options in the mobility marketplace that enable customers to choose and pay for modes that best meet their travel needs.

5.4 *Reira kaieke -* Passenger rail

Policy 1.4: 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. This will include working with neighbouring regions and local authorities within the region to advocate for the prioritisation of fast and frequent rail initiatives connecting the North Island's fastest growing cities of Auckland, Hamilton and Tauranga.

5.5 *Ngā Tohu Angitu (KPIs) -* Key Performance Indicators (KPIs)

KPIs that will measure progress towards meeting Objective 1 are:

- Regionwide patronage increase of 10% per annum (on average) to 2030.
- Plan and deliver a network to achieve a 6% public transport mode share in the region's main urban areas by 2036.
- Zero noxious tailpipe emissions from the region's public transport fleet by 2035.

6 *Whāinga 2 - Te Mahere Ratonga me te Whakaahua -* Objective 2 - Service Planning and Design

Convenient public transport that is accessible to all existing and potential customers

Kōrero Whakataki - Introduction

These policies set out how the public transport network will be planned, designed, and delivered to ensure it is convenient, accessible, and responsive to the needs of all users. They establish clear service principles, classifications, and performance expectations, while providing flexibility to tailor services – such as on-demand, community transport, and Total Mobility – to different contexts and

customer groups. Together, they aim to create a well-integrated, customer-focused network that balances coverage, frequency, and value for money across the region

6.1 *Ngā mātāpono o te mahere ratonga* - Service planning principles

Policy 2.1: The following principles will be applied when planning and designing public transport networks and services:

- Simple and direct: a network that provides logical connections between origins and destinations.
- Network hierarchy: a hierarchy of interconnected services that balance directness, frequency, and coverage.
- Integrated: services which are integrated with surrounding land use and other modes.
- Customer centred: 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.
- Sustainable service provision: network and service design supports retention of a stable and sustainable workforce.

6.2 *Ngā kōmakatanga ratonga* - Service classifications

Policy 2.2: The following service classifications will be applied to services in the Bay of Plenty public transport network:

- **Rapid:** 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.
- **Frequent:** High-quality, high-frequency and direct services operating on key corridors with high-quality infrastructure and extensive priority measures.
- **Urban Connector:** Regular, moderate frequency services with high-quality infrastructure and targeted priority measures.
- **Regional Connector:** Services designed to provide access linking urban areas, towns and rural settlements to major centres with high-quality stops and shelters.
- **Targeted Connector:** Targeted services including on-demand public transport, school transport, community transport and Total Mobility services.

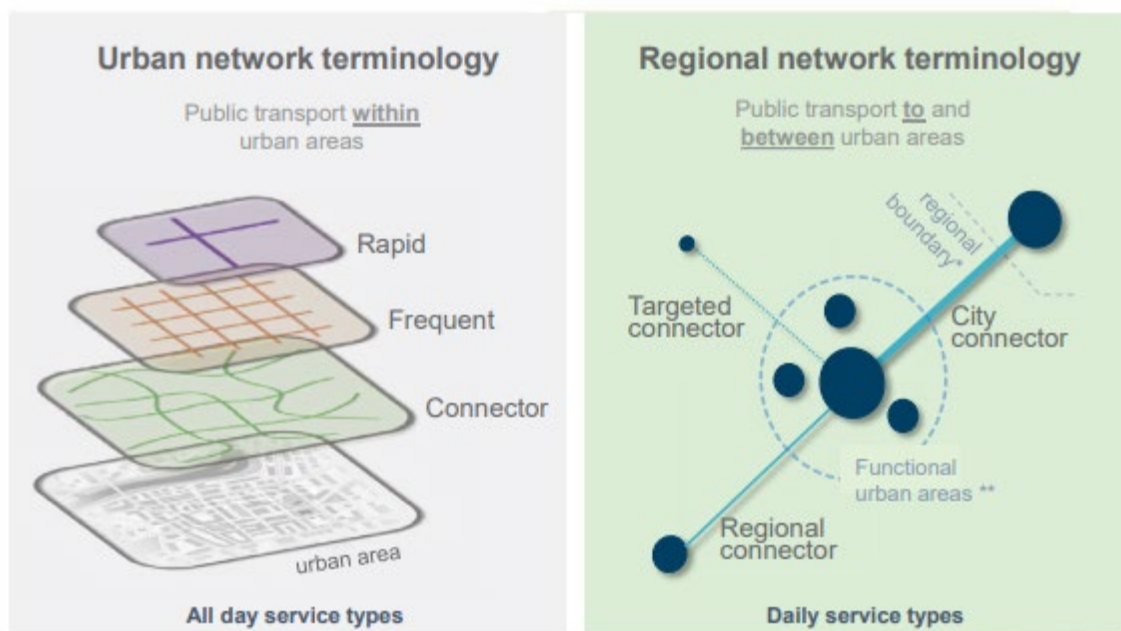


Figure 20: National network terminology

Source: NZTA/Otago Regional Council

Table 15 shows the guideline levels of service for each service classification:

Table 15: Bay of Plenty public transport guideline levels of service

Service	Time span	Minimum hours of operation	Minimum frequency	Priority measures
Rapid	All day, seven days per week	6:00 am-12:00 am	5-10 minutes	Extensive priority lanes and at signals
Frequent	All day, seven days per week	6:00 am-10:00 pm	10-15 minutes on peak 30-minute off peak	Extensive priority lanes and at signals
Urban Connector	All day, seven days per week	6:00 am-8:00 pm	30 minutes peak 60 minutes off peak	Targeted where necessary
Regional Connector	Varied, five to seven days per week	None	Limited trips per day	Targeted where necessary
Targeted Connector	Varied	None	Limited trips per day, limited days per week	Targeted where necessary
Targeted	Tailored to specific need	None	None	Targeted where necessary

6.3 *Te whakamarohi ratonga* - Service optimisation

Policy 2.3: New and existing Rapid, Frequent, Connector and Regional Connector services will be subject to the following minimum patronage expectations:

- **Rapid:** 7 passenger boardings per weekday in-service hour (over a three-month rolling average).
- **Frequent:** 7 passenger boardings per weekday in-service hour (over a three-month rolling average).
- **Connector:** 7 passenger boardings per weekday in-service hour (over a three-month rolling average).
- **Regional Connector:** 5.5 passenger boardings per weekday in-service hour (over a three-month rolling average).
- **Targeted:** 2.5 passenger boardings per weekday in-service hour (over a three-month rolling average).

Proposals for **new services** will be assessed according to forecast demand, considering:

- Extent to which the public transport catchment area has reached its planned population capacity; and
- Quality and extent of supporting public transport infrastructure.

Where an **existing service** does not consistently meet minimum patronage expectations, BOPRC will take the following actions before deciding to remove the service:

- Assess customer potential and reasons for poor performance.

- Identify and assess improvement options to attract patronage (for example, route changes, promotional activities or infrastructure improvements).
- Consider other ways of delivering passenger benefits (for example, an on-demand service).
- Consider combining with others or truncating at a key destination.
- Consider providing a lower level of service than the minimum guidelines if adjustments cannot ensure the services meets patronage expectations.

Existing services will be actively managed and optimised through ongoing consideration of minor changes (e.g. small adjustments to routes and stops) highlighted through continuous improvement processes and stakeholder feedback. The network will be reviewed on a rolling basis, with all routes assessed over a two-year cycle.

6.4 *Ngā tauira mahi o te whatunga waka tūmatanui tāone* - Urban public transport network operating models

Policy 2.4: 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.

6.5 *Ngā ratonga waka o te hāpori* - Community transport services

Policy 2.5: Facilitate and support collaboration with rural communities and key stakeholders to explore, develop, and sustain innovative approaches in smaller urban centres and rural areas that improve access to essential goods and services.

6.6 *Te waka tūmatanui tono* - On-demand public transport

Policy 2.6: On-demand public transport services will be considered where there is potential to fulfil one or more of the following roles in the region's public transport network:

- To complement existing services and/or operating as a feeder service to existing public transport services for less accessible areas.
- Replacing existing poor-performing fixed-route services.
- In areas of low passenger demand where a regular bus service is not considered viable.
- To serve the needs of specific categories of customers, such as where population density would support successful on-demand services.

Any on-demand scheme, including vehicles utilised/operated by BOPRC will comply with appropriate NZTA accessibility standards.

On-demand public transport schemes may be adjusted in response to changing customer demand to promote good customer experience including replacing or adjusting fares, operating catchment, mode, hours of operation and eligibility.

6.7 *Ratonga Tekehī* - Total Mobility

Policy 2.7: 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.

6.8 *Ngā mōrahi utu ā-rohe o te Ratonga Tekehī -* Total Mobility regional fare caps

Policy 2.8: Regional fare caps will be reviewed, at a minimum, every three years in line with NZTA requirements. When reviewing regional fare caps, the following factors will be considered:

- Changes in taxi fares and the Consumer Price Index (CPI).
- Variations in total scheme costs.
- Trends in user behaviour, including number of users, trip frequency, and average trip length.
- Feedback from users and transport operators.

To ensure fare cap adjustments are equitable and evidence-based, the following formula may be used to guide decision-making:

Fare Adjustment Index = Percentage change in CPI ÷ Percentage change in user demand

If fare caps are reviewed annually, the formula will be applied using cumulative CPI and user demand data from the period since the last review.

6.9 *Ngā karāti o te Ratonga Tekehī o te hutu tūru wīra me te rōnaki -* Total Mobility wheelchair hoist and ramp subsidy grants

Policy 2.9: All subsidy grants for the purchase and installation of wheelchair hoists and ramps by Total Mobility operators (partly funded by NZTA) will be assessed in a manner consistent with NZTA requirements. Applications for subsidy grants will be evaluated based on the following criteria:

- **Available funding:** All applications will be assessed in the context of the annual funding allocation and within the maximum threshold for wheelchair hoists and ramps.
- **Eligibility:** Operators must meet all applicable NZTA requirements to participate in the Total Mobility Scheme.
- **Compliance with subsidy conditions:** Applications must demonstrate full adherence to all relevant NZTA subsidy conditions.
- **Length of service obligation:** Equipment funded through the subsidy must remain in Total Mobility service for a minimum of eight years for new vehicles or five years for second-hand vehicles.
- **Identified need:** Consideration on a regional needs basis by evaluating where services are insufficient and consider deploying additional hoist vehicles to better serve Total Mobility clients.

6.10 *Ngā whakamātau āhei o te Ratonga Tekehī -* Total Mobility eligibility assessment

Policy 2.10: All customer applications for the Total Mobility Scheme will be assessed in a fair, transparent, and consistent manner. To be eligible for the Scheme, an individual must have an impairment that prevents them from independently undertaking one or more of the following components of a public transport journey (bus, train, or ferry) in a safe and dignified manner:

- Travelling to the departure point.
- Boarding the transport.
- Travelling securely on the service.
- Alighting from the transport.
- Reaching the final destination.

Eligible impairments may include, but are not limited to, physical, sensory, neurological, intellectual, psychiatric, psychological, or other impairments. Eligibility is determined based on the functional impact of impairment on the individual's ability to complete the journey — not on medical diagnosis or type of impairment.

6.11 *Ngā herenga āheinga o te kaiwhakarato Ratonga Tekehī* - Total Mobility provider eligibility requirements

Policy 2.11: Total Mobility service providers will be procured and, where necessary, removed in accordance with the NZTA Procurement Manual, the Bay of Plenty Regional Council's transport procurement strategy and the NZTA Total Mobility Scheme: Policy Guide for Local Authorities (or their replacements).

6.12 *Ngā ratonga kura* - School services

Policy 2.12: The provision of dedicated Council-funded 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:

- The service predominantly caters for students travelling to/from school within their local or an adjacent school enrolment zone; and
- 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:

- A similar level of service is not provided by the public transport network; or
- 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 five students of the legal carrying capacity of the bus on at least three days in any school term; or is exceeded on any one day.

Conduct an annual review of school fleet capacity which will inform the annual planning process.

6.13 *Ngā waka kōpiko* - Ferries

Policy 2.13: Provide financial assistance 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 and support the success of the wider public transport system.

6.14 *Ngā ratonga ā-rohe* - Regional services

Policy 2.14: Investigate and, if appropriate, implement a regional bus network that provides a convenient and attractive service to customers. The following should be considered in providing a regional service;

- Access to essential services.
- Connection between key centres.

