Bay of Plenty Regional Public Transport Plan 2013

BAY OF PLENTY REGIONAL COUNCIL
TOI MOANA


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Contents

Executive summary

This is the Bay of Plenty Regional Public Transport Plan (the Plan). The Plan has been developed by the Bay of Plenty Regional Council (BOPRC) and covers public transport services within the Bay of Plenty regional boundaries.

The purpose of the Plan:

- a means for encouraging regional councils and public transport operators to work together in developing public transport services and infrastructure,
- an instrument for engaging with the public in the region on the design and operation of the public transport network, and
- a statement of:
    - (i) the public transport services that are integral to the public transport network,
    - (ii) the policies and procedures that apply to those services, and
    - (iii) the information and infrastructure that support those services.

Strategic Context

Public transport patronage

In recent years, Bay of Plenty urban bus services have demonstrated strong patronage growth. Patronage on services in Rotorua and Tauranga grew at an average annual rate of 14% between 2005/06 and 2012/13. Ongoing service improvements will be required to maintain patronage growth, increase public transport mode share and achieve economic development goals.

Key drivers for public transport

Key drivers for the provision of public transport in the region include:

- economic growth,
- population growth,
- fuel prices, and
- an ageing population.

Issues

The Regional Land Transport Strategy (RLTS) identifies the following issues that are relevant to the provision of public transport in the region:

School transport services	The withdrawal of funding for school bus services in Tauranga will increase peak time congestion on the city's road network unless this additional demand is accommodated on the public transport network. (RLTS Issue 5)
Funding	Levels of funding available for public transport services risk diminishing the value of previous investment in this mode. (RLTS Issue 10)
Access and mobility	Planning for the access and mobility needs of small communities and more isolated parts of the region is required. (RLTS Issue 15)
	Volatile fuel prices and an ageing population will mean increasing future demand for accessible travel for those with few mobility options. (RLTS Issue 16)

Giving effect to the Regional Land Transport Strategy

The preferred strategic option in the RLTS is an Optimised Transport System. Giving effect to the Optimised Transport System will mean initiatives to:

- improve the efficiency of the region's public transport services,
- increase frequencies and expand coverage on the Tauranga and Rotorua networks,
- implement real-time information, integrated ticketing and bus priority measures, and
- consider more flexible demand-responsive services outside the main urban networks.

The service descriptions, policies, service level guidelines and investment priorities in this Plan are designed to give effect to the strategic direction for public transport outlined in the RLTS.

Giving effect to the purpose of the Land Transport Management Act

The purpose of this Act is to contribute to an effective, efficient, and safe land transport system in the public interest. The purpose of the Act are supported by the funding priorities for the Government Policy Statement on Land Transport 2012/13 – 2021/22 (GPS 2012) which is economic growth and productivity, value for money, and road safety.

GPS 2012 recognises that making quality investments in public transport can contribute to economic growth and productivity. GPS 2012 also signals that funding for public transport services outside Auckland and Wellington is expected to remain static to encourage efficiency in their delivery.

Public Transport Services

The network planning principles of patronage and coverage are applied to the following service layers:

- Regional Strategic corridors - along which a number of Urban Connector services converge to create enhanced levels of service for public transport users.
- Urban Connector routes - provide the levels of service that are necessary for public transport to be a viable option for commuting and other daily travel needs.
- Rural Connector routes - provide access to essential community goods and services, and connections to Regional Strategic corridors and Urban Connector routes.

Targeted services in the Bay of Plenty include Total Mobility services and ferry services. Targeted school services are a potential future option following the transitioning of school children in Tauranga from Ministry of Education funded school transport services.

The review of the Plan found that the necessary pre-conditions for passenger rail are not currently present in the region.

Assisting the transport disadvantaged

BOPRC has identified a range of personal or locational attributes that are likely to restrict accessibility and/or mobility due to physical ability, financial circumstances or distance. Taking these into account, the Plan identifies population groups that are more likely to be transport disadvantaged, and a range of initiatives to help meet their needs.


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Objectives and policies

The Plan includes the following objectives and policies to be applied to the provision of public transport:

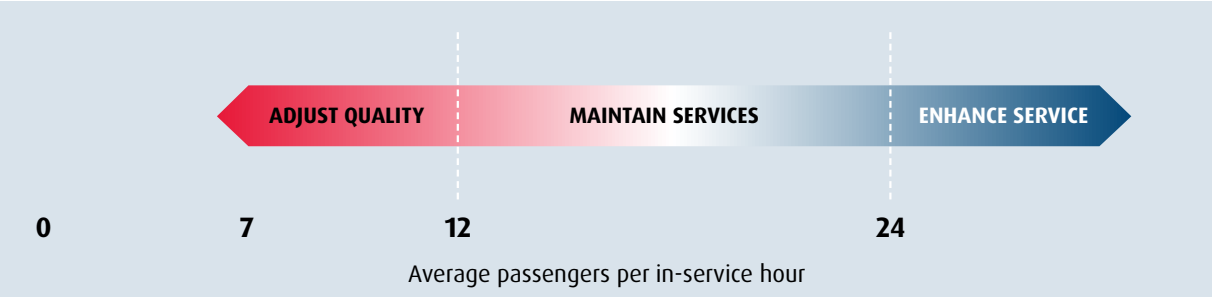
Objective	Policy
Networks and services Reliable and integrated public transport services that go where people want to go.	1. Provide high quality (frequent, reliable, convenient, and efficient) urban services on Regional Strategic corridors to support urban accessibility. 2. Provide public transport services on Urban Connector routes to support Regional Strategic corridors. 3. Regularly review service levels on Urban Connector routes to support areas demonstrating high demand for public transport. 4. Provide public transport services on Rural Connector routes that link to Regional Strategic corridors and maintain access to essential community goods and services. 5. Consider providing public transport services to growth areas with at least 15 dwellings per hectare over a developed area of at least 10 hectares. 6. Support the operation of the Total Mobility scheme (subject to government funding) in the Bay of Plenty using appropriate providers, including NZTA Approved Taxi Organisations where possible. 7. Consider financial support for viable ferry services in the region that provide access to essential community goods and services. 8. Work with rural or isolated communities to develop targeted, innovative transport services to improve access to essential community goods and services.
Fares, ticketing and information Fares, ticketing and information systems that attract and retain customers while covering a reasonable proportion of operating costs.	9. Increase the region-wide fare box recovery ratio for public transport services to 35 - 40% by 2018. 10. Review fare levels annually to support the achievement of the fare box recovery target. 11. Set fares on Urban Connector routes at levels that attract and retain customers and offer incentives for frequent use, while balancing user contributions against public funding. 12. Investigate, develop and implement public transport service enhancements, including region-wide integrated ticketing, and new technology that provides real-time information to users. 13. Promote public transport as the preferred mode for travel in urban centres. 14. Set fares on Rural Connector routes at levels that attract customers and recognise the needs of the transport disadvantaged, while balancing user contributions against public funding.
Contracting Requirement A procurement system that enables efficient and effective delivery of the desired network of public transport services	15. Implement a procurement system that is consistent with the Public Transport Operating Model
Infrastructure High quality and accessible public transport infrastructure that supports safe and comfortable travel	16. Implement the 'accessible journey' approach to public transport by providing infrastructure and information that enables all people to access public transport services. 17. Investigate, develop and implement bus priority measures on Regional Strategic corridors. 18. Develop and implement best practice guidelines for the installation and maintenance of public transport infrastructure.

Service Levels

BOPRC has developed service level guidelines for Regional Strategic corridors, Urban Connector routes and Rural Connector routes.

Patronage considerations will be the primary driver for changes to bus service frequency on Urban Connector routes. The Plan contains the following thresholds for considering an increase or reduction in services on Urban Connector routes:

Service specifications in the Plan detail the areas that will be served by public transport and the type of service that can be expected in each area. The Plan also contains specifications for Total Mobility services in the region.



Investment and Funding

Investment

The Plan gives effect to the recommended investment focus in the RLTS. The investment priorities for public transport services are:

1. Maintain service levels.
2. Deliver target peak time service levels.
3. Deliver target off-peak service levels and targeted services.

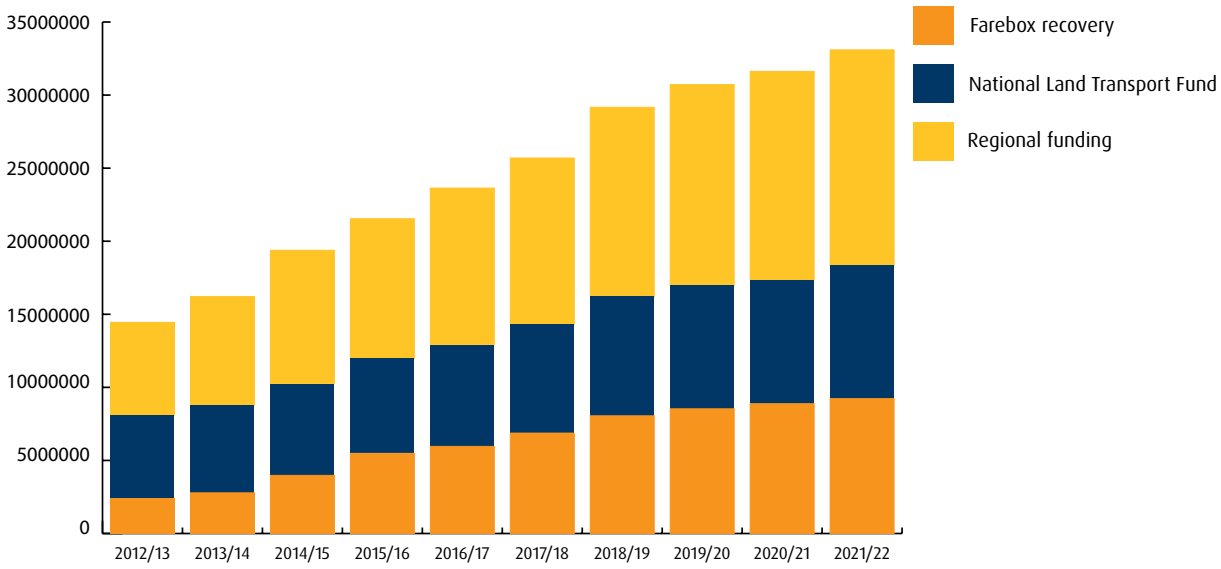
The investment priorities primarily support economic development and access and mobility outcomes.

Funding

The cost of delivering public transport services in the region is currently split between the following sources:

- revenue generated from the fares paid by public transport users,
- funding sourced from the National Land Transport Fund, which is administered by the New Zealand Transport Agency (NZTA), and
- funding from the Bay of Plenty Regional Council (comprising rates and general funding).

The public transport funding likely to be available within the region from the identified sources is shown in the following figure.



Monitoring and Review

Monitoring will be undertaken to measure the performance of services and how successful the Plan has been in meeting its objectives. Monitoring will be based on key performance indicators for service delivery and targets identified in the RLTS.

BOPRC is required to review the Plan at intervals not exceeding three years. The policy on significance sets out how BOPRC will determine the significance of any variation to the Plan.

Part one
Introduction

1.1 Purpose of the Plan

The Land Transport Management Act (LTMA) provides detail on the statutory requirements that must be followed when preparing a regional public transport plan. These include specifying the purpose of the Plan, which is to provide:

- a means for encouraging regional councils and public transport operators to work together in developing public transport services and infrastructure,
- an instrument for engaging with the public in the region on the design and operation of the public transport network, and
- a statement of:
  - (i) the public transport services that are integral to the public transport network,
  - (ii) the policies and procedures that apply to those services, and
  - (iii) the information and infrastructure that support those services.

1.2 Responsibility

The Plan is a statutory document which is prepared by BOPRC according to the requirements of the Land Transport Management Act (LTMA). It specifies the public transport services that BOPRC proposes for the region, and the policies that apply to those services.

While BOPRC must prepare and adopt the plan, Rotorua and Tauranga, the two councils with urban bus networks in the region, are represented on the Regional Council's Public Transport Sub-committee. This Sub-committee is involved in the detailed preparation of the Plan, ensuring that decisions about public transport in the region are made in an integrated manner.

Who is responsible for public transport?

- **Public transport services** (routes and fares) are managed by Bay of Plenty Regional Council. Bus companies are responsible for operating bus services.
- **Public transport infrastructure** (bus stops and shelters) are managed by either city and district councils (local roads) or the NZ Transport Agency (state highways).

1.3 Plan contents

This Plan is divided into seven chapters:

1. **Introduction:**
   a brief outline of the purpose, scope and responsibility for preparing the Plan.
2. **Strategic context:**
   a summary of the regional and statutory context within which the Plan has been prepared.
3. **Public transport services:**
   describes the services that BOPRC proposes to provide in the region.
4. **Objectives and policies:**
   includes the public transport objectives for the region, and the policies and methods that will be implemented to achieve these objectives.
5. **Service levels:**
   Provides guidance on levels of service for public transport units in the region.
6. **Investment and funding:**
   Describes the investment priorities for the Plan and the sources of public transport funding available within the region.
7. **Monitoring and review:**
   Outlines processes for monitoring and reviewing the Plan.

Service definitions

Public transport services are services which provide public benefits. These may include:

- **Access benefits** - providing communities with access to basic activities and services such as healthcare and education.
- **Economic benefits** – reducing the impacts of congestion on city roads.
- **Environmental benefits** – reducing air pollution and emissions by operating one vehicle rather than many.

Contracted public transport units – are public transport services that are partially funded from public sources.