- Supporting social and economic inclusion.
- Supporting regional growth and land use patterns.
- The ability for the service to meet minimum patronage expectations in accordance with Policy 2.3.

6.15 *Ngā kaupapa Motuhake -* Special events

Policy 2.15: Consider providing public transport services for special events where there are clear community benefits and costs can be fully covered by passenger fares and event organisers.

Where there are opportunities and benefits for promoting public transport, such as exposing non-users to the benefits of public transport, BoPRC may support delivery of public transport for special events by:

- Undertaking promotional/marketing activities.
- Leveraging the existing public transport network through provision of discounted travel for specific purposes with a limited duration.

6.16 *Tohu Angitu: Te Mahere Ratonga me te Whakaahua -* Key Performance Indicators: Service planning and design

KPIs that will measure progress towards meeting Objective 2 are:

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

7 *Whāinga 3 - Te Whakarato Whāomo me te Tuku Tūāhanga -* Objective 3 - Efficient Service and Infrastructure Delivery

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

Kōrero Whakataki - Introduction

This group of policies establishes the operational and delivery framework that underpins an efficient, reliable, and high-quality public transport system for the Bay of Plenty. It translates network planning intent into the practical mechanisms required to deliver services on the ground, through clearly defined contract units, robust procurement processes, appropriate vehicle standards, and a strong emphasis on infrastructure and service quality. Together, these elements ensure that services are not only well-designed, but also consistently delivered in a way that meets customer expectations and achieves value for money.

A core focus of this policy suite is the integration of service delivery, infrastructure, and customer experience. High-performing public transport systems rely on more than routes and timetables – they depend on reliable operations, quality vehicles, supportive infrastructure, and effective partnerships between the Council, operators, and other agencies. These policies therefore emphasise collaboration, continuous improvement, and the adoption of innovation and technology to enhance system performance over time. They also ensure flexibility, enabling the public transport system to respond to changing demand, growth, and evolving customer needs.

The accompanying KPIs provide a clear and measurable framework for assessing performance, with a strong emphasis on reliability, financial sustainability, and patronage outcomes. By setting expectations around punctuality, service delivery, and revenue growth, these measures reinforce accountability and support ongoing optimisation of both services and infrastructure investment.

7.1 *Ngā pōkai ratonga waka tūmatanui kirimana -* Contract units

Policy 3.1: Enter into exclusive contracts for public transport services according to units identified in the following table. Establishing units will be informed by the NZTA Public Transport Procurement Procedures Manual and the BOPRC Transport Procurement Strategy (TPS) or their replacements.

Table 16: Contract units

Reference	Unit Name	Mode	Type of Unit	Approximate Scale of Unit	Status
Unit 01	Tauranga Eastern	Bus	Contracted	Large	Existing - ends December 2028
Unit 02	Tauranga Western	Bus	Contracted	Large	Existing - ends December 2028
	Northern Corridor	Bus	Contracted	Small	Existing - ends December 2028
	Northern & Central ¹⁶	Bus	Contracted	Large	New – starts December 2028
Unit 03	Tauranga School Network	Bus	Contracted	Large	Existing - ends December 2028
Unit 04	Rotorua	Bus	Contracted	Medium	Existing - ends June 2028
Unit 05	Eastern Bay of Plenty	Bus	Contracted	Small	Existing - ends December 2029
Unit 06	Waihi Beach	Bus	Contracted	Small	Existing - ends December 2027
Unit 07	On Demand	Bus	Contracted	Small	Existing - ends December 2026
Unit 08	Matakana Ferry	Ferry	Exempt – fare assistance	Small	Existing
Unit 09	Trial Services				Not operating
Unit 10	Intra-Regional Services				Not operating
Unit 11	Innovation Services				Not operating
Unit 12	Total Mobility - Tauranga	SPSV	Exempt - small passenger service vehicle	N/A - demand driven and open to eligible service providers	Existing
Unit 13	Total Mobility - Rotorua	SPSV	Exempt - small passenger service vehicle	N/A - demand driven and open to eligible service providers	Existing

¹⁶ The new “Northern and Central” unit will combine services delivered within the “Northern Corridor” and “Tauranga Western” units, from December 2028.

Reference	Unit Name	Mode	Type of Unit	Approximate Scale of Unit	Status
Unit 14	Total Mobility - Whakatāne	SPSV	Exempt - small passenger service vehicle	N/A - demand driven and open to eligible service providers	Existing

7.2 Ngā pōkai ratonga waka tūmatanui hou - New units

Policy 3.2: Establish new units where there is the need for 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 (PTOs) in the region and in accordance with Land Transport Management Act (LTMA) requirements. Entering new units will be informed by the NZTA Public Transport Procurement Procedures Manual and the BOPRC Transport Procurement Strategy (TPS) or their replacements.

The current TPS notes that public transport services will continue to be delivered through an out-sourced model for the period covered by this Plan. There may also be some services that will apply a short-term delivery model with basic contracting elements.

There may be new delivery opportunities available through the Sustainable Public Transport Framework (SPTF), including in-house service delivery models and a range of new out-source delivery models. Figure 21 outlines a range of Tier 1 and Tier 2 strategic enabling assets, and eight potential delivery scenarios depending on whether different combinations of assets are owned by the PTO or PTA.

Opportunities for the Bay of Plenty will be considered during the life of the next round of public transport contracts.

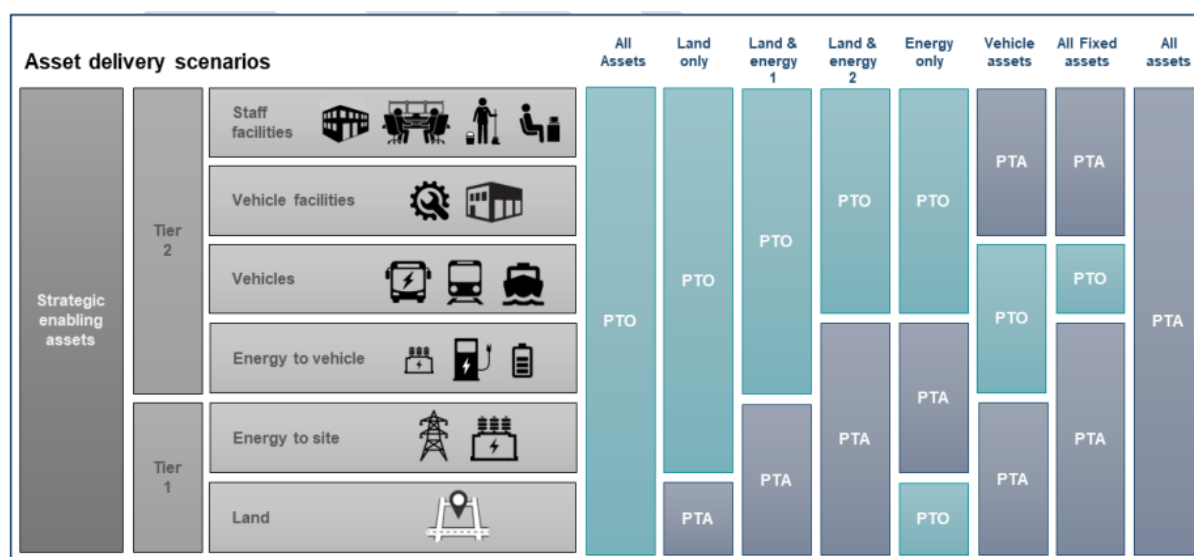


Figure 21: Potential asset delivery models

Source: NZTA

7.3 *Ngā ratonga waka tūmatanui* - Public transport services

Policy 3.3: BOPRC proposes to provide the integral public transport services listed in Appendix B of this RPTP.

7.4 *Te kounga o te tūāhanga* - Infrastructure quality

Policy 3.4: Encourage timely investment in, and provision of, public transport infrastructure and facilities that:

- Ensure a high-quality, end-to-end journey experience for customers.
- Give effect to national best practice public transport design guidance.
- Support the delivery of Policies 5.1-5.4 (Accessible journey, Safety and personal security, Legibility, Amenity).
- Support the operational efficiency and reliability of public transport services.

Good practice: Public transport infrastructure

Public transport infrastructure is the physical assets which are required to operate an efficient, reliable and attractive public transport service; for a bus system these may include:

- Bus stops and the surrounding bus stop environment.
- Bus interchanges in central areas and major hubs.
- Bus priority features such as bus lanes, traffic signals and 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 & ride facilities.
- Bus layover and driver facilities.

7.5 *3Innovation and technology*

Policy 3.5: Proactively work with partner organisations to improve our collective capacity to evaluate, and where appropriate, adopt new innovations and technological improvements as they emerge.

7.6 *Te kounga o te ratonga* - Service quality

Policy 3.6: Work in partnership with operators to ensure customers experience excellent customer service (welcoming, friendly, helpful, professional) and safe, comfortable, enjoyable journeys.

7.7 *Te mahi ratonga* - Service performance

Policy 3.7: Work with partner agencies and operators to continually improve the reliability and punctuality of public transport services by:

- Ensuring services run to realistic, achievable timetables that are monitored and adjusted as necessary to provide customers with a punctual and reliable service.
- Including reliability and punctuality requirements in operator contracts that incentivise good service performance.

7.8 *Ngā taumata kounga o ngā waka* - Vehicle quality standards

Policy 3.8: Ensure that:

- All contracted buses on urban services entering the fleet for the first time comply with the NZTA Requirements for Urban Buses 2024 (RUB).
- All other contracted buses used on urban services comply with the minimum requirements for existing buses in the RUB.

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

7.9 *Te nui me te taumaha o ngā waka* - Vehicle size and weight

Policy 3.9: Adopt a flexible approach to specifying vehicle size and weight for contracted services that considers:

- Route geography.
 - Journey length.
 - Existing and forecast demand at peak times.
 - Road network characteristics.
 - Service operating costs.
 - Customer preferences.
 - Luggage and other in-vehicle storage requirements
- while ensuring that vehicles comply with all aspects of the RUB, including accessibility requirements.

Buses vary in size with the RUB classification as shown in Table 17:

Table 17: Bus sizes in New Zealand

Size classification	Passenger capacity (excluding driver)
Very small	13 to 25, minimum of 13 seats
Small	30 or more, maximum of 23 seats
Medium	54 or more, minimum of 24 seats
Large	75 or more, minimum of 36 seats

Size classification	Passenger capacity (excluding driver)
Very large	95 or more, minimum of 80 seats

7.10 *Whiwhinga* - Procurement

Policy 3.10: Ensure the procurement of public transport services supports value for money and efficiency from transport investment by:

- Fostering a partnering approach to contract procurement.
- Achieving an appropriate allocation of risk and responsibility between BoPRC and suppliers.
- Ensuring open, transparent procurement that promotes fair competition and efficient markets.
- Implementing performance-based contracts that incentivise the delivery of high-quality services.

7.11 *Ngā ratonga whakawātea* - Exempt services

Policy 3.11: Under Land Transport Management Act (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:

- It is likely to have a material adverse effect on the financial viability of any unit; or
- It is likely to increase the net cost to BoPRC of any unit; or
- It is contrary to sound traffic management or any environmental factor identified by BoPRC as important to the region; or
- BoPRC has identified the service as being integral to the public transport network in the RPTP.

7.12 *Ngā Tohu Angitu - Te tuku i te tūāhanga whāomo me te whakarato* - Key Performance Indicators: Efficient infrastructure and service delivery

KPIs that will measure progress towards meeting Objective 3 are:

- More than 95% of services operate within 5 minutes of schedule annually.
- Less than 1% of total scheduled trips are missed annually.
- 75% of services consistently meet the minimum patronage expectations in Policy 2.3.
- Revenue and expenditure (operating and capital) within budget.
- Year-on-year private share revenue increase.

8 *Whāinga 4 - Te Whakaurutanga o te Waka Tūmatanui me te Whakamahinga-Whenua -*

Objective 4 – Public Transport and Land Use Integration

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

Kōrero Whakataki - Introduction

Integrated planning of public transport and land use is essential to shaping efficient, accessible, and sustainable urban environments. Coordinating where and how communities grow with the provision of public transport services and infrastructure enables more people to access employment, education, services, and recreation, while reducing reliance on private vehicles.