Commercial public transport units – are contracted public transport services that are included in the Plan and operated without funding from public sources.

Exempt services – are services that are not part of a public transport network and are operated purely on a commercial basis.

Part two
Strategic context

This chapter provides a summary of the strategic context within which the Plan has been prepared. The first section summarises the regional context for public transport in the Bay of Plenty, including a brief overview of the region and the key drivers and issues for public transport in the region. The second section describes the statutory context for the Plan.

2.1 Regional context

2.1.1 Overview of the region

The Bay of Plenty region is located on the north-eastern coast of the North Island. It stretches from Cape Runaway in the east, to Waihi Beach in the west. For the purposes of this plan, the Bay of Plenty encompasses the following local authorities:

- Western Bay of Plenty District Council,
- Tauranga City Council,
- Rotorua District Council (part),
- Whakatane District Council,
- Kawerau District Council,
- Opotiki District Council, and
- Taupo District Council (part).

The Bay of Plenty Regional Council is the relevant regional authority. The region shares its boundaries with the Waikato and Hawke's Bay regions, and the Gisborne unitary authority (Figure 1).

Population

The region has a population of about 270,000 ranking it fifth in population size out of the 16 regions in New Zealand. Urban centres account for 80% of the region's population. Tauranga is the largest centre with a population of about 115,000 in mid-2010 or about 40% of the region's population, followed by Rotorua (54,000), accounting for about 20% of the region's population, and Whakatane (15,000).

While the region's population is centred on the main urban centres and in the north-west, much of the region is characterised by small urban centres, large rural hinterlands, dispersed travel patterns, and relatively low population densities. This pattern of development presents a different set of challenges when considering the provision of public transport services.

Figure 1 Bay of Plenty region

Public transport patronage

The key features of the region's public transport system are:

- urban bus networks in Tauranga and Rotorua, and
- a number of local connections between smaller settlements and the larger urban centres.

In recent years, Bay of Plenty urban bus services have demonstrated strong patronage growth. Patronage on services in Rotorua grew at an average annual rate of 15% between 2005/06 and 2012/13, but growth declined for the first time, by 1.7%, in 2012/13. Patronage on services in Tauranga grew at an average annual rate of 14% between 2005/06 and 2012/13 (Figure 2), although the annual increase in 2012/13 was just under 2%. This patronage growth indicates that services in the main urban centres are becoming increasingly important as a transport option for commuting and other daily travel needs.

The growth in public transport use in the region's main urban areas also represents an opportunity to proactively manage traffic growth and avoid congestion; potentially extending the life of strategic road corridors and delaying the need for major investment in roading infrastructure. Ongoing service improvements will be required to maintain this patronage growth, increase public transport mode share and achieve economic development goals.

Services connecting smaller settlements to larger urban centres are also demonstrating patronage growth. These services are providing increasing numbers of people with access to essential community goods and services.

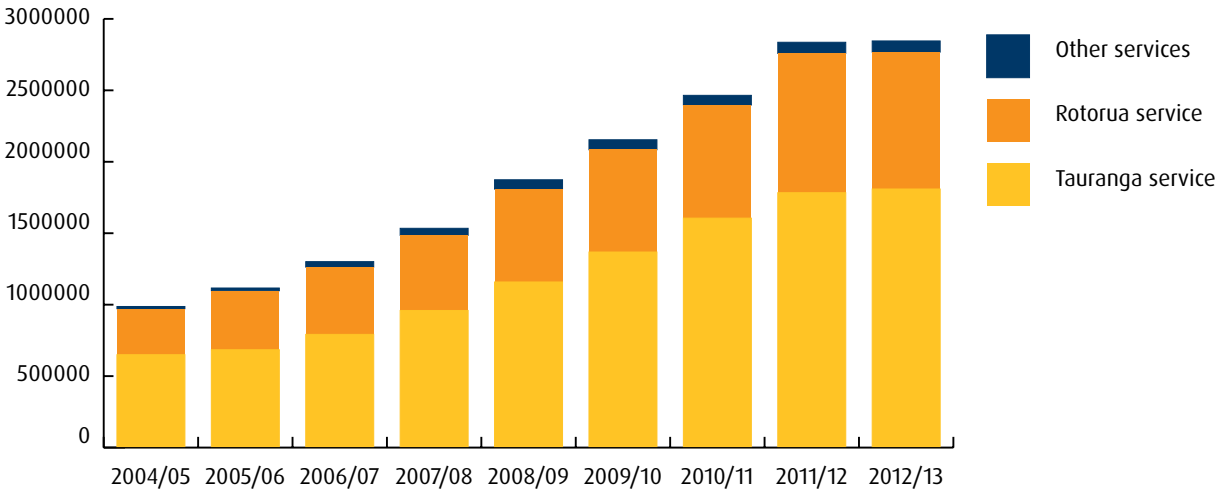


Figure 2 Bay of Plenty public transport patronage 2004/13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Rotorua 21
Coach Stop
InterCity
express
nakedbus.com
OPTARE
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2.1.2 Key drivers for public transport

There are a number of key drivers that directly influence the provision of public transport in the region. The following key drivers have been identified in the RLTS.

Population growth

Population growth is a key driver of economic activity in the region as it affects both the scale of the workforce and the size of the market for goods and services.

Between 2001 and 2006, the region's population grew by 18,000 people (7.5 per cent). The western Bay of Plenty sub-region (Tauranga City and Western Bay of Plenty District) in particular is experiencing rapid population growth. The sub-region's population has grown 51 per cent in the last 15 years.

Forecasts indicate that the region's population will continue to grow strongly in the future, with the Bay of Plenty expected to be the second-fastest growing region in New Zealand[1]. Future population growth is forecast to be concentrated in and around the western Bay of Plenty sub-region.

The region is also experiencing growth in transient populations. Tourist visits to the region grew by 3 - 3.5% between 2004 and 2009. Rotorua is a significant tourist destination, attracting an estimated 3.2 million visits in 2010.

Economic growth

Employment growth in the region is expected to continue in line with population growth. Between 2006 and 2009, employment in the region grew at an average annual rate of 1.3% at a time of global economic recession. This compares with 0.6% for New Zealand as a whole during the same period.

Much of the forecast growth in economic activity is in the service sectors which will be focused in the main urban areas. This employment growth will lead to increasing demand for commuter and other private travel.

A high level of accessibility will be needed into the main urban areas for these sectors to attract workers and gain the resulting productivity benefits. This accessibility will need to be achieved in a way that supports the high level of amenity required to attract skilled workers to successful urban centres. This would indicate a major role for quality public transport in linking workers with employment opportunities.

Fuel prices

Energy use in New Zealand is dominated by transport and the country is reliant on imported oil for almost half of our energy needs, making us vulnerable to international supply disruption and volatile oil prices.

The real price of oil has been subject to significant fluctuations in the past decade. Supplies are not expected to suddenly run out but are likely to become more expensive as demand grows and production costs rise. Forecasts indicate that in the medium term, oil prices are likely to plateau but remain at historically high levels, before increasing sharply beyond 2028 as accessible world supplies diminish[2].

Higher fuel prices will impact on the affordability of private car use for many people. Consequently, future fuel prices are likely to be an economic driver for the provision of public transport as a more affordable travel option.

Ageing population

Compared to the country as a whole, the region has a high proportion of residents aged 65 years or over. Population forecasts indicate there will be a substantial increase in the region's elderly population, particularly in the 65 to 80 years and 80+ age groups. By 2041, 31% of the people living in the Bay of Plenty will be aged over 65 years. At least 9% of the total population will be over 80 years.

These demographic trends suggest that the proportion of population with some form of mobility impairment will continue to increase over time. Consequently, the region's ageing population will be a key social driver of increased demand for accessible travel on public transport.

[1] Statistics New Zealand (2010) Subnational Population Estimates as at 24 February 2010.

[2] Auckland Regional Council (2009) Price Forecasts for Transport Fuels and other Delivered Energy Forms.

2.1.3 Issues

A number of regional transport issues have been identified in the RLTS. The public transport services proposed in this Plan will play a role in addressing the following issues in particular.

School transport services

The withdrawal of funding for school bus services in Tauranga will increase peak time congestion on the city's road network unless this additional demand is accommodated on the public transport network. (RLTS Issue 5)

In 1986, a previous Tauranga urban public transport service was withdrawn. The Ministry of Education (MoE) subsequently funded the provision of urban school bus services as Tauranga's urban area and population experienced rapid growth. In 2001, BOPRC reintroduced a public transport service to the city. Since that time, the service has developed to the point that most of the city is now covered by at least a basic bus service.

Development of the Tauranga public transport service has enabled the MoE to review its funding of school transport services in the city. However, there is insufficient peak time capacity on the existing public transport service to accommodate several thousand additional school children. The withdrawal of MoE funding provides both a significant challenge as well as an opportunity to improve the way public transport is provided.

The potential impacts on the Tauranga road network were modelled in the event that urban school bus services are withdrawn and capacity is not increased on the public transport service. The modelling predicted that:

- the withdrawal of school bus services in Tauranga will immediately add 8,000 to 9,500 private vehicle trips on to the road network during the morning peak period,
- total vehicle kilometres on the network will increase between 22% and 25%,
- most of the network will experience decreased levels of service, and
- the impacts will be particularly significant on sections of State Highway 2 on the western and eastern approaches to the city, and State Highway 29 at Barkes Corner.

Effects of this magnitude will reduce the efficiency of moving people and goods on the city's central ring route, and impede access to the Port of Tauranga.

Funding

Levels of funding available for public transport services risks diminishing the value of previous investment in this mode. (RLTS Issue 10)

Over the last few years there has been significant effort applied to encourage people to use public transport in the Bay of Plenty. This has included investment in an improved public transport network.

The Government's priorities for land transport investment in the current GPS are:

- economic growth and productivity,
- value for money, and
- road safety.

These priorities include significant investment in seven of New Zealand's most essential road routes (roads of national significance) to reduce congestion, improve safety and support economic growth.

The focus in the GPS means that national investment in public transport will be made available where it clearly supports economic development outcomes, primarily in Auckland and Wellington. This has translated into a constrained level of national funding being available for public transport in regions outside these two main urban centres.

Access and mobility

Planning for the access and mobility needs of small communities and more isolated parts of the region is required. (RLTS Issue 15)

Small communities in the more isolated parts of the region (generally in the east) face challenges in accessing health facilities, as well as education and work opportunities. Access issues are compounded because these communities tend to be in the most deprived parts of the region with the lowest rates of vehicle ownership.

Volatile fuel prices and an ageing population will mean increasing future demand for accessible travel amongst those with few mobility options. (RLTS Issue 16)

While volatile fuel prices will be an economic driver for more affordable travel options, the region's ageing population will be a key social driver of increased demand for accessible travel.

People aged 65 to 80 years are likely to continue to be active and mobile and are increasingly likely to be in some form of employment. They are likely to travel less often and not as far as people under 65. However, they are expected to continue to travel independently; more commonly outside the peak commuting hours, including by public transport. People aged 80+ years are likely to be less mobile and more reliant on accessible transport options.

The implications for public transport are increases in demand for off peak and Total Mobility services.

2.2 Statutory context

The LTMA provides detail on the statutory requirements that must be followed when preparing a regional public transport plan. These include specifying the purpose of the Plan, which is to provide:

2.3 Principles for Public Transport

When implementing this Plan the following principles will be applied:

- regional councils and public transport operators should work in partnership and collaborate with territorial authorities to deliver the regional public transport services and infrastructure necessary to meet the needs of passengers,
- the provision of public transport services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth,
- competitors should have access to regional public transport markets to increase confidence that public transport services are priced efficiently,
- incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services, and
- the planning and procurement of public transport services should be transparent.

In preparing the Plan, BOPRC must also be satisfied that the plan:

- contributes to an effective, efficient and safe land transport system that supports the public interest,
- has been prepared in accordance with any relevant guidelines that the Agency has issued,
- if it includes a matter that is not within the scope of the regional land transport plan, otherwise consistent with the plan, and
- be satisfied that it is in accordance with the following principles:
- regional councils and public transport operators should work in partnership and collaborate with territorial authorities to deliver the regional public transport services and infrastructure necessary to meet the needs of passengers,
- the provision of public transport services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth,
- competitors should have access to regional public transport markets to increase confidence that public transport services are priced efficiently,
- incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services, and
- the planning and procurement of public transport services should be transparent.

BOPRC is also required to take account of a number of other matters, including:

- any national energy efficiency and conservation strategy,
- any relevant regional policy statement, regional plan, district plan or proposed regional or district plan under the Resource Management Act 1991,
- the public transport funding likely to be available within the region,
- the need to obtain best value for money, having regard to the desirability of encouraging fair competition and a competitive and efficient market for public transport services, and
- the views of public transport operators in the region.

BOPRC must also consider the needs of people who are transport-disadvantaged.

2.3.1 Giving effect to the Regional Land Transport Strategy

This Plan has been developed to give effect to the public transport service components of the RLTS. The RLTS sets the direction for the Bay of Plenty's transport system for the next 30 years.

Its vision is:

Best transport systems for a growing economy and a safe and vibrant Bay lifestyle.

This is supported by outcomes in six strategy areas. The outcomes relevant to public transport service provision in the Bay of Plenty are:

Economic development	The transport system supports economic development by providing user options.
Environmental sustainability	People choose the best way to travel to improve energy efficiency and reduce reliance on non-renewable resources.
Land use and transport integration	Regional growth patterns and urban form reduce travel demand, support public transport and encourage walking and cycling.
Safety and personal security	Transport corridors and public spaces are safe and secure environments to use and people feel safe using them.
Access and mobility	Communities have access to a reliable transport system that provides them with a range of travel choices to meet their social, economic, health and cultural needs.
Public health	A wider choice of transport options allows all individuals to make social connections and travel choices that contribute to their health and wellbeing.

The preferred strategic option in the RLTS is an Optimised Transport System. The Optimised Transport System means considering a hierarchy of interventions to optimise the performance of the region's land transport system (Figure 3).

The Optimised Transport System seeks to channel an increasing proportion of the projected growth in travel demands into sustainable modes that do not involve single occupancy vehicle use. Public transport, as a more energy and space efficient mode has an important role to play, particularly in providing for short to medium distance journeys within urban areas.

Giving effect to the Optimised Transport System will mean initiatives to improve the efficiency of the region's public transport services. Over time, the intensification of public transport services (on existing routes) in Tauranga and Rotorua will be necessary, as well as the expansion of services into new areas within these centres.

Improved service levels will need to be supplemented by new infrastructure, including new interchanges in central locations, real-time information, integrated ticketing, bus priority measures, additional bus stop infrastructure, and park and rides.

One of the challenges for areas outside the main urban centres is to provide public transport where it is difficult to sustain fixed route services due to dispersed and low density settlement patterns. The development of more flexible demand-responsive services is an option for these areas.

The RLTS also recognises that road safety is a key principle that needs to underlie all activities that are delivered as part of the Optimised Transport System. Safer Journeys 2010-2020, the New Zealand road safety strategy provides the direction for road safety implementation in the Bay of Plenty.

The service descriptions, policies, service level guidelines and investment priorities in this Plan are designed to give effect to the strategic direction for public transport outlined in the RLTS. Appendix 2 provides more detail on the individual public transport service components of the RLTS and how this Plan gives effect to them.

Intervention hierarchy	Optimised transport system
Integrated planning	Land use and transport integration
Demand management	Demand management
Best use of existing network	Freight management
Infrastructure	Road improvements (includes safety)
	Sustainable transport improvements

Figure 3 Optimised transport system

2.3.2 Land Transport Management Act requirements

Appendix 3 provides a summary of the contribution that this Plan is expected to make to the aim and objectives of the LTMA, and the matters that must be taken into account when developing the Plan.2.3 Principles for Public Transport

2.3.3 Government Policy Statement on Land Transport

The Government Policy Statement on Land Transport 2012/13 – 2021/22 (GPS 2012) was issued in July 2011. GPS 2012 includes the following overarching goal for transport:

An effective, efficient, safe, secure, accessible and resilient transport system that supports the growth of our country's economy in order to deliver greater prosperity, security and opportunities for all New Zealanders.

The Government focus areas that are priorities for the GPS are:

- economic growth and productivity,
- value for money, and
- road safety.

GPS 2012 recognises that making quality investments in public transport can contribute to economic growth and productivity. Public transport services and infrastructure can help manage road congestion and provide alternatives to private car use. It can also play a significant part in linking people with employment.

GPS 2012 funding ranges for public transport services at the national level are depicted in Figure 4. The GPS signals that there is likely to be an increased focus on the provision of public transport services in Auckland and Wellington. In real terms, funding for public transport services outside these two centres is expected to remain static to encourage efficiency in their delivery.

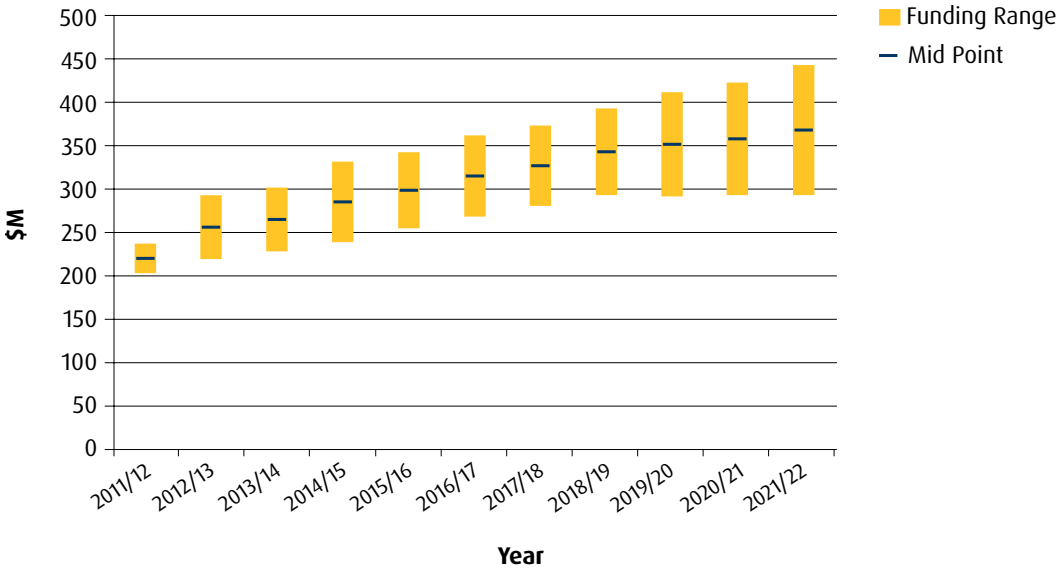


Figure 4 GPS funding ranges for public transport services

The Government expects the land transport sector to contribute to a number of short to medium term impacts in the GPS. These are:

- improvements in the provision of infrastructure and services that enhance transport efficiency and lower the cost of transportation through:
- improvements in journey time reliability
- easing of severe congestion
- more efficient freight supply chains
- better use of existing transport capacity
- better access to markets, employment and areas that contribute to economic growth,
- reductions in deaths and serious injuries as a result of road crashes,
- more transport choices, particularly for those with limited access to a car,
- a secure and resilient transport network,
- reductions in adverse environmental effects from land transport, and
- contributions to positive health outcomes.

NZTA is required to give effect to the GPS when allocating funding through the National Land Transport Fund (NLTF). The NZTA Investment and Revenue Strategy directs investment to activities that contribute to the Government's desired impacts. Public transport activities are given a high priority where there are significant improvements in one or more of the following:

- peak time public transport patronage in major urban areas with severe congestion,
- optimising public transport services and infrastructure, and
- fare box recovery rates.

Activities that are medium priority include:

- providing more transport choices, particularly for those with limited access to a car and those vulnerable to high oil prices.

BOPRC believes that the strategic approach to public transport outlined in the RLTS and given effect to in this Plan will contribute to each of the GPS impacts. Further detail on how this Plan takes the GPS into account is provided in Appendix 3.

The needs of people who are transport disadvantaged are considered in Part 3.

2.3.4 Public Transport Operating Model

The Public Transport Operating Model (PTOM) is a new public transport funding, planning and procurement model has been developed following government review of the PTMA. The aim of PTOM is to grow patronage with less reliance on public subsidies.

PTOM is designed to help regions and public transport operators build stronger collaborative relationships. PTOM requires all bus, ferry and rail services in a region to be segmented into units and provided under exclusive contracts to the regional council. Services that do not form part of the region's core urban public transport network will be exempt from operating under contracts and will be identified as exempt services in a register.

This Plan will identify the principles for establishing the region's units, the policies for procuring units and the services that council intends to assist financially.

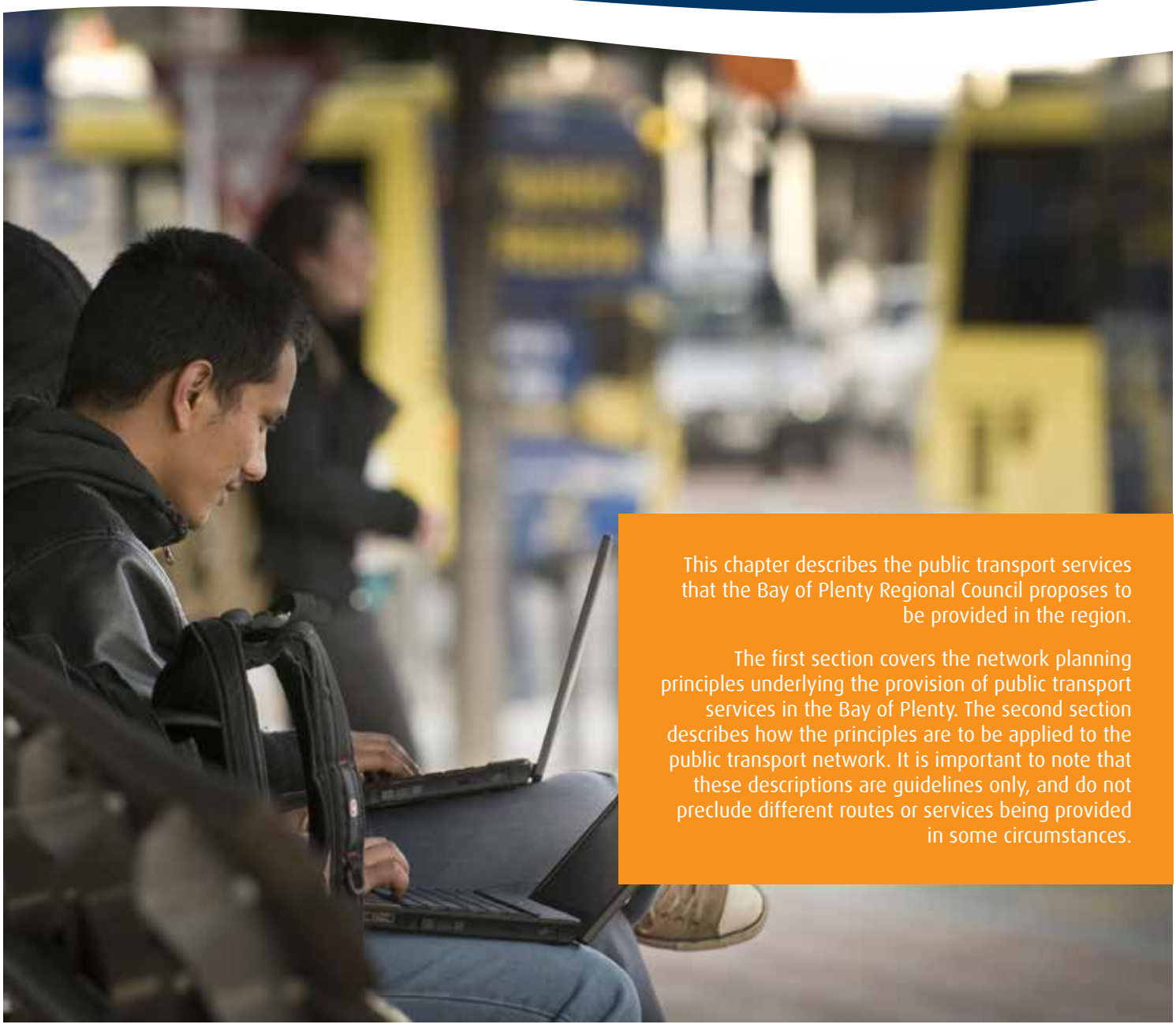
2.3.5 Working together

Effective public transport requires a collaborative approach between council and operators and territorial local authorities. PTOM aims to improve outcomes through a genuine partnering approach. Collaboration will encourage a more productive working relationship based on trust, partnership, accountability and effective and sustainable service delivery. Working together will promote flexibility, innovation and responsiveness in the funding and contracting of services and infrastructure.

The Bay of Plenty Regional Council, bus operators and territorial authorities have developed the following principles for working together:

- A joint commitment to improve the efficiency, effectiveness and safety of the public transport network,
- A collaborative approach to decision-making and working together,
- Joint partnering based on mutual trust and respect, with openness and transparency in all activities,
- A recognition of the value and contribution of each sector in the design and delivery of public transport services,
- A joint commitment to improve value for money in the services delivered, and
- A joint commitment to promote a flexible, innovative and responsive approach to the delivery of public transport services.

Part three
Public transport services



This chapter describes the public transport services that the Bay of Plenty Regional Council proposes to be provided in the region.

The first section covers the network planning principles underlying the provision of public transport services in the Bay of Plenty. The second section describes how the principles are to be applied to the public transport network. It is important to note that these descriptions are guidelines only, and do not preclude different routes or services being provided in some circumstances.

3.1 Network planning principles

In order to coordinate the provision of public transport services to achieve an integrated, reliable and frequent network, greater emphasis will be placed on either patronage or coverage goals in the provision of services.

3.1.1 Patronage

Patronage-based services generally seek to maximise economic objectives. By doing so, they can potentially attain the level of quality necessary to compete effectively with private motor vehicles in the areas that they are provided.

A patronage-based approach tends to focus resources on the best markets rather than in unproductive areas. This means a greater emphasis on the:

- financial returns generated by services, whereby performance is usually quantified in terms of the 'fare box recovery ratio' (the proportion of operating costs that are covered by fares), and
- economic efficiency - the wider economic benefits derived from providing public transport services such as congestion reduction and parking cost savings. Economic efficiency is typically quantified using cost-benefit analysis.

Patronage services have a strong relationship with urban form, tending to work better in areas with sufficient population densities to allow significant numbers of people to access public transport services on specific corridors. This relationship is mutually reinforcing because, over time, densities tend to increase along corridors supported by patronage services, while at the same time ensuring desired levels of urban amenity can be maintained.

3.1.2 Coverage

Coverage-based services generally focus on social objectives, such as providing communities with a basic level of access to essential goods and services (health, education and social support).