In the Bay of Plenty, continued urban growth and intensification present an opportunity to strengthen the role of public transport in supporting well-functioning urban areas. This requires aligning investment in public transport with areas of existing and planned development, ensuring new growth areas are designed to support viable services, and improving connections between public transport and other modes.

The following policies set out how public transport will be integrated with land use through supporting urban intensification, enabling seamless modal connections, planning for services and infrastructure in new urban areas, making targeted use of park & ride, and protecting corridors for future rapid transit. Collectively, these approaches are intended to improve access to jobs and key destinations by public transport, supporting the achievement of the accessibility outcomes set out in this Plan.

8.1 *Te waka tūmatanui me te whakamātoru tāone -* Public transport and urban intensification

Policy 4.1: 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 2025.

8.2 *Tauira o te whakaurutanga -* Modal integration

Policy 4.2: Promote integration between public transport and other modes by:

- Providing safe and accessible walking, cycling and micro-mobility connections to public transport services and facilities.
- Providing cycling and micro-mobility storage and parking facilities at public transport interchanges and other key locations.
- Providing bike racks on buses.
- 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.
- Identifying and developing locations considered suitable for park & ride facilities consistent with Policy 4.4.

8.3 *Ngā ratonga me te tūāhanga i ngā wāhi tāone hou* - Services and infrastructure in new urban areas

Policy 4.3: 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.

8.4 Infrastructure timing

Policy 4.4: Proactively engage and collaborate with partner organisations and developers to identify, plan, consent and protect public transport corridors and infrastructure at the initial planning stages for new urban areas, ensuring sufficient corridor width and space for future supporting infrastructure is provided.

8.5 *Whakatū me te whakaeke* - Park & ride

Policy 4.5: Apply the following principles when investigating and developing park & ride facilities:

- 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.
- Locate to intercept car commuters as early as possible in their journey and ahead of bottlenecks to avoid adding to existing congestion.
- Locate and design to extend coverage of the public transport network.
- Locate and design to maximise uptake by people who would otherwise make their whole journey by car.
- Consider the potential of park & ride as an alternative to providing car parking for developments in high demand urban areas.
- Consider the potential to improve other access options, including feeder services, and enhanced walking, cycling and micro-mobility access.
- Ensure alignment with future land use plans, and flexibility to respond to future land use changes.

8.6 *Whakawhiti tere* - Rapid transit

Policy 4.6: 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.

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. Rapid transit systems tend to operate in larger cities (populations over 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, 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.

8.7 *Ngā tohu angitu: Te waka tūmatanui me te whakaurutanga o te whakamahinga whenua -*

Key Performance Indicator: Public transport and land use integration

The KPI that will measure progress towards meeting Objective 4 is:

- 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 by 2030.

9 *Whāinga 5 - Te Wheako Kiritaki me te Mōhiotio -*

Objective 5 - Customer Experience and Information

An excellent customer experience that grows passenger numbers

Kōrero Whakataki - Introduction

A high-quality customer experience is essential to growing public transport use and meeting community expectations. Beyond service performance, how safe, accessible, simple, and welcoming the system feels plays a key role in whether people choose to use it.

Improving customer experience requires a consistent focus on accessibility, safety, clear information, and quality environments that support the whole journey. Customers need to be able to understand and use the system easily, feel safe and confident, and trust that services will meet their needs.

The following policies set out how customer experience for all users will be enhanced through improved safety and security, a simple and legible network, high-quality amenity, and consistent marketing and branding. Together, these approaches aim to increase customer satisfaction, reduce complaints and safety incidents, and support growth in public transport use.

9.1 *Haerenga āheinga* - Accessible journeys for people with disability

Policy 5.1: Ensure accessible journeys for people with disability by providing infrastructure and information that:

- Enables easy and safe access to public transport.
- Is simple to understand and use, including providing information and communication about public transport in accessible formats, e.g. easy read and large print.
- Meets best practice quality and safety standards for stops, shelters, footpaths, crossings, vehicles and other elements of the accessible journey.

9.2 *Te marutau me te haumaru whaiaro* - Safety and personal security

Policy 5.2: Work collaboratively with bus operators and partner organisations to ensure the safety and security of customers.

9.3 *Māramatanga* - Legibility

Policy 5.3: Provide a high-quality and consistent customer experience by:

- Developing a network that is simple, intuitive and easy to use.
- Ensuring public transport information is accessible, easy to understand and presented in a consistent manner.
- Implementing a consistent fare structure and pricing approach; and
- Providing wayfinding information that supports access to the public transport system.

9.4 *Tukuora* - Amenity

Policy 5.4: Develop and maintain public transport services, infrastructure and associated facilities that provide a high level of amenity, i.e. a comfortable, convenient and safe environment for customers.

9.5 *Te mahi whakatairanga* - Marketing and promotion

Policy 5.5: Actively promote public transport to reinforce positive perceptions and influence travel behaviour change in support of mode shift.

9.6 *Tohu* - Branding

Policy 5.6: Provide and promote a clear and consistent brand experience across the region's public transport system.

9.7 *Ngā Tohu Angitu: Te wheako kiritaki me te mōhiotio* - Key Performance Indicators: Customer experience and information

KPIs that will measure progress towards meeting Objective 5 are:

- 85% of customers are very satisfied with the public transport service by 2030.
- Customer complaints decrease year-on-year per 10,000 boardings on Tauranga and Rotorua services.
- Total number of reported safety incidents decrease year-on-year.

10 *Whāinga 6 - Ngā Rangapū Mahitahi* - Objective 6 – Partnerships

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

Kōrero Whakataki - Introduction

Strong partnerships are essential to delivering effective and responsive public transport. Success depends on coordinated action between councils, central government, operators, and the communities the system serves.

In the Bay of Plenty, partnerships support the planning, funding, and delivery of services, and help ensure the system responds to diverse community needs. This includes working with infrastructure providers, local territorial authorities, neighbouring regional councils, Māori, community organisations, and businesses.

The following policies set out how these partnerships will be strengthened to improve coordination, support better outcomes, and deliver value from investment. Together, these approaches aim to ensure partner organisations are satisfied and that services better reflect community needs.

10.1 *Ngā kaiwhakarato i te waka tūmatanui* - Public transport providers

Policy 6.1: 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.

10.2 *Ngā kaituku pūtea o te waka tūmatanui* - Public transport funders

Policy 6.2: 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.

Public transport services and infrastructure are funded through the NLTP and the relevant Council LTPs. Investment proposals are submitted every three years in the RLTP. Draft NZTA public guidance shows the following funding landscape:

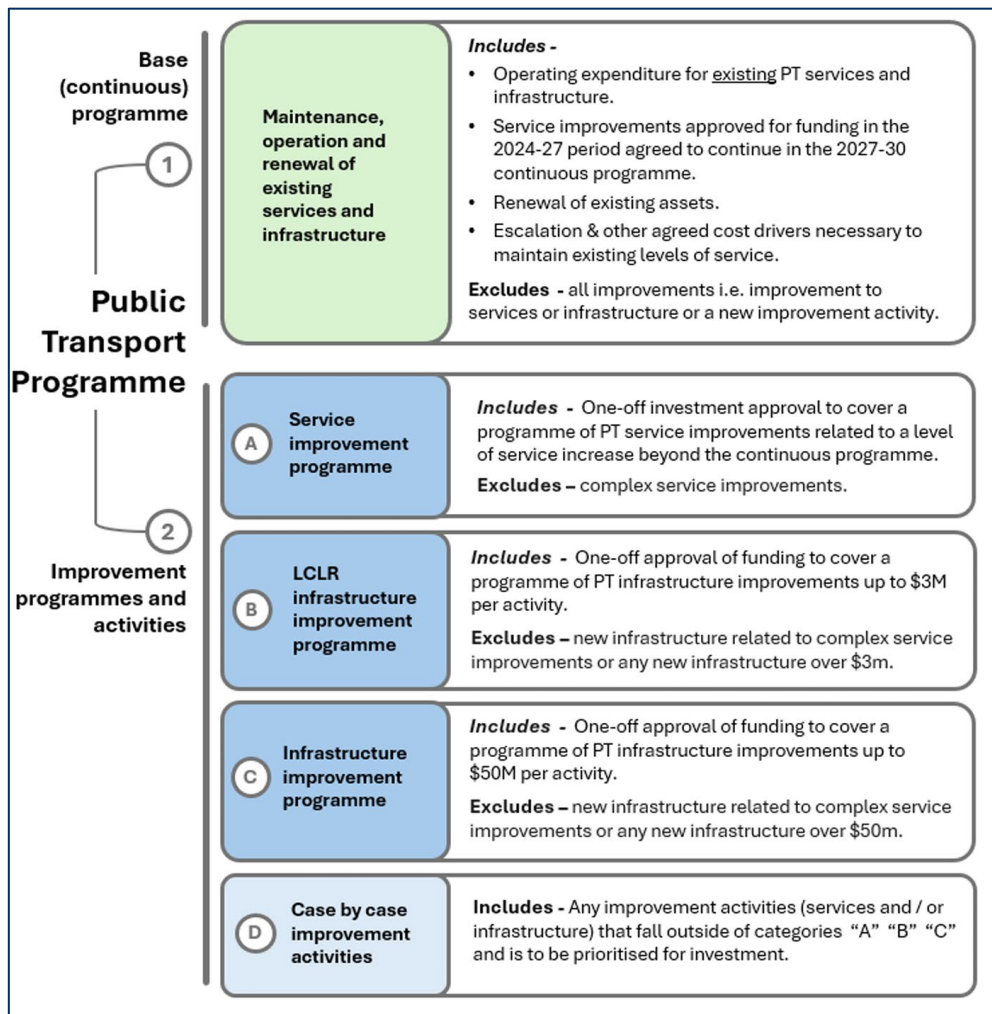


Figure 22: Public transport funding landscape

Source: NZTA

Significant improvements generally require business cases to establish value for money. Funding bid timescales and information requirements are prescribed by NZTA as part of RLTP and NLTP development, and there is no flexibility to depart from these.

10.3 Māori

Policy 6.3: Build effective partnerships with Māori to identify opportunities to better serve their public transport access needs.

Transport priorities for Māori are set out in the Bay of Plenty Regional Land Transport Plan 2024-34. Public transport has an important role within the wider land transport system to support access and connectivity to support the development aspirations for papakāinga.

10.4 Ngā hapori me ngā ratonga tauwhiro hapori - Community and social service providers

Policy 6.4: Build effective partnerships with community groups and social service providers to identify opportunities to better serve the public transport access needs of rural communities.

10.5 *Ngā pakihi me ngā kaiwhakawhiwhi mahi* - Businesses and employers

Policy 6.5: Build effective partnerships with businesses and employers to identify opportunities to better serve the public transport access needs of employees.

10.6 *Tohu Angitu: Ngā Rangapū Mahitahi* - Key Performance Indicator: Partnerships

The KPI that will measure progress towards meeting Objective 6 is:

- Majority of partner agencies are satisfied or very satisfied in an annual survey of partners.

11 *Whāinga 7 - Te Whakataurite i te Wāriu me te Pūtea* - Objective 7 - Balancing Value for Money

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

11.1 *Kōrero Whakataki* - Introduction

Balancing value for money is essential to delivering a public transport system that is both attractive to customers and financially sustainable. Fares and pricing play a key role in influencing travel behaviour, supporting access, and ensuring a fair distribution of costs between users, ratepayers, and funding partners.

In the Bay of Plenty, fare settings are designed to be simple, equitable, and responsive, while encouraging greater use of public transport. This includes supporting frequent and off-peak travel, improving payment options, and ensuring concessions are targeted to those who need them most.

The following policies set out how fares, pricing structures, and incentives will be applied and reviewed to support increased patronage and long-term sustainability. Together, these approaches aim to ensure customers perceive public transport as offering good value for money.

11.2 *Ngā mātāpono o te utu* - Fare principles

Policy 7.1: The following principles will be applied when reviewing public transport fare structure and pricing in the region:

- Simple: easy to understand and use.
- Equitable: fares reflect distance travelled and ability to pay.
- Incentivised: pricing encourages off-peak and frequent travel.
- Cost recovery: pricing supports greater fares cost-recovery and financial sustainability.