Coverage services are typified by a spread of resources designed to maximise the availability of at least some form of public transport to the widest possible population. This means a greater emphasis is placed on:

- equitable access – the provision of services in many areas to ensure some degree of access. This attempts to mitigate barriers to access, whether these barriers may be financial (fare levels) or physical (distance to nearest bus-stop), and
- key destinations - services are targeted to certain demographic groups, such as young people or the elderly, to help them access specific destinations, for example, schools or hospitals.

3.2 The public transport network

The network planning principles will be applied to the public transport network using a layered service approach. The main objectives of the layered service approach are to:

- ensure the coordinated delivery of an integrated, reliable and efficient public transport network across the region,
- work in partnership with operators,
- ensure consistent service levels based on the role and function of services,
- arrange services into units,
- guide the prioritisation of public transport infrastructure and services,
- support the introduction of innovations such as integrated ticketing that provide a more seamless and efficient service for users,
- give effect to the public transport service components and regional outcomes in the RLTS, and
- support integration with the land use objectives in the Regional Policy Statement, sub-regional growth strategies, and local authority district plans in the region. A regional strategic public transport network for the Bay of Plenty has been identified in the RLTS (Figure 5). This includes the following layers:

3.2.1 Regional Strategic corridors

Regional Strategic corridors are corridors along which a number of Urban Connector services converge to create enhanced levels of service for public transport users.

The primary goal for Regional Strategic corridors is to maximise patronage and revenue. Regional Strategic corridors are therefore priorities for increasing service frequency and reliability.

3.2.2 Urban Connector routes

Urban Connector routes provide the levels of service that are necessary for public transport to be a viable option for commuting and other daily travel needs. Urban Connector services operate on the Tauranga and Rotorua urban bus networks.

Service provision on Urban Connector routes is generally focused on achieving patronage goals, particularly where it supports levels of service on Regional Strategic corridors.

Figure 5 Regional strategic transport network – public transport

3.2.3 Rural Connector routes

Rural Connector routes provide access to essential community goods and services, and connections to Regional Strategic corridors and Urban Connector routes.

Service provision on Rural Connector routes is generally focused on achieving coverage goals.

3.2.4 Decision-making

Decisions about individual public transport services will require trade-offs to be made between patronage and coverage goals. Public transport services in the region lie on a continuum between the two goals (Figure 6). The relative weighting given to patronage and coverage goals will depend on where the service lies on this continuum. The layered service approach to the public transport network, and the guidance on levels of service in this plan are designed to further assist with decision-making when these trade-offs need to be made.

Figure 6 Public transport decision making framework

3.3 Targeted services

BOPRC proposes to provide the following targeted services in addition to those provided on the regional strategic public transport network. There are policies on targeted services in Part 4.

3.3.1 Total Mobility services

Total Mobility is a nationwide scheme designed to help eligible people with impairments use appropriate transport to access essential goods and services, and enhance their community participation. Total Mobility consists of subsidised door-to-door transport services in areas where the scheme operates. BOPRC administers the scheme and funds 50% of the cost of providing the scheme. The remaining 50% comes from central government funding administered by the NZTA.

Total Mobility provides financial assistance by way of a voucher that allows registered users a 50% discount on taxi fares (up to a maximum of $25.00). The user is required to pay the other half of the fare to the taxi driver at the time the trip is taken. Users of the scheme must carry Total Mobility photo identification to qualify for assistance.

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

1. Getting to the place from where the transport departs.
2. Getting onto the transport.
3. Riding securely.
4. Getting off the transport.
5. Getting to the destination.

Potential scheme members are assessed by a BOPRC-approved agency. For details on approved agencies, contact BOPRC on freephone 0800 884 880 and ask for Total Mobility.

New transport providers who wish to join the Total Mobility scheme must enter into a contract with BOPRC. BOPRC recommends that scheme providers be NZTA Approved Taxi Organisations (ATOs) where possible. This recognises that ATOs meet certain criteria that enhance their effectiveness as scheme providers. Non- ATOs may be accepted as scheme providers at BOPRC's discretion, if an ATO does not provide a service in the area.

Total Mobility service specifications can be found in Part 5.

3.3.2 Ferry services

A ferry service operates between Omokoroa and Matakana Island. This is contracted unit is supported in part through a concessionary fares agreement, it receives no operating subsidies.

BOPRC proposes that a scheduled ferry service continue to be provided between Omokoroa and Matakana Island.

3.3.3 Demand-responsive services

Demand-responsive services respond to demand and fill the gaps between fixed-route network services and single hire taxi services. Demand-responsive services also provide flexibility in one or more of the following: route, vehicle allocation and operator, payment type, and passenger category.

No regional council supported demand-responsive services currently exist in the region. However, BOPRC recognises that demand-responsive services are one option for connecting more isolated communities to essential community goods and services.


0800 4 229 287
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3.4 Tauranga school bus services

The withdrawal of MoE funding for school bus services in Tauranga has been identified as a regional transport issue in the RLTS (see Part 2).

BOPRC recognises that school bus services provide a benefit because they reduce the need for parents to drive their children to school, and therefore reduce traffic congestion.

BOPRC is committed to working collaboratively with the MoE to transition children who are ineligible for Ministry-funded school transport away from the school bus network. BOPRC's approach is as follows:

- Where possible, BOPRC will provide for school travel on the regular public transport network. This may require school students to transfer between different services.
- It is not always possible to provide access to schools by way of the regular public transport network due to a number of factors, including the location of schools and the network's capacity to meet demand. In these cases, BOPRC will investigate alternatives to regular urban public transport, for example:
  - providing targeted school bus services,
  - encouraging schools to provide for their own transport needs, or
  - supporting the commercial provision of school bus services.
- BOPRC will not provide school bus services for students travelling to private schools or for students travelling outside the urban area. Private schools are expected to meet their own transport needs and the MoE is expected to continue to meet the needs of students travelling outside the urban area.

Planning is currently underway to achieve the transition from Ministry-funded school bus services to BOPRC and NZTA funded services by December 2014. Initial investigation and assessment indicates that the replacement for the MoE school bus network will comprise a mix of the following:

- BOPRC-contracted urban bus services (on Urban Connector routes),
- BOPRC-contracted targeted school bus services,
- MoE-contracted school bus services,
- commercially operated school bus services, and
- school-contracted school bus services.

The replacement school bus network will involve a three-year transition phase. Following the transition a shadow school bus network will provide additional capacity to an optimised urban service.

Time line

1986

Previous Tauranga urban bus service withdrawn.

MoE begins funding Tauranga urban school bus services.

2001

BOPRC re-introduces Tauranga urban bus services.

2006

BOPRC resolves to collaborate with the MoE in the transition from Ministry-funded school services to public transport services in Tauranga.

2008

BOPRC and MoE sign a memorandum of understanding on the transition of students.

2011-2012

BOPRC undertakes detailed planning for the transition.

Jan 2015

Replacement services start.

3.5 Future passenger rail

The RLTS identifies potential longer term opportunities for the development of inter-regional passenger rail services, and possibly commuter rail in the western Bay of Plenty sub-region. The RLTS also states that the viability of passenger rail depends on the development of higher density residential areas around rail corridors.

The review of the Plan found that the necessary pre-conditions for passenger rail are not currently present in the region. The viability of passenger rail will be considered again in the next review.

3.6 Assisting the transport-disadvantaged

BOPRC has specifically considered the needs of the transport-disadvantaged when preparing the Plan. The LTMA defines transport-disadvantaged as:

People 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).

BOPRC has identified a range of personal or locational attributes that are likely to restrict accessibility and/or mobility due to physical ability, financial circumstances or distance. These include:

- age (young or old),
- lack of income,
- inability to drive and/or no access to a vehicle,
- disability, or
- residential location remote from basic community activities or services.

Taking these factors into account, the following groups are considered to be more likely to be transport-disadvantaged in the Bay of Plenty region:

- people with disabilities,
- people without a driver's licence,
- children (under driving age),
- tertiary students,
- elderly,
- people with low income/beneficiaries,
- people in households without a vehicle,
- people living in 'high deprivation' neighbourhoods, and
- people living or working in isolated rural locations.

BOPRC has considered the accessibility needs of these groups and identified initiatives in the Plan to help meet those needs. The following table describes how the Plan will assist the transport disadvantaged.

	Urban	Rural
Services	▪ Frequent services with broad coverage on the Tauranga and Rotorua networks will assist the transport disadvantaged in these urban areas.	▪ Rural services which seek to maximise coverage will assist groups who are transport-disadvantaged on a locational basis. These services are designed to provide the rural transport-disadvantaged in areas outside the Tauranga and Rotorua urban areas with access to essential community goods and services. ▪ Policy 8 in the Plan supports working with rural or isolated communities to develop targeted services.
Vehicles	▪ All vehicles on the Tauranga urban network are accessible buses. ▪ Currently 50% of buses on the Rotorua urban network are accessible. BOPRC is working to increase the proportion of accessible buses in Rotorua. ▪ Service specifications in the Plan require that all vehicles used on Urban Connector Routes comply with NZTA's Requirements for Urban Buses by 1 January 2015.	▪ In some instances accessible buses have been introduced outside of the main centres. However, service specifications in the Plan recommend that vehicles used on Rural Connector routes comply with NZTA's Requirements for Urban Buses in New Zealand by 1 January 2015 (subject to available funding).

Fares	▪ Discounts for Smartride card users.
	▪ Free travel for children under 5.
	▪ Continued support for the SuperGold card off-peak free travel scheme for senior citizens (subject to government funding).
		▪ Discounts for the following groups:
		  ▪ children aged 5-15,
		  ▪ secondary and tertiary students,
		  ▪ people who are legally blind and who are members of the Royal NZ Foundation of the Blind, and
		  ▪ SuperGold card holders travelling at peak times.
		▪ Free travel for children under 5.
		▪ Continued support for the SuperGold card off-peak free travel scheme for senior citizens (subject to government funding).

Infrastructure	▪ Policies to implement the 'accessible journey' approach and best practice guidelines for public transport infrastructure.	▪ Policies to implement the 'accessible journey' approach and best practice guidelines for public transport infrastructure.

Figure 7 Assisting the transport-disadvantaged.

Part four
Objectives and policies

This chapter contains the objectives and policies to be applied to the provision of public transport services described in the preceding chapter.

The policies have been grouped into similar policy areas. Each policy area is designed to achieve a specific public transport objective for the region, and is accompanied by an explanation of the rationale for the policies and the method or methods that will be used to implement them.

4.1 Networks and services

Objective

Reliable and integrated public transport services that go where people want to go.

The network and services policies have been grouped according to patronage and coverage services. Patronage services are provided on Tauranga and Rotorua urban networks. Coverage services are provided to growth areas and in the rest of the region. Targeted services such as Total Mobility, ferries and demand responsive services are included as coverage services because they expand public transport coverage to include groups with specific transport needs.

4.1.1 Patronage services

Policy 1

Provide high quality (frequent, reliable, convenient, and efficient) urban services on Regional Strategic corridors to support urban accessibility. (BOPRC)

The service levels on Regional Strategic corridors are designed to enable public transport to compete effectively as a viable alternative transport option to the private car. Over time, service levels on Regional Strategic corridors have the potential to support increased development densities along the corridors, therefore having a positive effect on urban form.

Policy 2

Provide public transport services on Urban Connector routes to support Regional Strategic corridors. (BOPRC)

Services on Urban Connector routes support the objectives for Regional Strategic corridors. While Urban Connector services are primarily patronage driven, they also support coverage goals within the Tauranga and Rotorua urban areas.

Policy 3

Regularly review service levels on Urban Connector routes to support areas demonstrating high demand for public transport. (BOPRC)

The Optimised Transport System requires a focus on improving the efficiency of existing urban services. The policy supports this through a regular review of service levels on patronage services to enable the re-allocation of resources from under-performing areas to areas demonstrating strong patronage growth. Service reviews will be conducted according to the service level guidelines in Part 5.

4.1.2 Coverage services

Policy 4

Provide public transport services on Rural Connector routes that link to Regional Strategic corridors and maintain access to essential community goods and services. (BOPRC)

The Rural Connector network links small settlements with larger cities in the region. Rural Connector services also link with Tauranga and Rotorua urban services to form an integrated network that provides greater opportunities for people to use public transport to meet their daily travel needs. Service levels on Rural Connector routes provide at least a basic level of access to essential community goods and services.

Policy 5

Consider providing public transport services to urban growth areas with at least 15 dwellings per hectare over a developed area of at least 10 hectares. (BOPRC)

The introduction of public transport services to urban growth areas is important for growing the public transport network. However, it is important that service provision is timed correctly to ensure resource allocation delivers maximum value for money.

BOPRC will investigate the provision of Rural Connector services or demand-responsive services in cases where current demand is not sufficient to justify an Urban Connector service. This will enable public transport services to be established in the early stages of an area's development while being cost-effective for funders and users.

The policy is consistent with density requirements for greenfield development in the Bay of Plenty Regional Policy Statement.

Policy 6

Support the operation of the Total Mobility scheme (subject to government funding) in the Bay of Plenty using appropriate providers, including NZTA Approved Taxi Organisations where possible. (BOPRC)

Total Mobility enhances the community participation of people with impairments who are unable to use conventional public transport in a safe and dignified manner. The Total Mobility policy re-affirms BOPRC's continued financial support for the Total Mobility scheme providing that the local share continues to be matched by government funding.

The policy recognises that NZTA Approved Taxi Organisations meet certain criteria that enhance their effectiveness as scheme providers. Non-ATOs may be accepted as scheme providers at BOPRC's discretion, if an ATO does not provide a service in the area.

Policy 7

Consider financial support for viable ferry services in the region that provide access to essential community goods and services. (BOPRC)

BOPRC will consider financial support for ferry services that meet an identified community need for access to essential goods and services. Any ferry service proposal would need to demonstrate that there is sustainable demand, and that no viable alternative public transport option exists.

Policy 8

Work with rural or isolated communities to develop targeted, innovative transport services to improve access to essential community goods and services. (BOPRC, city and district councils, NZTA)

BOPRC recognises that shared transport services have a potential role in achieving access objectives in areas where fixed route network services don't operate. The appropriate response to an identified access need will vary between communities and locations. Any service will also have to be affordable both to users and the wider community. Demand-responsive services are one potential shared transport option for these communities.

4.1.3 Methods

The following methods will be used to implement the networks and services policies:

- Support for contracted commercial services and provision of subsidised public transport services. Continued financial and administrative support for the Total Mobility scheme.
- Financial support for ferry services where appropriate.
- Support for shared transport services where appropriate (for example: car or van pooling, community transport schemes or demand responsive services).

4.2 Fares, ticketing and information

Objective

Fares, ticketing and information systems that attract and retain customers while covering a reasonable proportion of operating costs

4.2.1 Fare box Recovery

Policy 9

Increase the region-wide fare box recovery ratio for public transport services to 35 - 40% by 2018. (BOPRC)

The fare box recovery ratio measures the proportion of total service costs that are covered by passenger fares. The fare box recovery ratio for the Bay of Plenty increased from 30% in 2009/10 to 34.6% in 2012/13.

The NZTA has developed a fare box recovery target of 50% for the country as a whole. The national target is expressed as an average, and does not require that all regions achieve 50%. The Auckland and Wellington public transport systems carry the majority of passengers in New Zealand, and as such, will have the greatest influence on achieving this target. However, there is clearly an expectation that the Bay of Plenty region will increase its fare box recovery ratio over time to better reflect benefits to users.

Fare levels can have a significant impact on patronage levels. The Tauranga and Rotorua urban services carry the majority of passengers in the Bay of Plenty. Both urban services in their current form were established relatively recently compared to other regions in New Zealand, and are therefore still developing as a preferred transport option in these centres. This growth phase is reflected in the strong patronage growth that has been achieved on both services in recent years.

The fare box recovery policy for the Bay of Plenty reflects the need to strike a balance between achieving the objectives and principles of the national fare box recovery policy, and maintaining service patronage growth to give effect to the RLTS. The target requires a higher contribution from passengers towards the overall cost of services, but at a level that will minimise the risk of undermining patronage growth.

BOPRC plans to achieve the fare box recovery target through various means including improving the efficiency of existing services, monitoring and rationalising poor-performing services, achieving patronage growth through service innovations such as real time information provision, and fare reviews.

Policy 10

Review fare levels annually to support the achievement of the fare box recovery target. (BOPRC)

This policy provides for the annual review of fare levels. This will enable fares to be adjusted to take into account observed movements in bus operating costs, and the fare revenue required to achieve the fare box recovery target.

4.2.2 Methods

The following methods will be used to implement the fares, ticketing and information policies:

- Annual fare review.
- Regular monitoring of fare box recovery.
- Implement a real time passenger information system in Tauranga.
- Upgrade the electronic ticketing system across the region.

4.2.3 Patronage services

BOPRC's approach to meeting the region's fare box recovery target is based around achieving patronage growth on urban services. This involves setting fares at appropriate levels and implementing service innovations to attract new customers.

Policy 11

Set fares on Urban Connector routes at levels that attract and retain customers and offer incentives for frequent use, while balancing user contributions against public funding. (BOPRC)

Fares on Urban Connector routes will be set at levels to maintain patronage growth while increasing the proportion of service costs that are recovered from users. This means implementing a simplified, flat fare structure with discounts for frequent use, rather than a full concessionary fare scheme.

Policy 12

Investigate, develop and implement public transport service enhancements, including region-wide integrated ticketing, and new technology that provides real-time information to users. (BOPRC, city and district councils)

The policy on ticketing and information systems is designed to attract and retain new customers. Region-wide integrated ticketing that aligns with the national integrated ticketing system that is being developed will provide users with a more seamless public transport service and encourage multiple trips.

Real-time information systems improve the perceived reliability of public transport for regular users by removing the doubt around bus arrival times. Real-time information also informs potential users on routes, locations and timetables, helping to increase public transport patronage.

Policy 13

Promote public transport as the preferred mode for travel in urban centres. (BOPRC, city and district councils)

Service improvements will need to be supported by marketing campaigns that highlight the advantages of public transport as a daily travel option.

4.2.4 Coverage services

Policy 14

Set fares on Rural Connector routes at levels that attract customers and recognise the needs of the transport-disadvantaged, while balancing user contributions against public funding. (BOPRC)

Fares on Rural Connector routes will be based on distance travelled, and users defined as transport-disadvantaged will be eligible for concessions.

4.2.5 Methods

The following methods will be used to implement the fares, ticketing and information policies:

- Fare discounts for frequent users of Urban Connector routes.
- Concessionary fares for the transport-disadvantaged on Rural Connector routes.
- Integrated ticketing.
- Real-time information systems (for example: electronic bus stop signs, text messaging, website, smartphone applications).
- Wireless internet access on targeted Urban Connector commuter services.
- Provision of up-to-date information and journey planner tools on the internet.
- Public transport marketing campaigns.

4.3 Contracting procedure

Objective

A procurement system that enables efficient and effective delivery of the desired network of public transport services

Policy 15

Implement a procurement system that is consistent with the Public Transport Operating Model

Procurement arrangements for public transport services in the Bay of Plenty will implement PTOM. Services have been divided into units which will form the basis of future contracts. The units are based on complete routes and it will not be possible for a service provider to operate only parts of a unit.

Units will be established using the following principles:

- A “marketable whole” servicing key destinations, targeting certain demographics including the transport-disadvantaged,
- Establishing units in a manner that maintains a competitive and attractive market with a range of unit sizes across the region,
- Emphasis on financial returns generated by services and innovation,
- Exclusivity of operation, and
- Economic efficiency and operational efficiency.

4.4 Infrastructure

Objective

High quality and accessible public transport infrastructure that supports safe and comfortable travel.

Combining service innovation with high quality and accessible public transport infrastructure will be critical to achieving patronage growth and the region's fare box recovery target.

Primary responsibility for public transport infrastructure lies with city and district councils, or the NZTA in the case of state highways. However, public transport infrastructure and associated pedestrian networks can have a significant impact both on journey times and people's ability to access public transport. Therefore, integrated planning between the various agencies involved will be necessary to ensure that public transport infrastructure supports the services in this Plan.

Policy 16

Investigate, develop and implement bus priority measures on Regional Strategic corridors (city and district councils, BOPRC, NZTA).

The bus priority policy is designed to complement service innovations by reducing journey times and improving reliability on Regional Strategic corridors. The bus priority measures that are developed will align with established network strategies for the Regional Strategic corridors.

Policy 17

Implement the 'accessible journey' approach to public transport by providing infrastructure and information that enables all people to access public transport services. (City and district councils, BOPRC, NZTA)

Implementing the 'accessible journey' approach will assist in achieving the access and mobility outcomes in the RLTS.

Policy 18

Develop and implement best practice guidelines for the installation and maintenance of public transport infrastructure. (BOPRC, city and district councils, NZTA)

Developing and applying consistent region-wide standards for public transport infrastructure is one means of achieving the 'accessible journey'.

4.4.1 Methods

The following methods will be used to implement the infrastructure policies:

- Bus priority measures (for example: bus lanes, bus stop rationalisation, bus boarders, bus signals or signal pre-emption).
- Park and rides.
- Increasing the availability of accessible buses.
- Best practice guidelines for public transport infrastructure.
- Roadside and footpath maintenance and upgrades.
- Signs and information that cater for the sight impaired.
- Investigation into bike racks on buses.

Part five
Service levels

The Bay of Plenty Regional Council has developed the following guidelines to assist with determining the service levels that will apply to the different layers of the regional strategic public transport network.

The guidelines are designed to establish service levels that retain existing users and attract new users on Regional Strategic corridors and Urban Connector routes, while providing a consistent level of service on Rural Connector routes. Please note that the guidelines do not preclude different service levels being provided in some circumstances.

5.1 Regional Strategic Corridors

	Weekdays			Weekends and Public Holidays
Hours of operation	Monday – Thursday 6 am – 10 pm Friday 6 am – 11 pm			7 am – 7 pm
Period	Peak	Interpeak	Evenings	
	7 am – 9:30 am 3:30 pm – 5:30 pm	9:30 am – 3:30 pm	After 6 pm	
Service type	Limited Stop + All Stop	All Stop	All Stop	All Stop
Frequency	5 – 15 minutes	10 – 30 minutes	30 – 60 minutes	30 minutes

5.2 Urban Connector Services

	Weekdays			Weekends and Public Holidays
Hours of operation	Monday – Thursday 6 am – 10 pm Friday 6 am – 11 pm			7 am – 7 pm
Period	Peak	Interpeak	Evenings	
	7 am – 9:30 am 3:30 pm – 5:30 pm	9:30 am – 3:30 pm	After 6 pm	
Service type	All Stop	All Stop	All Stop	All Stop
Frequency	20 – 30 minutes	30 minutes	30 – 60 minutes	30 – 60 minutes

5.3 Rural Connector Services

Hours of operation	Monday – Saturday 7 am – 6 pm
Service type	All Stop + Hail and Ride
Frequency	At least 2 return trips per week

5.4 School Connector Services

Hours of operation	Monday – Friday 7 am – 8:30 am and 2:30 am – 5 pm
Service type	All Stop + Hail and Ride
Frequency	During school term only, at least two return trips per school day

5.5 Frequency adjustment

Bus service provision on Urban Connector routes is generally focused on achieving patronage goals. Collectively, Urban Connector routes also contribute to enhanced service levels on Regional Strategic corridors.

Patronage considerations will therefore be the primary driver for changes to bus service frequency on Urban Connector routes. The thresholds for considering an increase or reduction in services on Urban Connector routes are shown in Figure 8.

In cases where an Urban Connector route does not meet the minimum thresholds for maintaining existing service levels, BOPRC will take the following actions before deciding to reduce or remove the service:

- Investigate the market potential of the service.
- Identify and assess options to improve the service to attract patronage (for example, route changes, promotional activities or roadside infrastructure improvements).
- Consider other ways of delivering the service (for example, a demand-responsive service).
- Consider combining the service with others or truncating the service at a key stop or destination.
- Consider providing a lower level of service than the minimum guidelines if adjustments cannot ensure the service meets the minimum patronage threshold.
- Monitor changes in patronage levels.

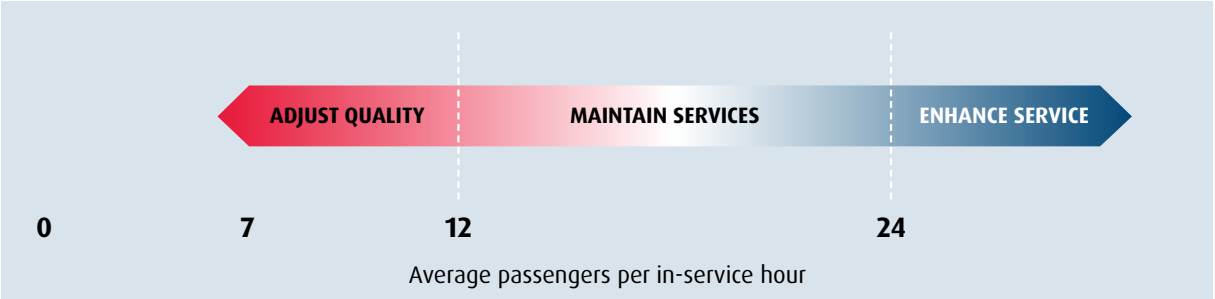


Figure 8 Patronage thresholds for urban connector routes

5.6 Service specifications

5.6.1 Regional strategic public transport network

Subject to the service level guidelines in this Plan, BOPRC proposes to provide services on the regional strategic public transport network according to the following specifications.

Key

Service Type

(RS) Regional Strategic,
(UC) Urban Connector,
(RC) Rural Connector

Fare Structure

(FF) Flat fare,
(DB) Distance based

Concessions

(C) Children under 5 travel free
(S) SuperGold card holders travel free off-peak
(SR) Discount for holders of Smartride cards
(TD) 40% concession for the following groups: children 5-15,secondary and tertiary students; people who are: legally blind and who are members of the Royal NZ Foundation of the Blind, SuperGold card holders. Travelling at peak times.