11.3 *Whakatakotoranga utu* - Fare structure

Policy 7.2: Implement an updated fare structure which will be consistent with Policy 7.1, including a new zone-based fare structure for intra-regional travel, as adopted in December 2024. Ensure fare structure helps balance the cost for fare payers, ratepayers/taxpayers, and funding partners.

11.4 *Ngā whakapoapoa utu - Fare incentives*

Policy 7.3: Provide incentives to encourage more frequent use of public transport, more off-peak travel, and greater use of contactless payment:

- Introduce off-peak discounts to help spread demand.
- Introduce fare capping (daily and weekly) to reward greater use of public transport.
- Price fares to encourage greater use of cashless payment.
- Implement Motu Move, including contactless payment options.

11.5 *Ngā utu me te kaupapa here o te whakatū waka - Fares and parking policy*

Policy 7.4: In high-demand areas of Tauranga and Rotorua with good public transport, parking policies will encourage sustainable travel choices.

11.6 *Ngā ākonga o te kura - School students*

Policy 7.5: Reintroduce fares for school students for trips to/from school, being 50% of the standard adult fare.

11.7 *Te arotake i ngā utu - Reviewing fares*

Policy 7.6: Conduct an annual review of fare pricing which will inform the annual planning process. Pricing will be considered as part of annual financial performance evaluation of public transport services, including looking at recent financial performance. This review will inform Annual Plan discussions and recommend price adjustment, if required. The fare review will ensure consistency with the fare principles in Policy 7.1.

11.8 *Ngā utu whakaheke - Fare concessions*

Policy 7.7: The Land Transport Management Act 2003 (LTMA) requires RPTPs to describe how public transport services will assist the “transport disadvantaged” (section 120(1) (viii)) and “...consider the needs of persons who are transport-disadvantaged” (section 124(d)). Transport disadvantaged is defined in the LTMA as “...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).”

Concessions have been set to increase access to affordable public transport for those who may be dependent on these services, see Table 18.

Table 18: Fare concessions

Concession Category	Concession Target Group	Eligibility	Discount
Government	Senior Citizen	SuperGold card: over 65 years of age, or eligible Veteran	Free off-peak travel
Government	Low Income	Eligible for Community Services Card	50% off standard adult fare at any time

National	Infant	Child under 5 years of age	Free travel at any time
National	Youth	Child/young person between 5-18 years of age	50% off standard adult fare at any time
Regional	Accessibility	People with disability, approved by assessing agency	Free travel at any time, with the same for a companion

11.9 *Tohu Angitu: Te whakataurite i te wāriu me te pūtea -* Key Performance Indicator: Balancing value for money

The KPI that will measure progress towards meeting Objective 7 is:

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

12 *Whāinga 8 - Te Whakaiti i te Mātotorutanga kia Whakapiki* *Mahi Haumako -* Objective 8 - Reducing Congestion to Enhance Productivity

Public transport in key urban areas and major road corridors supports congestion reduction and enhances network productivity

12.1 *Kōrero Whakataki -* Introduction

Reducing congestion is critical to improving the efficiency of the transport network and supporting economic productivity in urban areas. As road demand increases, public transport provides a highly efficient use of limited road space by moving significantly more people per corridor than private vehicles.

In the Bay of Plenty, addressing congestion requires a coordinated approach that combines improved public transport services, targeted infrastructure investment, and demand management measures. This is supported by long-term strategies for Tauranga and Rotorua, alongside regional planning and investment frameworks.

The following policies set out how public transport will be prioritised on congested routes, how frequent and reliable services will be delivered on key corridors, and how integrated packages of interventions will be used in urban areas to support mode shift. Together, these approaches aim to reduce congestion, improve network performance, and enhance overall productivity.

12.2 *Te whakahirahira i te waka tūmatanui i ngā ara -* Prioritising public transport on congested routes

Policy 8.1: Work with partner agencies and operators to continually improve the reliability and punctuality of public transport services by delivering bus priority measures at congested locations on the network.

12.3 *Ngā ratonga auau me ngā ratonga haepapa -* Frequent and reliable services

Policy 8.2: Prioritise delivery of services and infrastructure to support a high-quality, frequent and reliable network on key urban corridors to achieve mode shift outcomes and support sustainable transport choices.

12.4 *Ngā hāpaiaora whāinga i ngā wāhi tāone -* Targeted interventions in urban areas

Policy 8.3: Work collaboratively with partners to develop and implement integrated packages of activities designed to achieve mode shift outcomes, support sustainable transport choices and reduce congestion in key urban areas. These will include a mix of public transport service provision, bus priority infrastructure and pricing mechanisms (fares, parking and congestion charging) integrated with plans for urban intensification and active transport provision.

12.5 *Te whakahaere i te hiahia kia haere* - Travel demand management

Policy 8.4: In partnership with territorial authorities, ensure integrated transport programmes that enable demand management to encourage use of public transport and manage congestion.

12.6 *Utu waka* - Transport pricing

Policy 8.5: Support investigations into road pricing and other financial mechanisms designed to achieve mode shift and increase public transport use while reducing congestion and enhancing productivity.

12.7 *Tohu Angitu: Te Whakaiti i te Mātotorutanga kia Whakapiki Mahi Haumako* - Key Performance Indicator: Reducing Congestion to Enhance Productivity

The KPI that will measure progress towards meeting Objective 8 is:

- Increased managed lanes (T2/T3 and bus lane) kilometres and other traffic priority measures (like PT priority at traffic signals) within the region year on year.

13 *Te haumi i te ratonga me te tūāhanga* - Service and infrastructure investment

13.1 *Kōrero Whakataki* - Introduction

This chapter firstly defines two key terms - subsidy and financial assistance - then provides an overview of how public transport services and infrastructure are currently funded.

Change outlined in the objectives policies (Chapters 5 to 12) requires sustained investment. This RPTP has identified improvements to public transport services and infrastructure that will support regional economic growth by improving access to jobs and training; and increasing people's participation in society.

Investment is needed to achieve a more economically successful, liveable, accessible and carbon-neutral region. Balanced against this is the need to keep investment targeted, affordable and timely so that it delivers sustained passenger growth and good value for money.

There are two main types of public transport investment:

- Operational expenditure on services through long-term contracts with operators.
- Capital expenditure on bus infrastructure on the transport network.

Short-term service improvements will be delivered through new bus contracts and existing budgets focus on making better use of existing investment as well as increasing financial contributions from passengers and third parties.

Significant service improvements will require additional investment through future Long Term Plan (2030 onwards) which will be subject to public consultation. The aim is to create a cycle of more

investment in service-beneficial improvements, higher passenger numbers, increased private share revenue and then back to further investment in service improvements.

Complementary infrastructure investment is also critical, particularly accessible and welcoming bus stops and interchanges, as well as priority measures to mitigate impacts of traffic congestion. Improvement of walking routes to bus stops, including safe road crossing points and maintenance of footpaths will be essential to improving accessibility to services, which is an important part of the mix.

13.2 *Te pūtea tāpiri me te pūtea tautoko* - Subsidy and financial assistance

Under section 5 of the LTMA the term subsidy means any funding from the National Land Transport Fund (NLTF) or a local authority (i.e. a local or regional council). Subsidy can only be provided to a public transport service that is identified in this RPTP as integral to the region's network and delivered in a unit under contract to BoPRC – see Appendix B for the list of integral services and units.

Exempt services operate without a subsidy (LTMA section 114A). For an exempt service to receive a subsidy it would need to be reclassified as an integral (non-exempt) service and regulated accordingly. However again under section 114A, financial assistance may be provided without changing the statutory status of an exempt service under the following limited circumstances.

- Reducing passenger fares in accordance with an agreement between public transport authority and an exempt service operator.
- For exempt services in small passenger service vehicles.

13.3 *Ngā mātāpuna pūtea* - Funding sources

13.3.1 *Services*

Operational expenditure on public transport services is currently funded through a combination of:

- BOPRC general and targeted rates, paid by residents of the region.
- Investment income, including, Quayside Holdings.
- NLTF operating grants and subsidies, currently raised through fuel excise duty, vehicle licencing fees and road user charges.
- Fees and charges, primarily fares paid by public transport passengers every time a service is used.
- Third-party revenue, for example back of bus advertising.
- Crown funding, such as Climate Emergency Response Fund (CERF).

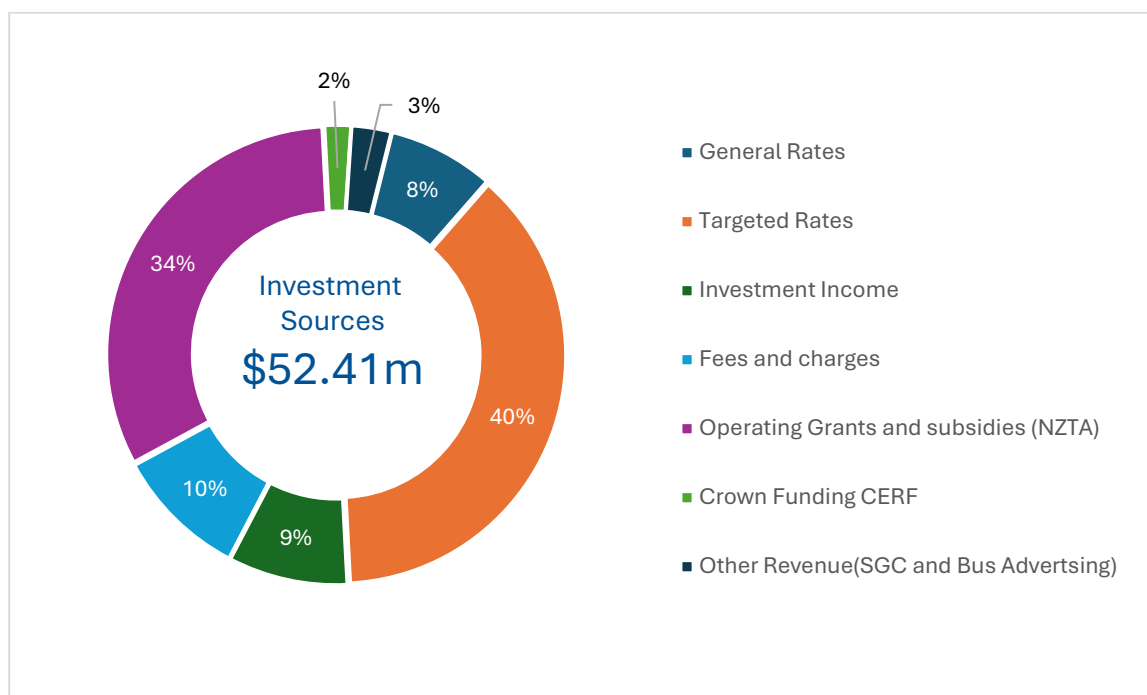


Figure 23: Public transport investment sources 2024-2025

Source: Bay of Plenty Regional Council

Farebox recovery is the proportion of operating costs covered by passenger fares. NZTA has set an expectation that local government will achieve increased farebox recovery and third-party revenue (together referred to as private share revenue) and reduce taxpayer subsidy of public transport services.

For each service, the focus is on ensuring that funding supports both the operation and ongoing improvement of infrastructure and services. This includes increasing fare revenue from passengers who are able to pay, while continuing to provide concessions to maintain accessibility for those who are unable to do so.

Introduction of Motu Move provides an opportunity to review and change concessions if appropriate. Smarter ticketing strategies can offer frequent user discounts so that the reduction in fares received per trip can be offset by encouraging more trips.

There may also be opportunities to increase private share revenue from:

- Private fare substitutes such as corporate, tertiary and Health New Zealand fare schemes.
- Commercial sources including advertising and sponsorship generated from the delivery of the public transport system.
- Enforcement associated with the public transport system (for example fines for breaches of rules such as passengers caught not paying a fare and drivers illegally using bus lanes).

Private share targets will be subject to annual review as demonstrating value for money invested will be critical to maintain funding for existing services and make the case for future funding to support public transport service improvements.

Losing sight of the community and societal benefits of public transport within the value-for-money analysis is not the aim. People value access, transport choice and the economic, health and environmental benefits that a convenient, reliable and efficient public transport system delivers. A balance still needs to be struck between what people need and value against cost and outcomes.

13.3.2 Infrastructure

Public transport infrastructure, such as bus stops, shelters and on-road priority measures, are generally funded by RCAs through local council rates and the NLTF.

13.4 *Te haumi ā mua* - Future investment

A robust case for investment in both service and infrastructure improvements will be made through future LTPs, RLTPs and the NLTP, starting from mid-2027.

A key element in helping deliver reliable journeys is making best use of existing capacity and several activities are proposed which seek to better manage the transport network and keep traffic moving. This will not only have a positive impact on buses but also the use of improved technology will allow for bus priority to be provided, when required, without costly infrastructure interventions.

In other areas of the region, the new bus service contracts will be supported by targeted infrastructure improvements, primarily bus stop improvements, where funding is available.

Investment will support both fixed-route bus services and Total Mobility for people who cannot use conventional public transport. Our investment in the region's public transport will help deliver:

- Operation of 101 different bus routes.
- 5,719,846 vehicle kilometres per annum.
- 32,089,931 bus passenger kilometres per annum.
- 146,826 Total Mobility journeys per annum.
- Provision and maintenance of 1,212 bus stops.

14 *Te Aroturuki Mahi me te Arotake* - Performance Monitoring and Evaluation

14.1 *Te take me ngā mātāpono* - Purpose and principles

The purpose of performance monitoring and evaluation of the public transport network is to:

- Ensure services contribute to wider community outcomes:
 - For patronage-oriented services: encourage mode shift, alleviate congestion, reduce harmful emissions, and enable productive urban land use.
 - For coverage-oriented services: provide choice, improve inclusive access and meet the needs of transport-disadvantaged people.
- Improve end-to-end journey experiences for passengers and encourage more people to use public transport.
- Enable continuous improvements to the efficiency, effectiveness and value for money achieved through public investment in public transport services and infrastructure.

Performance is monitored and evaluated at two levels: **service** and **network**.

14.2 *Te mahi o te taumata ratonga* - Service level performance

Performance of each public transport unit and individual services within them is monitored and evaluated in three ways.

- **Operational management:** identifying operating trends and opportunities for improvement on an agile, day-to-day basis.
- **Contract management:** ensuring that services are being operated in the way we require of our operators and collaborating to find new solutions.
- **Continuous improvement:** monitoring end-to-end passenger journey experience, network efficiency, and value for money from public transport investment.

Performance expectations reflect the type of service provided:

Table 19: Service classifications and performance expectations

Service classification	Description	Performance expectations
Rapid	Patronage orientated with very high frequent and direct services designed to move large numbers of people quickly and reliably across key urban routes with limited stops, high-quality infrastructure and extensive priority measures.	Highest passenger usage Fastest and most reliable journey times between key centres, for example, turn up and go or rapid transit. High frequency, all day, everyday High reliability Very high revenue
Connector	Coverage orientated with moderate-frequency services providing local access and connections to key areas as well as rapid and frequent corridors. Typically, balances coverage and accessibility with network connectivity.	Medium passenger usage Reliable journey times Medium frequency in peaks, lower outside peaks High reliability Medium revenue
Regional Connector	Typically coverage oriented with services connecting urban centres with surrounding towns and rural areas daily, focused on providing basic access and coverage with lower frequencies and longer travel distances.	Low passenger usage Reliable journey times Low frequency Very high reliability Low revenue

Service classification	Description	Performance expectations
Targeted Connector¹⁷	Provides essential access for specific communities or trips where demand does not support regular services. Typically operate on limited days or schedules and prioritise coverage over convenience.	Low passenger usage Reliable journey times Low frequency Very high reliability Low revenue
Targeted Services	Targeted services including on-demand public transport, school transport, community transport and Total Mobility services.	High passenger usage Reliable journey times Very high reliability High frequency when required Customised passenger experience based on need Revenue based on customer profiles

Comprehensive reviews of each contracted service unit are undertaken every 12 months. Unit contracts include specific performance targets to ensure that services meet the overall objectives of this RPTP. Service-level performance measures include passenger numbers, reliability, punctuality, customer satisfaction, fare revenue, cost per kilometre, and cost per passenger boarding for each route and service unit.

14.3 *Te mahi o te taumata whatunga* - Network level performance

Performance of the whole network is monitored and evaluated in three ways:

- Regular reporting: monthly, quarterly, and annual reporting to Council and its committees (through Arotake) and to NZTA.
- Planning: analysing data for the purpose of long-term planning and identifying future improvements, including investments that represent good value for money through business case processes, to ensure higher-performing services offset lower-performing ones to enable a well-functioning integrated network.
- Data sharing: ensuring we have easy access to reliable data that we can share with partner agencies to support their own operational management, reporting, and planning, and with the public (subject to the requirements of the Local Government Official Information and Meetings Act 1987 and the restrictions of the Privacy Act 2020).

Network-wide measures include passenger numbers, customer satisfaction, reliability, punctuality, coverage levels, mode shift, and emission levels.

¹⁷ "Targeted connector" is a regionally defined service classification used to distinguish very low-frequency (less than daily) services from regional connector services. This distinction reflects local operating context and enables clearer specification of service levels where demand supports only limited-service provision while maintaining essential access for communities.

14.4 Ngā Tohu Angitu me ngā whāinga - Key Performance Indicators and targets

Monitoring methods and evaluation of performance uses data from various sources including:

- Ticketing system
- Real-time trip information
- Customer feedback
- Annual customer satisfaction survey
- Information provided by operators

Table 20 sets out the RTP Key Performance Indicators (KPIs) and targets:

Table 20: RTP Key Performance Indicators (KPIs) and targets

Objective	KPI & target	Data source
1. Sustainable Travel Choices	1. Regionwide patronage increase of 10% per annum (on average) to 2030	Bee Card ticketing system and (future) Motu Move
	2. Plan and deliver a network to achieve a 6% public transport mode share in the region's main urban areas by 2036	New Zealand Household Travel Survey
	3. Zero noxious tailpipe emissions from the region's public transport fleet by 2035	Bus operators
2. Service Planning and Design	4. 70% of dwellings in Tauranga and Rotorua urban areas are within 500m of frequent public transport services by 2030	Route planning software/GIS
	5. 80% of residential dwellings in the region are within 500m of a public transport service by 2030	Route planning software/GIS
3. Efficient Service and Infrastructure Delivery	6. More than 95% of services operate within 5 minutes of schedule annually.	Real-time bus tracking
	7. Less than 1% of total scheduled trips are missed annually	Real-time bus tracking
	8. 75% of services consistently meet the minimum patronage expectations in Policy 2.3	Ticketing system
	9. Revenue and expenditure (operating and capital) within budget	BOPRC finance system
	10. Year-on-year private share revenue increase	BOPRC finance system
4. Public Transport and Land Use Integration	11. 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	Route planning software/GIS
5. Customer Experience and Information	12. 85% of customers are very satisfied with the public transport service by 2030	Customer satisfaction survey
	13. Customer complaints decrease year-on-year per 10,000 boardings on Tauranga and Rotorua services	BOPRC ticketing system

Objective	KPI & target	Data source
	14. Total number of reported safety incidents decreases year-on-year.	NZTA Crash Analysis System
6. Partnerships	15. Majority of partner agencies are satisfied or very satisfied in an annual survey of partners	BOPRC partner survey
7. Balancing Value for Money	16. 90% of customers are very satisfied with bus service value for money by 2030	Customer satisfaction survey
8. Reducing Congestion to Enhance Productivity	17. Increased managed lanes (T2/T3 and bus lane) kilometres and other traffic priority measures (like PT priority at traffic signals) within the region year on year	Partner organisations/GIS

14.5 *Ngā rerekētanga - Variations*

The RTP 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 an RTP 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.
- The Regional Council should approve the variation if the RTC recommendation is that the proposed variation is not significant.

14.6 *Te kaupapa here whakahirahira - 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 deciding significance, the Regional Council will consider the following matters:

- Reasons for the variation.
- Options available to the Regional Council.
- Those likely to be affected by the variation.
- 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:

- Addition of a unit.
- Amendment of the significance policy.

Where matters are considered significant BOPRC will follow the special consultative procedure.

Matters that are not considered significant include:

- 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.
- 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.
- Addition, removal or amendment of any activity amounting to less than 10% of the total cost of providing public transport services in the Region in any one financial year.
- Minor editorial changes or updates to the RPTP.

14.7 *Te arotakenga o te RPTP -* RPTP review

LTMA section 126 includes the following requirements for an RPTP, which:

- 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.
- 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 RLTP 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 RTC, 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 RTC, work with partner organisations to undertake the review.

Ngā Āpitihanga - Appendices



Āpitihanganga A: Ngā Mātāpono o te LTMA i tēnei RPTP - Appendix A: Principles in this RPTP

Section 115(1) of the LTMA outlines five principles that Regional Public Transport Plan's must be guided by. This appendix highlights the policies that give effect to each of these principles.

Public transport principle (LTMA section 115(1))	Sections of this RPTP giving effect to the principle
(a) Well-used public transport services reduce the environmental and health impacts of land transport, including by reducing reliance on single-occupant vehicles and using zero-emission technology.	Policy 1.1 Frequent and reliable services Policy 1.2 Zero-emission public transport Policy 4.1 Public transport and urban intensification Policy 4.6 Rapid transit Policy 8.1 Prioritising public transport on congested routes Policy 8.4 Travel demand management Policy 8.5 Transport pricing Policy 3.5 Innovation and technology Policy 3.8 Vehicle quality standards Policy 3.9 Vehicle size and weight
(b) Public transport services support a mode shift from private motor vehicle use and equitable access to places, facilities, services, and social and economic opportunities if they are coordinated, integrated, reliable, frequent, accessible, affordable, and safe.	Policy 1.4 Passenger rail Policy 2.1 Service planning principles Policy 2.2 Service classifications Policy 2.3 Service optimisation Policy 2.4 Urban public transport network operating models Policy 2.5 Community services Policy 2.6 On demand public transport Policy 2.12 School services Policy 2.13 Ferries Policy 2.14 Regional services Policy 2.15 Special events

Public transport principle (LTMA section 115(1))	Sections of this RTP giving effect to the principle
	- Policy 5.1 Accessible journey - Policy 5.2 Safety and personal security - Policy 5.3 Legibility - Policy 5.4 Amenity - Policy 5.5 Marketing and promotion - Policy 5.6 Branding - Policy 7.1 Fare principles - Policy 7.2 Fare structure - Policy 7.3 Fare incentives - Policy 7.5 School students - Policy 7.6 Reviewing fares - Policy 7.7 Fare concessions - Policy 2.7 Total mobility - Policy 2.8 Total mobility regional fare caps - Policy 2.9 Total mobility wheelchair hoist and ramp subsidy grant - Policy 2.10 Total mobility eligibility assessment
(c) Fair and equitable employment or engagement of people in the public transport workforce should ensure that there is a sufficiently robust labour market to sustain and expand public transport services.	- Policy 3.1 Contract units - Policy 3.2 New units - Policy 3.3 public transport services - Policy 3.10 Procurement - Policy 6.1 Public transport providers

Public transport principle (LTMA section 115(1))	Sections of this RTP giving effect to the principle
(d) Regional councils, territorial authorities, and public transport operators should work together to co-ordinate public transport services, the provision of infrastructure, and land use as necessary to meet the needs of passengers and to encourage more people to use the services.	Policy 1.3 Mobility as a service Policy 3.4 Infrastructure quality Policy 4.2 Modal integration Policy 4.3 Services and infrastructure in new urban areas Policy 4.4 Infrastructure timing Policy 4.5 Park & ride Policy 6.2 Public transport funders Policy 6.3 Māori Policy 6.4 Communities and social service providers Policy 6.5 Businesses and employers
(e) Public transport services should be provided in a way that assists public transport investment to be efficient and give value for money.	Policy 3.6 Service quality Policy 3.7 Service performance Policy 3.11 Exempt services Policy 7.4 Fares and parking policy

Āpitihangā B: Ngā Ratonga Matua - Appendix B: Integral Services

Take - Rationale

An integral service must be identified in the Regional Public Transport Plan (RPTP) and, unless exempt, may only be delivered by, or under contract to, a Public Transport Authority (PTA), regardless of whether the service requires public subsidy to operate (Land Transport Management Act 2003, sections 116A and 116B).