Vehicles

(M) Mandatory compliance with NZTA Requirements for Urban Buses by 1 January 2015
(R) Recommended compliance with NZTA Requirements for Urban Buses by 1 January 2015

Network	Area served	Service type	Fare structure	Concessions	Vehicles
Tauranga	Airport	RS, UC	FF	SR, C, S	M
	Arataki	RS, UC	FF	SR, C, S	M
	Avenues	RS, UC	FF	SR, C, S	M
	Bayfair	RS, UC	FF	SR, C, S	M
	Bellevue	UC	FF	SR, C, S	M
	Belvedere	UC	FF	SR, C, S	M
	Bethlehem	UC	FF	SR, C, S	M
	Brookfield	UC	FF	SR, C, S	M
	Cherrywood	UC	FF	SR, C, S	M
	City	RS, UC	FF	SR, C, S	M
	Fraser Cove	RS, UC	FF	SR, C, S	M
	Gate Pa	RS, UC	FF	SR, C, S	M
	Greerton	RS, UC	FF	SR, C, S	M
	Hairini	RS, UC	FF	SR, C, S	M
	Judea	UC	FF	SR, C, S	M
	Matapihi	RC	FF	SR, C, S	M
	Matua	UC	FF	SR, C, S	M
	Maungatapu	UC	FF	SR, C, S	M
	Merivale	RS, UC	FF	SR, C, S	M
	Mount Maunganui	RS, UC	FF	SR, C, S	M
	Ohauiti	RS, UC	FF	SR, C, S	M
	Ōmanu	RS, UC	FF	SR, C, S	M
	Otumoetai	UC	FF	SR, C, S	M
	Pāpāmoa	RS, UC	FF	SR, C, S	M
	Pāpāmoa East	RS, UC	FF	SR, C, S	M
	Pyes Pa	RS, UC	FF	SR, C, S	M
	Sunvale	RS, UC	FF	SR, C, S	M

Network	Area served	Service type	Fare structure	Concessions	Vehicles
Tauranga	Sterling Gate	UC	FF	SR, C, S	M
	Tauranga Hospital	RS, UC	FF	SR, C, S	M
	Tauranga Schools	RS, UC	FF	SR, C	M
	Tauriko	RS, UC	FF	SR, C, S	R
	Welcome Bay	RS, UC	FF	SR, C, S	M
	Windermere	RS, UC	FF	SR, C, S	M
Rotorua	Fairy Springs	RS, UC	FF	SR, C, S	M
	Fenton Park	RS, UC	FF	SR, C, S	M
	Fordlands	UC	FF	SR, C, S	M
	Glenholme	RS, UC	FF	SR, C, S	M
	Hillcrest	UC	FF	SR, C, S	M
	Kawaha Point	RS, UC	FF	SR, C, S	M
	Koutu	RS, UC	FF	SR, C, S	M
	Lynmore	RS, UC	FF	SR, C, S	M
	Mangakakahi	RS, UC	FF	SR, C, S	M
	Mitchell Downs	UC	FF	SR, C, S	M
	Ngapuna	RS, UC	FF	SR, C, S	M
	Ngongotaha	RS, UC	FF	SR, C, S	M
	Ohinemutu	RS, UC	FF	SR, C, S	M
	Owhata	RS, UC	FF	SR, C, S	M
	Pleasent Heights	UC	FF	SR, C, S	M
	Pomare	RS, UC	FF	SR, C, S	M
	Pukehangi	UC	FF	SR, C, S	M
	Rotorua Airport	RS, UC	FF	SR, C, S	M
	Selwyn Heights	UC	FF	SR, C, S	M
	Springfield	UC	FF	SR, C, S	M
	Sunnybrook	UC	FF	SR, C, S	M
	Tihi-o-Tonga	UC	FF	SR, C, S	M
	Utuhina	UC	FF	SR, C, S	M
	Western Heights	UC	FF	SR, C, S	M
	Whakarewarewa	UC	FF	SR, C, S	M

Network	Area served	Service type	Fare structure	Concessions	Vehicles
Rural	Edgecumbe	RC	DB	TD, C, S	R
	Kaingaroa	RC	DB	TD, C, S	R
	Katikati	RC	DB	TD, C, S	R
	Kawerau	RC	DB	TD, C, S	R
	Kutarere	RC	DB	TD, C, S	R
	Maketu	RC	DB	TD, C, S	R
	Matatā	RC	DB	TD, C, S	R
	Matapihi	RC	FF	TD, C, S	R
	Murupara	RC	DB	TD, C, S	R
	Ōhope	RC	DB	TD, C, S	R
	Okere Falls	RC	DB	TD, C, S	R
	Omokoroa	RC	DB	TD, C, S	R
	Ōpōtiki	RC	DB	TD, C, S	R
	Paengaroa	RC	DB	TD, C, S	R
	Taneatua	RC	DB	TD, C, S	R
	Te Kaha	RC	DB	TD, C, S	R
	Te Puke	RC	DB	TD, C, S	R
	Waihau Bay	RC	DB	TD, C, S	R
	Waihi Beach	RC	DB	TD, C, S	R
	Whakatāne	RC	DB	TD, C, S	R
	Whangaparaoa	RC	DB	TD, C, S	R

Figure 9 Service specifications

5.6.2 Units

All bus and ferry services in the Bay of Plenty have been segmented into units and will be provided under exclusive contracts. This Plan will identify the principles for establishing the region's units, the policies for procuring units and the services that council intends to assist financially. The units below have been established using an analysis of options and discussions with key stakeholders. Future units will be established based on community demand analysis of service options and consultation.

The following table describes the region's units:

Unit	Service Level	Description	Commencement
Northern Corridor	Rural Connector Routes	Katikati/Omokoroa - Tauranga	31 January 2015
Eastern Corridor	Rural Connector Routes	Ōhope - Whakatāne Ōpōtiki – Whakatāne Kawerau – Whakatāne Matatā – Whakatāne Whakatane – Tauranga	30 June 2015
		Pōtaka- Opotiki	29 September 2015
Tauranga Eastern	Urban Connector, strategic and school routes	Tauranga Urban and school routes east of harbour bridge. Te Puke services.	July 2018
Tauranga Western	Urban Connector strategic and school routes	Tauranga Urban and school routes west of harbour bridge.	July 2018
Western Bay Innovation	To be confirmed	Unit to support future deployment of self-drive, electric, hybrid, or other innovative vehicles or services in the Western Bay (such as on demand community vans).	July 2018
Rotorua	Urban Connector Rural Connector Routes	Rotorua urban Murupara - Rotorua	29 June 2014
Matakana Ferry	Rural Connector Routes		29 June 2014
Twin City	Commercial Unit	Rotorua to Tauranga	Current

5.6.3 Total Mobility

Discount	Registered users of the scheme are eligible for a 50% discount on taxi fares to a maximum of $25 on any trip.
Areas serviced	Tauranga, Te Puke, Rotorua, Kawerau, Whakatane, Opotiki and adjacent rural areas.
Hours of operation	Seven days a week, 24 hours per day. Reduced service offered in Kawerau and Opotiki.
Wheelchair services	Wheelchair services are offered in Tauranga, Rotorua and Whakatane.

Figure 10 Total Mobility service specifications.

Part six
Investment and funding

This chapter considers future public transport investment and funding in the region. The first section provides a general overview of where land transport investment needs to be focused to implement the preferred strategic option in the RLTS. The second section establishes the specific priorities for investment in public transport services necessary to give effect to the RLTS. The third section considers the level of public transport funding likely to be available within the region for the period covered by the Plan.

6.1 Recommended investment focus

In general terms, giving effect to the RLTS strategic option of an Optimised Transport System means focusing on a number of different investment categories (Figure 11).

Implementing the sustainable transport component of the Optimised Transport System will require higher levels of investment in public transport in urban areas (together with walking and cycling).

Modelling of travel demands during the development of the RLTS found that increased use of these modes would contribute to economic development outcomes by improving the effectiveness and efficiency of the wider road network, it would also future-proof the transport system against different energy and transport demand scenarios[3].

More specifically, the Optimised Transport System supports public transport investment designed to improve urban services and infrastructure. Initially, the focus should be on improving the efficiency of existing urban services. However, additional investment will be necessary over time to improve service levels on priority routes in Tauranga and Rotorua. Investment may also be required to expand services into new development areas within these centres.

In Tauranga, the transitioning of children from school bus services is likely to place extra strain on the road network if the bus network has insufficient capacity. This may also require additional investment, at least in the short term.

Improved service levels in the region's urban centres will need to be supplemented by new infrastructure, including new interchanges in central locations, real-time information, integrated ticketing, bus priority measures, additional bus stop infrastructure, and park and rides.

Optimised Transport System	Investment focus
Land use and transport integration	Road network – connectivity
Demand management	Demand management
Freight management	Rail network Road network – freight
Road improvements	Road network – route security Road network – quality and maintenance
Road safety	Road network – safety
Sustainable transport improvements	Public transport Walking and cycling

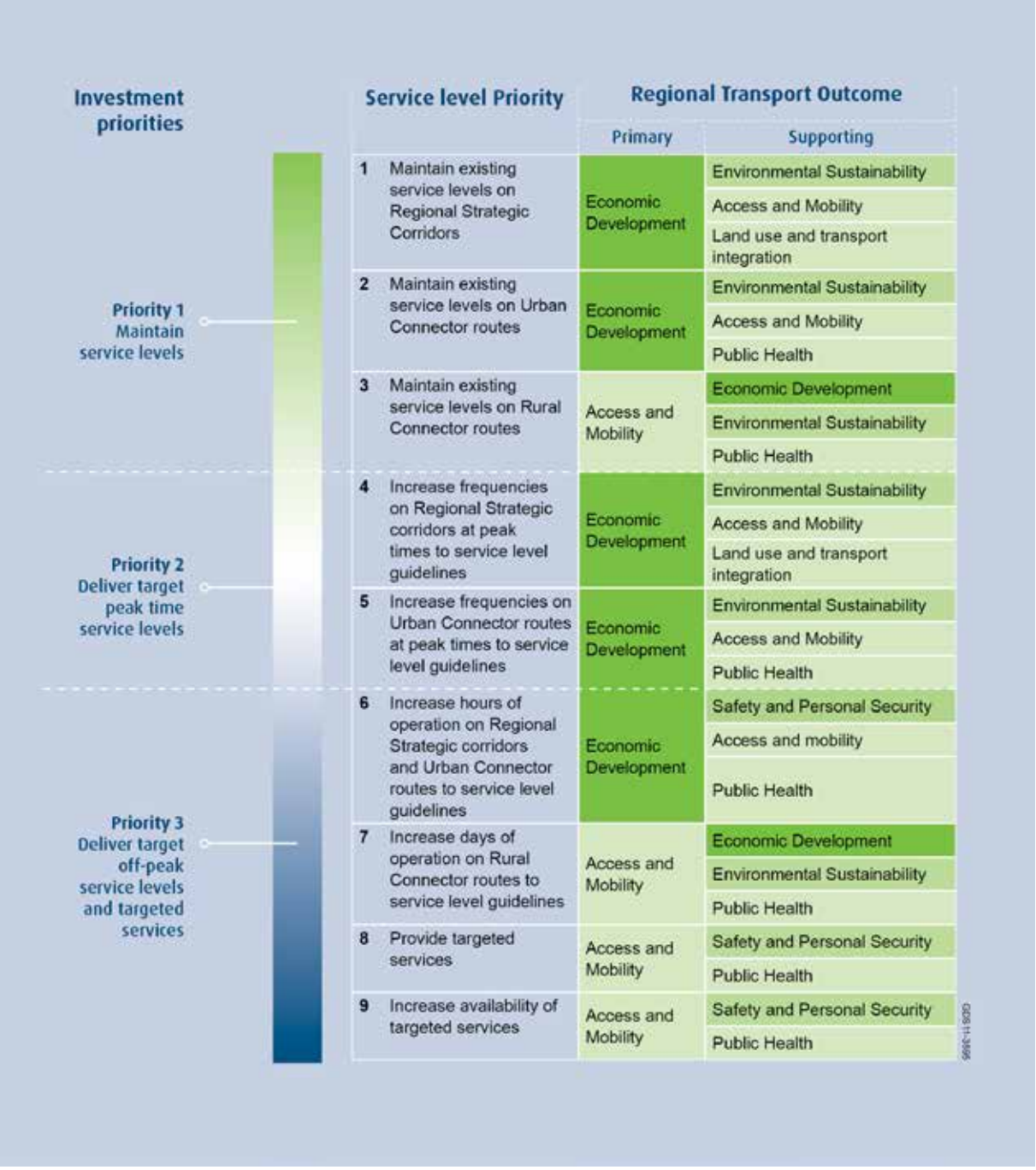
Figure 11 Investment focus for the Optimised Transport System

Continued support for rural services is also necessary to provide people with access to essential community goods and services, including the education and employment opportunities that will enable people in smaller centres and rural areas to contribute to the regional economy. While fixed services should continue to operate between settlements, there is also the potential to provide more flexible demand-responsive services for different groups of users.

[3] See Bay of Plenty Regional Land Transport Strategy Supporting Paper No.6: Bay of Plenty Transport Futures Study.

6.2 Investment priorities

Public transport investment priorities are detailed in Figure 12. These translate the public transport components of the Optimised Transport System into specific investment priorities for the region's public transport services. This provides a framework for decision-makers when trade-offs need to be made on the allocation of funding for services. Figure 12 also shows the contribution to regional transport outcomes expected from each investment type.



Service level Priority		Regional Transport Outcome	
		Primary	Supporting
1	Maintain existing service levels on Regional Strategic Corridors	Economic Development	Environmental Sustainability Access and Mobility Land use and transport integration
2	Maintain existing service levels on Urban Connector routes	Economic Development	Environmental Sustainability Access and Mobility Public Health
3	Maintain existing service levels on Rural Connector routes	Access and Mobility	Economic Development Environmental Sustainability Public Health
4	Increase frequencies on Regional Strategic corridors at peak times to service level guidelines	Economic Development	Environmental Sustainability Access and Mobility Land use and transport integration
5	Increase frequencies on Urban Connector routes at peak times to service level guidelines	Economic Development	Environmental Sustainability Access and Mobility Public Health
6	Increase hours of operation on Regional Strategic corridors and Urban Connector routes to service level guidelines	Economic Development	Safety and Personal Security Access and mobility Public Health
7	Increase days of operation on Rural Connector routes to service level guidelines	Access and Mobility	Economic Development Environmental Sustainability Public Health
8	Provide targeted services	Access and Mobility	Safety and Personal Security Public Health
9	Increase availability of targeted services	Access and Mobility	Safety and Personal Security Public Health

Figure 12 Investment priorities for public transport services

6.3 Funding

In preparing the Plan, BOPRC was required to take into account the amount of public transport funding likely to be available within the region for the period covered by the Plan. This enables BOPRC to identify the likely resources available to give effect to the RLTS, and how those resources should be allocated to achieve best value for money.