Integral services are those a PTA considers necessary for the effective and efficient operation of the public transport network in the public interest. Once identified, these services must be delivered by, or under contract with, the PTA unless an exemption applies.

Ngā Whakamāramatanga Ratonga - Service descriptors

Table 21: Service descriptors

Service Name	Service Type	Hours of Operation	Frequency
Rapid	Rapid, direct stops with limited to no delay	6:00 am–9:00 pm	Min freq 15 mins
Frequent	Connecting highly populated areas within the city	6.30 am–9:00 pm	Min freq 15 mins peak/30 mins off peak
Connector	Connecting populated areas within the city	6.30 am–9:00 pm	Min freq 30 mins peak/60 mins off peak
Regional Connector	Connecting populated towns and settlements with urban and regional centres	Varied	Daily limited trips
Regional Targeted	Operating limited days of the week	Varied	Less than daily with limited trips

Table 22: List of integral services

Service Identifier	Service Description	Service	Commencement and planned changes, where known	Unit
E1	Whakatāne - Ohope	Regional connector	existing	4
E2	Whakatāne - Tauranga	Regional connector	existing	4
E3	Whakatāne - Kawerau	Regional targeted	existing	4
E4	Whakatāne - Ōpōtiki	Regional targeted	existing	4
E5	Ōpōtiki - Pōtaka	Regional targeted	existing	4
E6	Whakatāne - Matatā, Taneatua, Waimana	Regional targeted	commencing Dec 2026	4
R1	Ngongotahā - Rotorua	Connector	existing	3
R2	Tihi-o-Tonga - Toi Ohomai - Glenholme - Rotorua	Connector	existing	3
R3	Ōwhata - Lynmore - Rotorua	Connector	existing	3
R4	Sunnybrook - Fordlands - Rotorua	Connector	existing	3
R5	Western Heights - Selwyn Heights - Rotorua	Connector	existing	3
R6	Kawaha Point - Hospital - Rotorua	Connector	existing	3
R7	Mitchell Downs - Clayton Road - Rotorua	Connector	existing	3
R8	Westbrook - Glenholme - Rotorua	Connector	existing	3
R9	Springfield - Rotorua	Connector	existing	3
R10	Airport - Holdens Bay - Ngapuna - Rotorua	Connector	existing	3
R11	Toi Ohomai - Te Puia - Rotorua	Connector	existing	3
R15	Murupara – Rotorua	Regional targeted	existing	3
R15a	Ruatāhuna – Murupara – Rotorua	Regional targeted	existing	3
T1	Pyes Pā - Greerton - Tauranga City	Frequent	existing	2
T2	Pāpāmoa - Bayfair - Tauranga City	Frequent	existing	1
T3	Windermere - Greerton - Tauranga City	Frequent	existing	2
T4	Welcome Bay - Tauranga City	Frequent	existing	1
T5	Bayfair - Mt Maunganui - Tauranga City	Frequent	existing	1
T6	Bethlehem - Brookfield - Tauranga City	Frequent	existing	2
T7	Matua - Tauranga City	Frequent	existing	2

T8	Ohauiti - Tauranga City	Connector	existing	1
T20	Te Puke - Bayfair	Connector	existing	1
T21	Mt Maunganui - Bayfair - Pāpāmoa Plaza	Frequent	existing	1
T22	Pāpāmoa - Maungatapu - Tauranga City	Connector	existing	1
T59	Greerton - Watling Street - Tauranga City	Connector	existing	2
T60	Cambridge Heights - Brookfield - Ngatai Road - Tauranga City	Frequent	existing	2
T72	Ōtūmoetai - Brookfield - Tauranga City	Frequent	existing	2
T30	Bayfair - Maungatapu - Toi Ohomai - Greerton - Tauranga Crossing	Connector	existing	1
W1	Katikati - Tauranga City	Regional link	existing	2
W2	Ōmokoroa - Tauranga City	Regional link	existing	2
W5	Waihi Beach - Katikati	Regional targeted	existing	5
-	Matakana ferry service	Regional targeted – fare reduction exempt	existing	08

Table 23: List of units

Reference	Unit Name	Mode	Type of Unit	Approximate Scale of Unit	Status
Unit 01	Tauranga Eastern	Bus	Contracted	Large	Existing - ends December 2028
Unit 02	Tauranga Northern & Central	Bus	Contracted	Large	Existing - ends December 2028
Unit 03	Tauranga School Network	Bus	Contracted	Large	Existing - ends December 2028
Unit 04	Rotorua	Bus	Contracted	Medium	Existing - ends June 2028
Unit 05	Eastern Bay of Plenty	Bus	Contracted	Small	Existing - ends December 2029
Unit 06	Waihi Beach	Bus	Contracted	Small	Existing - ends December 2027
Unit 07	On Demand	Bus	Contracted	Small	Existing - ends December 2026
Unit 08	Matakana Ferry	Ferry	Exempt – fare assistance	Small	Existing
Unit 09	Trial Services				Not operating
Unit 10	Intra-Regional Services				Not operating
Unit 11	Innovation Unit				Not operating
Unit 12	Total Mobility - Tauranga	SPSV	Exempt - small passenger service vehicle	N/A - demand driven and open to eligible service providers	Existing
Unit 13	Total Mobility - Rotorua	SPSV	Exempt - small passenger service vehicle	N/A - demand driven and open to eligible service providers	Existing
Unit 14	Total Mobility - Whakatāne	SPSV	Exempt - small passenger service vehicle	N/A - demand driven and open to eligible service providers	Existing

Table 24: Service levels for other services

Service Type	Service Levels
School	Refer to section 6.2 of the RPTP
On-demand	Refer to section 6.2 of the RPTP
Community Transport	Refer to section 6.2 of the RPTP
Total Mobility	Refer to section 6.2 of the RPTP

Āpitihianga C: Ngā ratonga aukati me ngā ratonga whakawātea -

Appendix C: Exempt and excluded services

Te tikanga o ngā ratonga whakawātea - **Definition of Exempt Services**

Exempt services are an important part of a public transport system but are generally “exempt” from regulation that otherwise apply to integral services. Exempt services meet the definition of a public transport service under the LTMA, operate without a subsidy and are not provided by, or under contract to, a PTA.

Exempt services are usually provided by private enterprise or independent not-for-profit entities, for example, Intercity and Waka Eastern Bay. Section 130 and 131 of the LTMA sets out the requirements for registering exempt services with a regional council.

Due to the nature of current exempt services in the Bay of Plenty region, there are no exempt services that have registered with Bay of Plenty Regional Council. Any applications for an exempt service are to be directed to info@boprc.govt.nz

Ngā ratonga aukati - **Excluded services**

Excluded services – are excluded from the regulatory framework set out in Part 5 of the LTMA. Examples include services contracted or funded by the Ministry of Education, services that are not available to the public generally, and services for private hire or tourism.

Āpitihanga D: Tūāhanga - Appendix D: Infrastructure

Tūāhanga Whatunga - Network Infrastructure

Public transport network infrastructure within the Bay of Plenty comprises the links and nodes that enable services to operate reliably, safely, and efficiently, and provide a positive experience for passengers. Network infrastructure is defined as the physical and spatial elements of the transport corridor that allow passengers to access services and connect across the public transport system.

Key Infrastructure Components

Corridor Links

- **Dedicated Transit Routes & Priority Measures:** Infrastructure such as bus lanes, transit priority signals, and clearway treatments improve travel time reliability and reduce delay by giving public transport vehicles priority over general traffic where appropriate. These treatments are a key part of optimising corridor performance in line with the NZTA public transport priority and optimisation guidance.
- **Integrated Movement & Place Framework:** Using the **One Network Framework (ONF)** classifications, corridors can be characterised by their role (e.g., spine, primary) to inform suitable infrastructure interventions and levels of service. The ONF also supports consistent planning across road controlling authorities and asset management practices.
- **Pedestrian & Cyclist Connectors:** First- and last-mile infrastructure, including footpaths, shared paths, crossing facilities and cycle lanes, supports safe and accessible access to public transport stops and nodes, enhancing multimodal integration and increasing catchment areas.

Nodes (Stops, Shelters, and Interchanges)

- **Bus Stops:** These are designated points along links where passengers embark and alight. Stops should be designed for accessibility, safety, comfort, and operational efficiency, with clear boarding areas, shelters, seating, lighting, signage, and accessible pathways. This aligns with NZTA's bus stop design guidance for universal access and safety.
- **Interchanges:** Key nodes such as major transfer hubs provide centralised connections between multiple services and modes (e.g., bus–bus, bus–active modes), support real-time passenger information, and integrate with facilities such as park & ride, taxi stands, and rideshare zones. Interchanges are a key focus of the NZTA Public Transport Design Guidance.
- **Passenger Amenities:** Infrastructure such as shelter coverage, lighting, wayfinding, seating, and CCTV enhances safety, comfort and accessibility, particularly for people with limited mobility and during off-peak periods.

Benefits to Passengers

- **Reliability & Efficiency:** Priority measures and high-quality corridor links help reduce delays and improve schedule adherence.
- **Accessibility:** Infrastructure designed in accordance with NZTA guidance supports equitable access for people with disabilities, older adults and families, meeting broader accessibility standards across the network.
- **Comfort & Safety:** Well-designed stops and nodes improve personal safety and passenger comfort, encouraging greater use of public transport and enhancing the overall network experience.
- **Multimodal Integration:** Connecting pedestrian and cycling facilities increases the effective catchment of services and supports seamless transfers between transport modes.

Benefits to the Integrated Public Transport Network

- **Strategic Network Planning:** Using the ONF enables consistent classifications and standards across corridors, which supports integrated infrastructure planning, performance evaluation, and investment prioritisation.
- **Coordinated Asset Management:** Aligning corridor and node infrastructure with RCA AMPs ensures long-term maintenance and renewal planning considers public transport requirements.
- **Operational Efficiency:** Consistent design guidance promotes efficient service operation, reduces interface issues with general traffic, and supports future-proofing as service levels evolve.

Ngā Āputa Tūāhanga Whatunga - Network Infrastructure Gaps

Tauranga City

Attractive and user-friendly bus services rely on fit-for-purpose infrastructure, including:

- Bus stops which enable people to board and alight services easily and safely.
- Bus interchanges where multiple routes converge at key nodes, and people have the opportunity to transfer services.
- General traffic lanes and intersections which are shared with other vehicles.
- Bus priority lanes which enable buses to bypass traffic congestion.
- Priority at traffic signal intersections which give more green time to buses.

Many bus stops are not easy to use, have poor facilities and do not have safe road crossing points in the immediate vicinity. Tauranga City Council has already commenced a programme to refurbish and upgrade existing stops, and over the next ten years a more comprehensive rolling programme will focus on bringing locations up to a common standard, including crossing points that give people safer access.

Congestion in general traffic lanes is an increasing challenge which results in bus services being slower and less reliable than they should be given their efficiency in moving people per unit of road space.

Building on previous work funded by BOPRC, this RPTP has commenced an assessment of the extent and quality of current infrastructure, and matched this to level of service gaps (delays to buses) which are categorised as:

- Level of service D: average delay of between 35 and 55 seconds per location.
- Level of service E: average delay of between 56 and 80 seconds per location.
- Level of service F: average delay of over 80 seconds per location.