The cost of delivering public transport services in the region is currently split between the following sources:

- revenue generated from the fares paid by public transport users,
- funding sourced from the National Land Transport Fund, which is administered by the NZTA, and
- funding from the Bay of Plenty Regional Council (comprising rates and general funding).

Additional funding from other sources has not been identified to date. Consequently, the estimate of public transport funding for the region is based on the three existing funding sources (SuperGold card funding sourced from the Ministry for Social Development is included in the proportion administered by the NZTA).

The public transport funding likely to be available within the region is shown in Figure 13. This takes into account expected operating expenditure, the proportion of costs likely to be recovered from users, and estimates of funding from national and regional sources. The following sections outline the assumptions underlying each estimate.

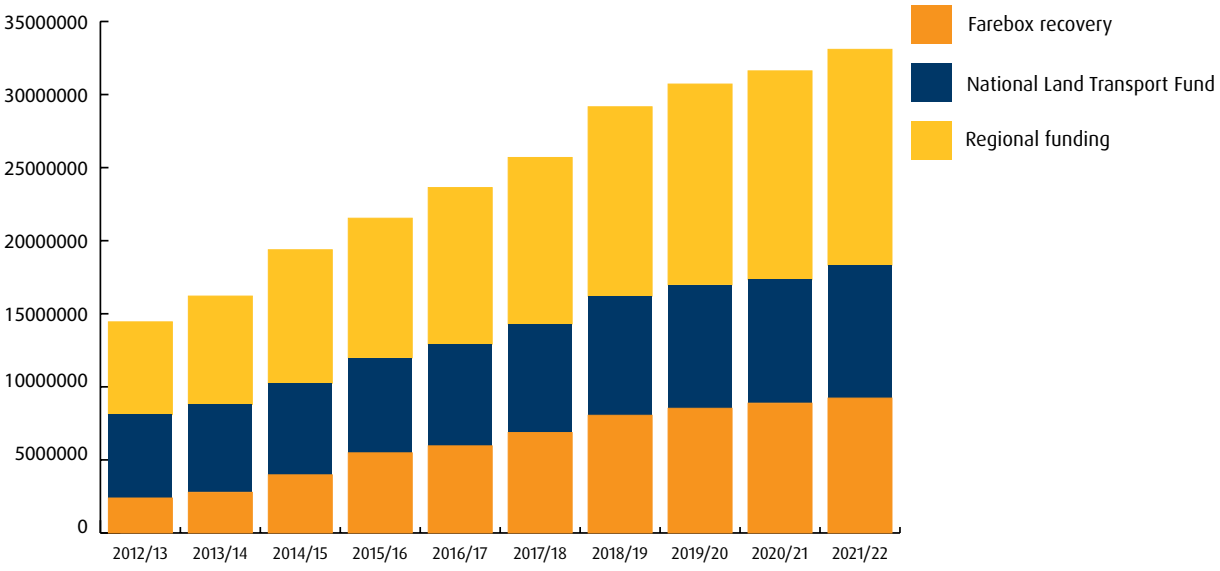


Figure 13 Estimated public transport funding available within the Bay of Plenty region 2012 – 22

6.3.1 Operating expenditure

The estimate of operating expenditure has been derived from a patronage-driven operating model which is based on the following assumptions:

- population projections for Tauranga and Rotorua urban areas are realised,
- historical levels of per capita public transport trip growth continue, and
- there will be additional investment in urban services that exceed 24 passengers per in-service hour[4].

6.3.2 Fare revenue

The fare box recovery ratio for the Bay of Plenty was 30% in 2009/10. BOPRC has set a target to achieve a fare box recovery of 35-40% by 2018[5]. The estimate of revenue generated from fares assumes that the mid-point of this fare box recovery target will be achieved by 2018.

6.3.3 Government funding

GPS 2012 describes the Government's transport investment priorities. The GPS provides a national picture of how much funding will be allocated to public transport from the National Land Transport Fund.

GPS 2012 signals a continuing focus on economic growth and productivity, and on achieving value for money in the delivery of land transport services. The GPS also signals that while, nationally, funding for public transport is expected to track at similar levels to previous years, there is likely to be an increased focus on public transport in Auckland and Wellington. This suggests that there will be a constrained government funding environment for public transport in the region over the life of this Plan.

The estimate of government funding likely to be available within the region for the period of this Plan is based on the funding ranges for public transport services in GPS 2012. The estimate assumes that:

- government funding for all Bay of Plenty services will only increase at a nominal rate of inflation (3%), and that
- government funding will match BOPRC funding for the cost of providing additional services on the Tauranga urban network.

6.3.4 Regional funding

BOPRC provides financial assistance for all contracted public transport services in the region. The source of the financial assistance differs depending on the type of service. BOPRC's contribution to Rotorua and Tauranga urban services is currently split between targeted rates (70%) and general funding (30%). BOPRC's contribution to all other contracted public transport services in the region comes solely from general funding.

The estimate of regional funding likely to be available is the difference between estimated operating expenditure and the combined total of fare revenue and government funding. This assumes that BOPRC will fund the remaining proportion of the cost of providing services.

6.3.5 Additional funding sources

A constrained funding environment for public transport means it would be prudent to explore additional funding sources to the three major sources identified in the funding estimate. Other funding options include:

- parking revenues,
- increased advertising on vehicles and infrastructure,
- development contributions,
- funding from other government sources,
- increasing the spread of funding across a greater range of agencies,
- partnerships with, for example, tertiary institutions, and
- different forms of rating.

[4] See frequency adjustment thresholds in Part 5.

[5] See farebox recovery policy in Part 4.

Part seven
Procurement methodology

This section contains the procurement methodology for services in the Bay of Plenty, along with the obligations regarding registration of exempt services.

The plan will ensure the appropriate allocation of roles, responsibilities, and risk between Council and operators, using the PTOM:

- Ensure service continuity to the travelling public
- Identify specific services (if appropriate) that are exempt from PTOM contracts
- Adopt a partnering approach to network planning and service changes
- Manage the transition from current contracts to the future PTOM contracting environment
- Ensure that exempt services do not adversely affect the wider public transport network

The Bay of Plenty Regional Council intends to phase in PTOM immediately, commencing at the expiry of the current contracts. Full implementation of PTOM compliant units will be completed within three years.

7.1 Registration of exempt services

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

- inter-regional public transport services,
- a public transport service, that:
  - begins, or is to begin, operating after the plan is adopted,
  - is not identified in the plan as integral to the public transport network, and
  - operates without a subsidy for the provision of the service.
- ferry services, registered with council as a commercial public transport service before 30 June 2011,
- bus services, registered with council as a commercial public transport service before 30 June 2011 that did not offer fares in accordance with the fare schedule published by the regional council,
- a public transport service that began operating after 30 June 2011 that is not identified in the Plan and operates without a subsidy, and
- a public transport service that is specified as exempt by an Order in Council.

The majority of public transport services operating in the Bay of Plenty are contracted by BOPRC and receive some form of financial assistance. There are some exempt services that operate without any financial support from BOPRC. As these services operate independently, operators are able to set fares, timetables and routes as they see appropriate. The LTMA does however, enable regional councils to require information from operators of commercial units, where these are included in the Plan for public transport planning, contracting, and monitoring purposes. BOPRC's general approach is that there is no need to intervene in the provision of an exempt public transport service.

If BOPRC considers that a contracted commercial public transport unit does not meet the needs of the community, BOPRC and the operator will review the service. Following the review, if improvements cannot be made commercially, BOPRC may choose to intervene by developing a unit and providing a concessionary fare scheme or to offer improved services by way of competitive tender and securing a contracted operator.

7.1.1 Registration, variation and withdrawal

BOPRC must keep a current register of all exempt public transport services operating in the region and all public transport services contracted by the Council. BOPRC may decline to register an exempt public transport service on the grounds identified in Section 133 of the LTMA, for example, environmental factors or material adverse effects on the viability of a contracted service.

The public transport services that BOPRC proposes be provided in this region are specified in Part 5. These service specifications may include commercial units that, if not provided commercially, BOPRC would operate as contracted public transport services. Exempt services are not included in the Plan.

7.2 Public Transport Operating Model

Council is committed to supporting the implementation of the public transport operating model (PTOM). PTOM establishes a new policy framework for planning and contracting public transport.

PTOM requires all services in a region to be segmented into units and provided for under exclusive contracts to the regional council. Services that do not form part of a region's core urban public transport network will be exempt from operating under contracts and will be identified as exempt services.

Council will identify units in their regional public transport plan (RPTP), along with the policies on procuring units, and the public transport services, taxis and shuttles that regional councils intend to provide. There will be a principle-based approach to establishing units. The process for establishing for future units will be through identification of service demand, application of the unit establishment principles and then inclusion in the Plan, which will require community consultation.

7.2.1 Collaborative approach

A collaborative approach with operators is supported through the use of regular relationship meetings and annual business planning processes. Financial incentives mechanisms will be utilised for good performance and will be provided alongside penalties for poor performance. Benchmarking will be used to monitor performance. We will also look for opportunities to partner with other regional councils for technology solutions and professional services, where this is practical.

7.2.2 Contract length

The length of any contract let plays an important part on the price of that contract. Longer contract terms are generally more attractive to tenderers and allow a greater period over which to spread capital costs. It is proposed that the school bus services will have a transition phase of three years to allow council to better understand the levels of demand.

The initial contract terms proposed for units in this Plan will be designed to spread future tendering rounds to improve access to the regional public transport market. In the implementation phase these may be shorter than the NZTA indicative requirement of nine years. Rural contract lengths will be determined using a combination of desirable contract length combined with regular tendering to market.

7.2.3 Contract size

The size of contracts will be established through the process of establishing units. The principles for this are:

- A "marketable whole" servicing key destinations, targeting certain demographics including the transport disadvantaged,
- Establishing units in a manner that maintains a competitive and attractive market with a range of unit sizes across the region,
- Emphasis on financial returns generated by services and innovation,
- Exclusivity of operation, and
- Economic efficiency and operational efficiency.

7.2.4 Vehicle Specifications

The quality of vehicles plays an important part in the success of a public transport service. Vehicles should be reliable, attractive, accessible and well maintained. Council is committed to implementing NZTA's Requirements for Urban Buses (RUB standard) in Tauranga. The school bus services are proposed initially to use the MoE approach to ensure vehicle quality and safety.

7.2.5 Procurement approach

The preference is for the price quality method of tender evaluation to be used for public transport service. The services will be provided using the partnering delivery model as specified by NZTA with a financial incentive mechanism, as this allows greater flexibility for service changes. Other tendering approaches will be considered where these can meet value for money objectives.

Part Eight
Monitoring and Review

This chapter contains the objectives and policies to be applied to the provision of public transport services described in the preceding chapter.

The policies have been grouped into similar policy areas. Each policy area is designed to achieve a specific public transport objective for the region, and is accompanied by an explanation of the rationale for the policies and the method or methods that will be used to implement them.

8.1 Monitoring

The purpose of monitoring is:

- to measure how successful the Plan has been in meeting its objectives, and
- to measure the performance of services.

8.1.1 RLTS public transport targets

A set of high level public transport targets has been developed for the RLTS (Figure 14). This Plan is designed to help achieve these targets and they will be used as a measure of its effectiveness. There will be an annual report on performance against these targets.

RPTP Objective	Regional Transport Outcomes		RLTS Target
	Primary	Supporting	
Reliable and integrated public transport services that go where people want to go. Fares, ticketing and information systems that attract and retain customers while covering a reasonable proportion of operating costs.	Economic Development	Environmental Sustainability	Increase daily mode share for public transport on identified Regional Strategic Transport routes above 2010 levels.
			Increase public transport journey to work mode shares above 2006-10 levels (five year rolling average).
	Access and mobility	Land Use and Transport Integration	Increase annual trips per person on public transport above 2009-10 levels.
			Increase total trip legs travelled by public transport above 2005-09 levels (five year rolling average).
High quality and accessible public transport infrastructure that supports safe and comfortable travel.			Increase the overall perception of public transport as a mode of travel relative to the private vehicle above 2009-10 levels.
	Safety and Personal Security	Public Health	Increase the perceptions of safety and security using public transport above 2010 levels.

8.1.2 Public transport service monitoring

BOPRC will also monitor the performance of services to ensure they contribute to the objectives of the Plan. BOPRC will measure the performance of services against the following key performance indicators[6]:

Service Delivery

- Patronage – number of passenger boarding's per trip and by category.
- Fare box revenue – fare box revenue by time period.
- Service reliability – scheduled trips completed in full.
- Service punctuality – trip start, en route and at destination.
- Customer satisfaction – for both public transport users and non-users

Public Transport Operating Model

- Contract negotiations
- Average number of qualifying bids/tenderers
- % of tenders with only one bid
- Operator turnover of contracts

Procurement measures

- Reporting timeliness – number of supplier reports delivered within timeframes.
- Service inputs – in-service bus hours and kilometres delivered.
- Safety and security – maintenance of an up-to-date incident register.
- Fleet composition – conformance with fleet composition in contract.
- Complaints – percentage cleared within 10 working days.
- BOPRC will also monitor the fare box recovery ratio on an annual basis to support achievement of the fare box recovery target[7].