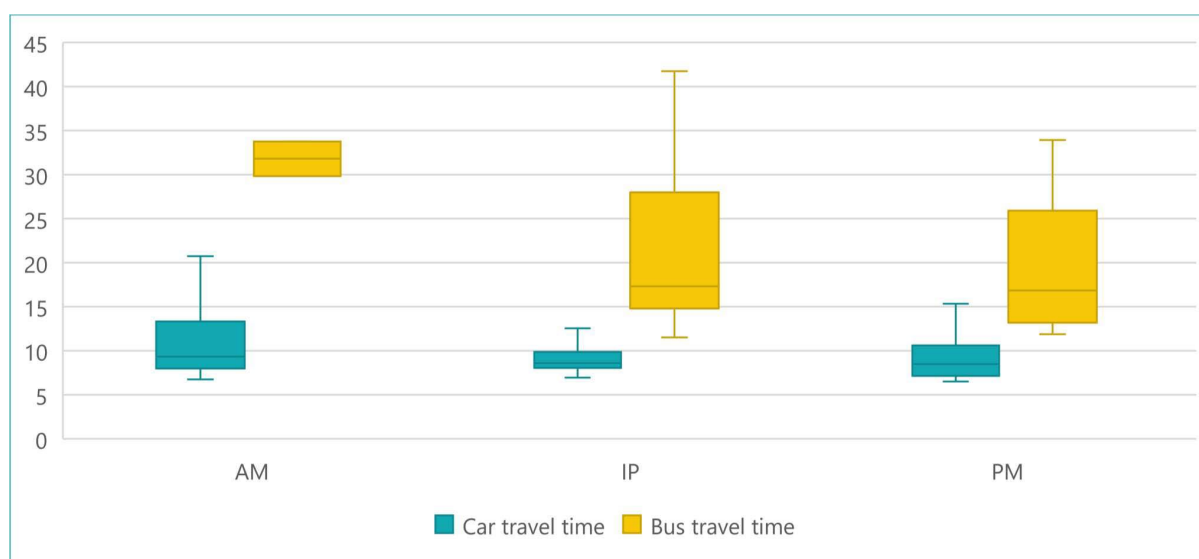
The Tauranga bus network has the most extensive level of service challenges. The Public Transport Services & Infrastructure Business Case compared travel times between car and bus in the morning peak period (7am to 9am) for four corridors in 2024:

Table 25: Public Transport LOS and Infrastructure Gaps

Corridor	Average journey time by car (minutes)	Average journey time by bus (minutes)	Difference between bus and car journey time (minutes)
Pāpāmoa to City Centre	22	33	+11
Bethlehem to City Centre	11	20	+9
Mount Maunganui to City Centre	7	32	+25
Greerton to City Centre	14	21	+7

These corridors form the spine of the future hybrid bus network model. With traffic growth, congestion on these corridors will become steadily worse, negatively impacting performance of bus services.

Inconsistent bus journey times compared to cars are particularly notable on the Mount Maunganui – City Centre corridor. The diagram below shows the large variability in bus journey times compared to those of cars, as well as median bus journey times being longer (denoted by the horizontal line within each box).



A range of short, medium and long-term infrastructure interventions will be required to enable faster and more reliable bus journeys, and therefore make public transport a credible and convenient travel choice:

- Bus priority at intersections across the network, starting with small-scale signal timing changes, ramping up to include bus gates which provide advance green time.
- Bus lanes on the Arataki – City Centre – Greerton – Tauriko corridor.
- High occupancy vehicle lanes on State Highway 2 Hewletts Road to City Centre.
- Bus priority at intersections along State Highway 29A between Maungatapu and Tauriko.
- Bus priority at key local road intersections including Brookfield Gyratory and Cameron Road.

More detail on specific interventions and broad timescales for their implementation are shown in a draft schedule.

Rotorua and Eastern Bay of Plenty

Compared to Tauranga, traffic congestion in Rotorua and the Eastern Bay of Plenty is less of an issue at present. However, access to bus services from stops is inconsistent – good in some cases and less acceptable in others. The priority will be to review current accessibility arrangements and develop an infrastructure programme to address gaps in provision that impact people with mobility impairments in particular.

In Rotorua CBD, future service changes will need to consider the location of existing stops in relation to places people want to go. If services are re-routed to provide greater network accessibility, new bus stops may be required on Amohau Street (adjacent to the Central Mall) for example.

Table 26: Infrastructure Gaps Identified by PTS&I

Corridor Segment	Current Integral Service(s)	Future Integral Service(s)	Current Infrastructure	Level of Service Gap Analysis	Future Infrastructure Provision Identified in PTS&I
Cameron Road: City Centre to 15th Avenue	7: City Centre – Ōtūmoetai - Matua 22: City Centre - Maungatapu - Pāpāmoa 40: City Centre – 15 th Avenue - Welcome Bay 55: City Centre – Greerton - Ohauiti 59: City Centre – Tauranga Hospital - Greerton 62: City Centre - Bethlehem 81: Ōmokoroa – City Centre 143: Whakatāne – City Centre - Tauranga Hospital	A: Mount Maunganui – City Centre – Tauriko West BX: Te Tumu – City Centre – Bethlehem C: Pyes Pā – City Centre - Pāpāmoa D: Welcome Bay – City Centre – Bethlehem E: Ohauiti – City Centre – Brookfield L: Ōmokoroa – City Centre - Airport	Two general traffic lanes in each direction, with central median Part-time bus lanes in each direction from 2 nd Avenue to 15 th Avenue (not activated) Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F 15 th Avenue intersection Level of Service E Dive Crescent intersection 1 st Avenue intersection	Short Term (0-3 years) Activation of part-time bus lanes in each direction from 2 nd Avenue to 15 th Avenue Bus shelter renewals and new installations Medium Term (4-10 Years) 24-hour bus lanes in each direction from 2 nd Avenue to 15 th Avenue Eastbound bus gate from 1 st Avenue bus stop to Elizabeth Street Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Dedicated busway along whole length of Cameron Road as far as 15 th Avenue Bus priority at intersections
Cameron Road: 15th Avenue to Tauranga Hospital	55: City Centre – Greerton - Ohauiti 59: City Centre – Tauranga Hospital - Greerton	C: Pyes Pā – City Centre - Pāpāmoa E: Ohauiti – City Centre – Brookfield 143: Whakatāne – City Centre - Tauranga Hospital	Two general traffic lanes in each direction, with central median Part-time bus lanes in each direction from 15 th Avenue to 16 th Avenue (not activated) Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F 15 th Avenue intersection	Short Term (0-3 years) Activation of part-time bus lanes in each direction from 2 nd Avenue to 15 th Avenue Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Tauranga Hospital Bus interchange Long Term (10+ years) 24-hour bus lanes from 15 th Avenue to 17 th Avenue Dedicated busway from 15 th Avenue to 17 th Avenue Bus priority at intersections

Corridor Segment	Current Integral Service(s)	Future Integral Service(s)	Current Infrastructure	Level of Service Gap Analysis	Future Infrastructure Provision Identified in PTS&I
Cameron Road: Tauranga Hospital to Greerton, Chadwick Road	55: City Centre – Greerton - Ohauiti	C: Pyes Pā – City Centre - Pāpāmoa E: Ohauiti – City Centre – Brookfield	Two general traffic lanes in each direction as far as 19 th Avenue, with painted median One general traffic lane in each direction to Gate Pā Shopping Centre Two general traffic lanes in each direction adjacent to Gate Pā Shopping Centre, with painted median One general traffic lane in each direction from Gate Pā Shopping Centre to Chadwick Road Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service E 18 th to 20 th Avenue Level of Service D 17 th to 18 th Avenue 20 th Avenue to Cornwall Street Burns Street intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Part-time High Occupancy Vehicle (HOV) lanes between 17 th Avenue and Maleme Street (Racecourse) Long Term (10+ years) 24-hour bus lanes from 17 th Avenue to Chadwick Road Dedicated busway from 17 th Avenue to Chadwick Road Bus priority at intersections
Cameron Road & State Highway 29A: Greerton, Chadwick Road to Tauranga Crossing	CT: Bayfair – Greerton - Tauranga Crossing 1: City Centre – Greerton – Pyes Pā	A3: The Lakes – Pyes Pā C: Pyes Pā – City Centre - Pāpāmoa K: Crosstown	One general traffic lane in each direction from Chadwick Road to Tauranga Crossing Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays Bus interchange at Tauranga Crossing	Level of Service F Barkes Corner intersection Barkes Corner to State Highway 29 / 29A / 36 intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Greerton Bus Interchange Long Term (10+ years) Dedicated busway from Chadwick Road to Tauranga Crossing Bus priority at intersections

Corridor Segment	Current Integral Service(s)	Future Integral Service(s)	Current Infrastructure	Level of Service Gap Analysis	Future Infrastructure Provision Identified in PTS&I
Arataki: State Highway 2, Bayfair Shopping Centre to Hewlett's Road	None	BX: Te Tumu – City Centre – Bethlehem	Two general traffic lanes in each direction Arataki Bus Interchange, including shelters and real time passenger information	Level of Service F State Highway 2: Concord Avenue to Spur Avenue Level of Service D State Highway 2: Spur Avenue to Hewlett's Road	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Arataki Bus Interchange upgrade Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections 24-hour bus lanes from Bayfair to Hewlett's Road intersection Dedicated busway from Bayfair to Hewlett's Road intersection Bus priority at intersections
Arataki: Bayfair Shopping Centre to Hewlett's Road via Links Avenue	2: Pāpāmoa – Bayfair – City Centre 5: Bayfair – Mount Maunganui – City Centre 143: Whakatāne – City Centre - Tauranga Hospital	C: Pyes Pā – City Centre - Pāpāmoa	One general traffic lane in each direction Arataki Bus Interchange, including shelters and real time passenger information Peak time bus gate on Links Avenue Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	No gaps	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Arataki Bus Interchange upgrade Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Arataki: Hewlett's Road to Mount Maunganui	5: Bayfair – Mount Maunganui – City Centre	A: Mount Maunganui – City Centre – Tauriko West	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D Hewlett's Road to Tui Street Dee Street to Hull Road Clyde Street to Tay Street Maunganui Road / Tweed Street intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Mount Maunganui Bus Interchange (Mount Drury) Long Term (10+ years) Bus priority at intersections

Arataki: Hewletts Road to City Centre	2: Pāpāmoa – Bayfair – City Centre 5: Bayfair – Mount Maunganui – City Centre 143: Whakatāne – City Centre - Tauranga Hospital	A: Mount Maunganui – City Centre – Tauriko West BX: Te Tumu – City Centre – Bethlehem C: Pyes Pā – City Centre - Pāpāmoa L: Ōmokoroa – City Centre - Airport	Two general traffic lanes in each direction, with central median 24-hour bus lanes in both directions from Aerodrome Road to Tasman Quay Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Totara Street to Tasman Quay Hewletts Road / Tasman Quay intersection Level of Service E Maunganui Road to Aerodrome Road Waimarie Street to Totara Street Tasman Quay to Marina Hewletts Road / Totara Street intersection Level of Service D Jean Batten Drive to Hocking Street Marina to Dive Crescent Hewletts Road / Waimarie Street intersection Hewletts Road / Aerodrome Road intersection Hewletts Road / Jean Batten Drive intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections T3 managed lanes Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Dedicated busway from City Centre to Bayfair Capacity improvements at Hewlett's Road / Totara Street intersection Bus priority at intersections
Pāpāmoa East: Arataki to Pāpāmoa Plaza via Beachfront	21: Mount Maunganui – Bayfair – Pāpāmoa Plaza	F: Beachfront	One general traffic lane in each direction	No gaps	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Pāpāmoa East: Arataki to Pāpāmoa Plaza via Grenada Street	2: Pāpāmoa – Bayfair – City Centre	K: Crosstown C: Pyes Pā – City Centre - Pāpāmoa	One general traffic lane in each direction Recessed bus stops In-lane bus stops	No gaps	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections

	143: Whakatāne – City Centre - Tauranga Hospital		Bus shelters Real-time passenger information displays		Bus stop upgrades to provide consistent accessibility and passenger comfort standards
Pāpāmoa East: State Highway 2, Arataki to Baypark	20: Te Puke – Bayfair CT: Bayfair – Greerton - Tauranga Crossing	BX: Te Tumu – City Centre – Bethlehem	Two general traffic lanes in each direction, with central median Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	No gaps	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Pāpāmoa East: State Highway 2, Baypark to Domain Road Intersection	20: Te Puke – Bayfair 22: City Centre - Maungatapu - Pāpāmoa	BX: Te Tumu – City Centre – Bethlehem	Two general traffic lanes in each direction, with central median Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F State Highway 2 / Domain Road intersection Level of Service D Baypark to Domain Road Intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Pāpāmoa East: Domain Road Intersection to Pāpāmoa Plaza	20: Te Puke – Bayfair 143: Whakatāne – City Centre - Tauranga Hospital	BX: Te Tumu – City Centre – Bethlehem H: Te Puke to Pāpāmoa Plaza	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F State Highway 2 / Domain Road intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Pāpāmoa Plaza Bus Interchange Long Term (10+ years) Bus priority at intersections
Pāpāmoa East: Domain Road to Te Tumu	2B: Pāpāmoa (The Boulevard) – Bayfair – City Centre	BX: Te Tumu – City Centre – Bethlehem	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D Golden Sands Drive to Parton Road	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus priority at intersections Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years)

					Bus priority at intersections
15th Avenue to Welcome Bay: Cameron Road to Turret Road	40: City Centre – 15 th Avenue - Welcome Bay	D: Welcome Bay – City Centre – Bethlehem	Two general traffic lanes in each direction (Bernard Street to Mayfair Street) One general traffic lane in each direction (Cameron Road to Bernard Street) Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Grace Road to Burrows Street Cameron Road / 15 th Avenue intersection Level of Service E Fraser Street to Grace Road Turret Road / Burrows Street intersection Level of Service D 15 th Avenue to Devonport Road	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Four-lanes on Fifteenth Avenue from Cameron Road to Burrows Street, one high occupancy T2 lane (T2) Three-lanes on Hairini Bridge and causeway, including tidal flow system Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
15th Avenue to Welcome Bay: Turret Road to Welcome Bay	40: City Centre – 15 th Avenue - Welcome Bay	D: Welcome Bay – City Centre – Bethlehem	One general traffic lane in each direction 24-hour bus lane from Hairini Street exit on to causeway Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Turret Road, Hairini Bridge / causeway State Highway 29A intersection to Ohauiti Road State Highway 29A / Hairini intersection Level of Service D Kaitemako Road to Harbourside Way	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Four-lanes on Fifteenth Avenue from Cameron Road to Burrows Street, one high occupancy T2 lane (T2) Three-lanes on Hairini Bridge and causeway, including tidal flow system Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Crosstown: Baypark to State Highway 29A / Hairini intersection	22: City Centre - Maungatapu - Pāpāmoa CT: Bayfair – Greerton - Tauranga Crossing	E: Ohauiti – City Centre – Brookfield K: Crosstown	Two general traffic lanes in each direction, with central median Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F State Highway 29A / Hairini intersection Level of Service E State Highway 29A, Maungatapu Bridge State Highway 29A, Maungatapu Roundabout Level of Service D State Highway 29A, east of Maungatapu Bridge	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections

Crosstown: State Highway 29A / Hairini intersection to Poike Road	55: City Centre – Greerton - Ohauiti CT: Bayfair – Greerton - Tauranga Crossing	E: Ohauiti – City Centre – Brookfield K: Crosstown	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Ohauiti Road / Welcome Bay Road to State Highway 29A / Hairini intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Crosstown: State Highway 29A / Poike Road intersection to State Highway 29A / Oropi Road intersection	55: City Centre – Greerton - Ohauiti CT: Bayfair – Greerton - Tauranga Crossing	E: Ohauiti – City Centre – Brookfield K: Crosstown	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Ohauiti Road / Welcome Bay Road to State Highway 29A / Hairini intersection State Highway 29A, Windermere Road to Oropi Road	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Crosstown: State Highway 29A / Oropi Road intersection to Greerton	55: City Centre – Greerton - Ohauiti CT: Bayfair – Greerton - Tauranga Crossing	E: Ohauiti – City Centre – Brookfield K: Crosstown	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service E Oropi Road, State Highway 29A to Maleme Street	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections
Bethlehem Corridor: Bethlehem Town Centre to City Centre via State Highway 2	80: Katikati – City Centre 81: Ōmokoroa – City Centre	BX: Te Tumu – City Centre – Bethlehem L: Ōmokoroa – City Centre - Airport	Two general traffic lanes in each direction (State Highway 2 to city centre) One general traffic lane in each direction (Te Puna to Bethlehem town centre) Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D State Highway 2, Te Puna to Wairoa Bridge State Highway 2, Waihi Road to Moffat Road	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Bethlehem Bus Interchange Long Term (10+ years) Bus priority at State Highway 2 / Moffat Road / Bethlehem Road intersection Bus priority on State Highway 2 towards city centre
Bethlehem Corridor: Bethlehem Town	62: City Centre – Bethlehem Town Centre	D: Welcome Bay – City Centre – Bethlehem	One general traffic lane in each direction (roads around Bethlehem)	No gaps	Short Term (0-3 years) Bus shelter renewals and new installations

Centre to City Centre via Carmichael Road		G: St Andrews – Bellevue - Matua	Town Centre, Carmichael Road, Millers Road and Waihi Road) Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays		Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Bethlehem Bus Interchange Long Term (10+ years) Bus priority at State Highway 2 / Moffat Road / Bethlehem Road intersection
Brookfield Corridor: To City Centre via Ōtūmoetai Road	7: City Centre – Matua 60: City Centre to Cambridge Heights 62: City Centre – Bethlehem Town Centre 72: City Centre - Brookfield	D: Welcome Bay – City Centre – Bethlehem E: Ohauiti – City Centre – Brookfield	One general traffic lane in each direction Brookfield Gyratory Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D Waihi Road and Bellevue Road to Brookfield Gyratory Ōtūmoetai Road: Brookfield Terrace to Brookfield Gyratory Level of Service F Brookfield Gyratory	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Bethlehem Bus Interchange Long Term (10+ years) Bus priority on approaches to and at Brookfield Gyratory
Brookfield Corridor: To City Centre via Waihi Road.	7: City Centre – Matua 62: City Centre – Bethlehem Town Centre	BX: Te Tumu – City Centre – Bethlehem	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Brookfield Gyratory	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections Bus priority on approaches to and at Brookfield Gyratory
Brookfield Corridor: Cambridge Heights to Brookfield	60: City Centre to Cambridge Heights	G: St Andrews – Bellevue - Matua	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D Cambridge Road: Cambridge Heights to Waihi Road intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections Bus priority on approaches to and at Brookfield Gyratory

Brookfield Corridor: Millers Road to Bethlehem Town Centre	62: City Centre – Bethlehem Town Centre	BX: Te Tumu – City Centre – Bethlehem	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Brookfield Gyratory	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections Bus priority on approaches to and at Brookfield Gyratory
Brookfield Corridor: Bellevue Road to Matua	60: City Centre to Cambridge Heights 72: City Centre - Brookfield	G: St Andrews – Bellevue - Matua	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service F Brookfield Gyratory	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections Bus priority on approaches to and at Brookfield Gyratory
Ōtūmoetai / Matua Corridor: Levers Road to Ngatai Road intersection	7: City Centre – Matua	G: St Andrews – Bellevue - Matua	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D Levers Road: Matua Road to Ngatai Road intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections and on approaches to city centre
Ōtūmoetai / Matua Corridor: to Ngatai Road to City Centre via Chapel Street bridge	7: City Centre – Matua 72: City Centre - Brookfield	D: Welcome Bay – City Centre – Bethlehem E: Ohauiti – City Centre – Brookfield	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D Ngatai Road: Bureta Street to Ngatai Street Level of Service E Chapel Street: Vale Street to State Highway 2 intersection (Chapel Street bridge)	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Long Term (10+ years) Bus priority at intersections and on approaches to city centre
Fraser Street Corridor: City Centre to 15 th Avenue	1: City Centre – Greerton – Pyes Pā	C: Pyes Pā – City Centre – Pāpāmoa	One general traffic lane in each direction Recessed bus stops In-lane bus stops Bus shelters	Level of Service D Fraser Street: City centre to 14 th Avenue 15 th Avenue / Fraser Street intersection	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards

			Real-time passenger information displays	Level of Service F Fraser Street: 14 th Avenue to 15 th Avenue.	Long Term (10+ years) Bus priority at intersections
Fraser Street Corridor: Fraser Street to Greerton	1: City Centre – Greerton – Pyes Pā	C: Pyes Pā – City Centre - Pāpāmoa	Recessed bus stops In-lane bus stops Bus shelters Real-time passenger information displays	Level of Service D Fraser Street: 15 th Avenue to Fraser Cove shopping centre	Short Term (0-3 years) Bus shelter renewals and new installations Medium Term (4-10 Years) Bus stop upgrades to provide consistent accessibility and passenger comfort standards Traffic signal optimization at Fraser Cove Long Term (10+ years) Bus priority at intersections

Kuputaka - Glossary

Term	Description
Action Plan	A supporting document to the Regional Public Transport Plan (RPTP) that sets out how the Plan will be implemented, including governance, resourcing, timing, and monitoring of policies and actions
AI	Artificial Intelligence
AMP / AMPs	Asset Management Plan(s)
ATO	Approved Taxi Organisation – a taxi organisation that is approved by Waka Kotahi and which meets specific operating requirements
BEB	Battery Electric Buses
Bee Card	The current ticketing / payment card
Boardings	The number of times passengers board a public transport service, counting each boarding as a separate trip
BOPRC	Bay of Plenty Regional Council
BRT	Bus Rapid Transit
Bus priority	Measures that give buses preferential treatment on the road network, such as dedicated lanes or traffic signal priority, to improve travel time and reliability
CERF	Climate Emergency Response Fund
CPI	Consumer Price Index
ERP	Emissions Reduction Plan
FAR	Funding Assistance Rate – the proportion of central government funding from the NLTF allocated to services and infrastructure
Fare capping	A pricing mechanism that limits the total amount a passenger pays over a set period, after which additional travel is free
Farebox Recovery	The proportion of public transport operating costs covered by fare revenue
FSD	Future Development Strategy
GHG	Greenhouse Gas
GIS	Geographic Information System
GPS	Government Policy Statement on Land Transport
High-frequency corridor	A key route or corridor where public transport services operate at short, regular intervals throughout the day
KPI	Key Performance Indicator
LTMA	Land Transport Management Act 2003
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

MaaS	Mobility as a Service. The integration of multiple transport modes into a single platform that enables users to plan, book and pay for journeys within a wider transport system
Modal Integration	The coordination of different transport modes (e.g. buses, walking, cycling, rail) to provide seamless and connected journeys
Mode Shift	The process of changing travel behaviour from one mode of transport to another. In this RPTP it means growing the share of travel by public transport (and walking, cycling and micro-mobility), and, therefore, reducing peoples' reliance on private vehicles
MoE	Ministry of Education
MoT	Ministry of Transport
(M)t CO ₂ e	(Million) tonnes of carbon dioxide equivalent
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
NOP	Network Operating Plan(s)
NTS	National Ticketing Solution (Motu Move)
NZTA	New Zealand Transport Agency Waka Kotahi
OD/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 between 9:00 am and 2:30 pm and after 6:00 pm; weekends and public holidays
ONF	One Network Framework
Operators	Companies that are contracted by BOPRC to provide public transport services
Patronage	The total number of passenger trips made on public transport services over a given period
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
Peak	Weekdays before 9:00 am and between 2:30 pm and 6:00 pm
Punctuality	The degree to which public transport services depart and arrive on time compared with the timetable
PTA	Public Transport Authority
PTOM	Public Transport Operating Model
PTS&I	Public Transport Services and Infrastructure Business Case
RCA	Road Controlling Authority
Reliability	The extent to which public transport services operate as scheduled, including whether trips are delivered without cancellation
RLTP	Regional Land Transport Plan

RPTP	Regional Public Transport Plan
RTC	Regional Transport Committee
RUB	Requirements for Urban Buses
Service catchment area	The geographic area from which people can reasonably access a public transport service, typically defined by walking distance
Service Optimisation	The process of reviewing and adjusting routes, timetables, and service levels to improve performance, efficiency, and patronage
SPTF	Sustainable Public Transport Framework
SPVS	Small Passenger Service Vehicle
SuperGold card	A discount 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
TCC	Tauranga City Council
TDM	Travel Demand Management
The Plan	Regional Public Transport Plan
TLAs	Territorial Local Authorities (City and District Councils)
TNL	Takitimu Northern Link
Total Mobility	A nationwide scheme that provides a subsidised taxi service to people with serious mobility constraints
TPA	Transport Procurement Strategy (BOPRC)
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
TTOC	Tauranga Traffic Operations Centre
TTSP	Tauranga Transport System Plan
UFTI	Urban Form and Transport Initiative – an integrated long term urban form and transport programme for the western Bay of Plenty sub-region
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
Zone-based fare structure	A system where fares are determined by the number of geographic zones travelled through rather than distance or route