8.2 Information requirements

BOPRC will comply with the legislative requirements in the LTMA for information disclosure and requiring information from operators. The LTMA allows regional councils to require an operator of a unit to provide the regional council with patronage data and fare revenue data. BOPRC must make public the patronage data and data which shows the extent to which the unit is subsidised.

Regional Council will disclose fare revenue data excluding where it is commercially sensitive, except to registered tenderers; the organisation's professional advisers; for the purposes of monitoring and reporting; and to NZTA.

[6] A full definition of the key performance indicators is contained in the NZTA's General Circular- Investment 13/01

[7] See Policies 8 and 9.

8.3 Review

BOPRC is required to review the Plan at intervals not exceeding three years. Any review must be related as much as possible to the timing of associated documents such as the GPS, RLTS, Bay of Plenty Regional Land Transport Programme (RLTP) and/or Long Term Plans (LTPs).

If BOPRC is not reasonably satisfied that the plan fulfils these requirements, then a variation to the Plan will be required. BOPRC will determine the significance of any variation according to the policy on significance outlined in the following section.

Any variation that is not significant can be made without the need for full public consultation. However, BOPRC is still obliged to follow the consultation principles in Section 82 of the Local Government Act, and consult persons who may be affected by the proposed variation, including public transport operators.

8.3.1 Policy on significance

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

The Plan can be varied at any time but consultation will be required in accordance with Section 124 of the LTMA if the variation is significant. The significance of any proposed variation will be made on a case by case basis. When making a decision on significance, the Regional Council will consider the following matters:

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

Matters that are considered significant include:

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

Matters that are not considered significant include:

- the addition, removal or amendment of any matter that has already been consulted on in accordance with Section 124 of the LTMA,
- the 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, and
- minor editorial changes to the Plan.

Appendices


438
FREQUENCY
IS FREEDOM
Greerton to
Tauranga
Every 15 minutes*
* During daytime hours on weekdays
baybopper
DHU865

Appendix 1 – Glossary

Term/acronym	Meaning
Approved Taxi Organisation	A taxi organisation that is approved by the NZTA and which meets specific operating requirements.
ATO	Approved Taxi Organisation
BOPRC	Bay of Plenty Regional Council
GPS	Government Policy Statement on Land Transport Funding
LTMA	Land Transport Management Act
Long Term Plan	A plan prepared by all local authorities under the Local Government Act and covering a period of at least ten years. *Also known as Ten Year Plan.*
MoE	Ministry of Education
National Land Transport Fund	The set of resources, including land transport revenue, that are available for land transport activities under the National Land Transport Programme.
National Land Transport Programme	A three-yearly programme of investment in land transport infrastructure and services from the National Land Transport Fund.
NLTF	National Land Transport Fund
NLTP	National Land Transport Programme
NZTA	New Zealand Transport Agency
PTOM	Public Transport Operating Model
Regional Council	Bay of Plenty Regional Council
RLTP	Bay of Plenty Regional Council Land Transport Programme
RLTS	Bay of Plenty Regional Land Transport Strategy
RPTP	Bay of Plenty Regional Public Transport Plan
Smartride card	An electronic debit card that enables users to load credit and receive discounts on public transport.
SuperGold card	A discounts and concessions card issued free to all New Zealand residents aged 65 years and over and those under 65 years receiving a Veteran's Pension or New Zealand Superannuation, in recognition of their contribution to New Zealand society. SuperGold card holders receive free off-peak public bus travel.
Ten Year Plan	A plan prepared by all local authorities under the Local Government Act and covering a period of at least 10 years. Also known as Long Term Plan
The Plan	Bay of Plenty Regional Public Transport Plan
Total Mobility	A nationwide scheme that provides a subsidised taxi service to people with serious mobility constraints.

Appendix 2 – Giving effect to the RLTS

The Plan must give effect to the public transport components of the RLTS. The following table identifies the individual public service components of the RLTS and sets out how the Plan gives effect to them.

RLTS 2011-41 Public transport component	How this plan gives effect
Overall approach	
Regional Strategic Transport Network - Public Transport	▪ The Plan identifies the Regional Strategic Transport Network – Public Transport, which is subsequently used as the basis for network planning principles, policies and methods, service level guidelines and investment priorities.
Role of the modes	
Bus ▪ Increasingly important transport option in main urban centres. ▪ Emphasis on medium distance journeys within urban areas. ▪ Continuing role to play in providing connections between urban centres and smaller settlements.	▪ The layered service approach and service level guidelines for each layer in the Plan (Regional Strategic, Urban Connector, Rural Connector) are based on the role for buses identified in the RLTS.
Light commercial / van ▪ Potential role in the development of community-led and demand-responsive shared transport services.	▪ Policy 8 in the Plan provides for the consideration of community led or demand-responsive shared transport services.
Rail ▪ Potential longer term opportunities for the development of inter-regional passenger services, and possibly commuter rail in the western Bay of Plenty sub-region. ▪ To be viable, commuter rail would need to be supported by the development of higher density residential nodes around rail corridors.	▪ The RLTS identifies a possible longer term role for passenger rail, providing it is supported by appropriate land-use. ▪ The necessary pre-conditions for passenger rail are not currently present in the region. The viability of passenger rail will be considered again in the next review of the Plan.

Policies	
Policy 18 - Provide high quality (frequent, reliable, convenient, and efficient) urban services on Regional Strategic public transport corridors to support urban accessibility. (BOPRC)	▪ Replicated in Policy 1 of the Plan.
Policy 19 - Provide public transport services on Urban Connector routes to support Regional Strategic public transport corridors. (BOPRC)	▪ Replicated in Policy 2 of the Plan.
Policy 20 - Investigate, develop and implement bus priority measures on Regional Strategic public transport corridors. (City and district councils, BOPRC, NZTA)	▪ Replicated in Policy 13 of the Plan.
Policy 22 - Investigate, develop and implement public transport service enhancements, including region-wide integrated ticketing and new technology to provide real-time information to users. (BOPRC, city and district councils)	▪ Replicated in Policy 12 of the Plan.
Policy 23 - Investigate viable funding sources for walking, cycling, public transport and rail activities where national funding is not available or allocated. (City and district councils, BOPRC, KiwiRail)	▪ The funding section of the Plan considers all viable funding sources for public transport services.
Policy 40 - Provide public transport services on Rural Connector routes that link to Regional Strategic public transport corridors and maintain access to essential community goods and services (BOPRC)	▪ Replicated in Policy 4 of the Plan.
Policy 41 - Work with rural or isolated communities to develop targeted, innovative transport services to improve access to essential community goods and services. (BOPRC, city and district councils, NZTA)	▪ Replicated in Policy 8 of the Plan.
Policy 42 - Implement the 'accessible journey' approach to public transport by providing infrastructure and information that enables all people to access public transport services. (City and district councils, BOPRC, NZTA)	▪ Replicated in Policy 16 of the Plan.
Policy 43 - Develop and implement best practice guidelines for the installation and maintenance of public transport infrastructure. (BOPRC, city and district councils, NZTA)	▪ Replicated in Policy 17 of the Plan.

Targets	
Increase public transport, walking and cycling journey to work mode shares above 2006-10 levels (five year rolling average).	▪ The RLTS targets have been used as the basis for monitoring the objectives of the Plan. ▪ The network planning principles, policies and methods, service level guidelines and investment priorities in the Plan are designed to increase public transport patronage, and therefore assist with achieving RLTS targets for public transport use.
Increase daily mode share for walking, cycling and public transport on identified Regional Strategic Transport Network routes above 2010 levels.	
Increase total trip legs travelled by walking, cycling and public transport above 2005-09 levels (five year rolling average).	
Increase annual trips per person on public transport above 2009-10 levels.	
Increase the perceptions of safety and security while walking, cycling and using public transport above 2010 levels.	▪ The Plan has an objective to achieve high quality and accessible public transport infrastructure that supports safe and comfortable travel. ▪ The policies and methods that support this objective focus on implementing the 'accessible journey' approach to public transport which will improve access to public transport and perceptions of safety while using it.
Increase the percentage of people living within 500m of a bus stop above 2009-10 levels.	
Increase the overall perception of public transport as a mode of travel relative to the private vehicle above 2009-10 levels.	▪ Implementing Policy 13 in the Plan will involve marketing campaigns that highlight the relative advantages of public transport as a daily travel option.
Key implementation Areas	
Key Implementation Area 2 – Rotorua Growth	▪ The service level guidelines for Regional Strategic corridors and Urban Connector routes in Rotorua, and the policies and methods in the Plan, are designed to support the objectives of Key Implementation Area 2 – Rotorua Growth.
Key Implementation Area 3 – Western Bay Growth	▪ The service level guidelines for Regional Strategic corridors and Urban Connector routes in Tauranga, and the policies and methods in the Plan, are designed to support the objectives of Key Implementation Area 3 – Western Bay Growth.

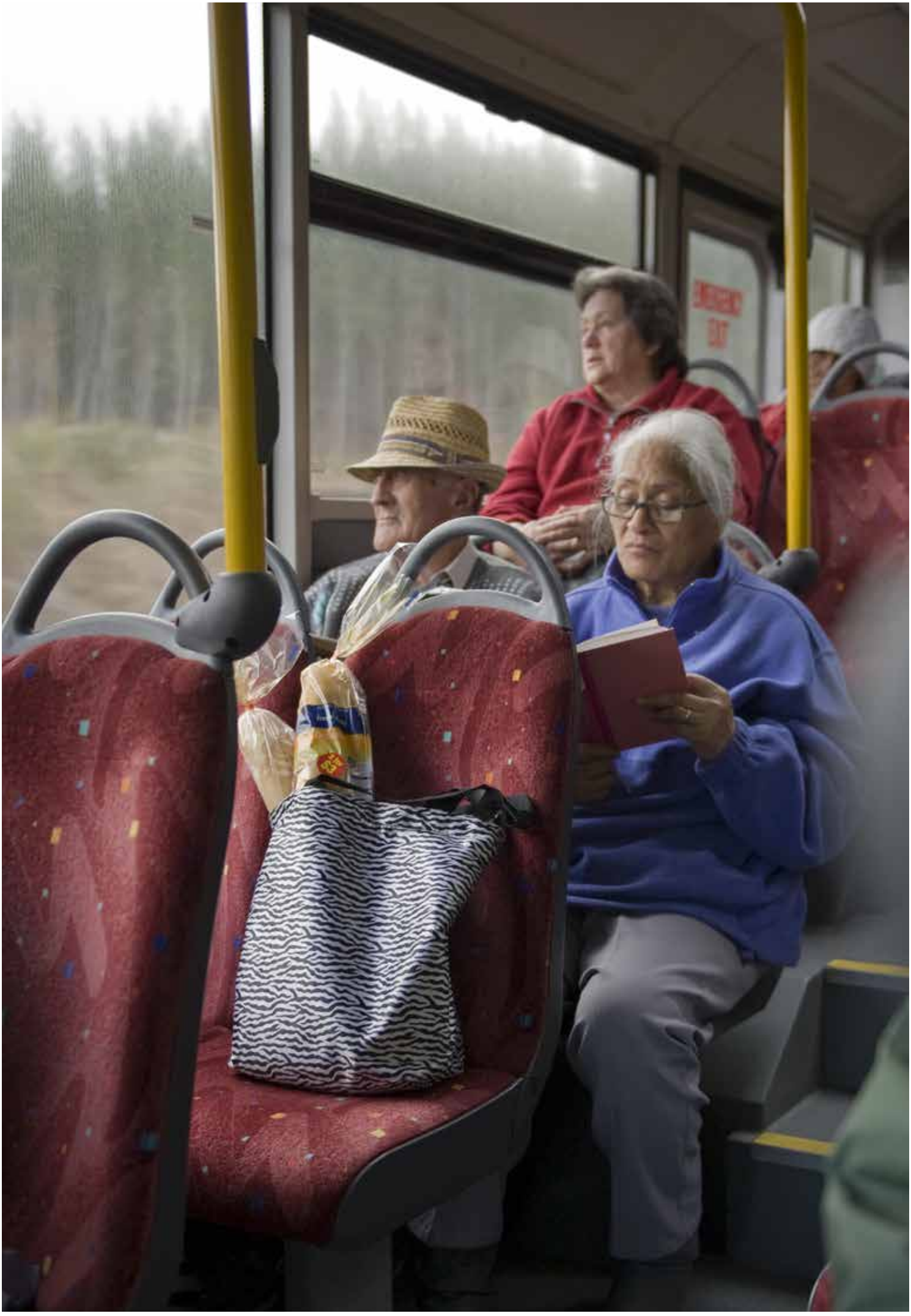
Demand Management Strategy	
Regional demand management initiatives: ▪ Multi-modal connections ▪ Real-time information ▪ Demand responsive services ▪ Integrated ticketing ▪ Accessible public transport	▪ Regional demand management initiatives are provided for in policies and methods on: networks and services, fares, ticketing and information, and infrastructure.
Urban centres demand management Initiatives: ▪ Multi-modal connections ▪ Real-time information ▪ Bus priority measures	▪ Urban centres demand management initiatives are provided for in policies and methods on fares, ticketing and information, and infrastructure.
Town centres demand management initiatives: ▪ Multi-modal connections	▪ Town centres demand management initiatives are provided for in policies and methods on infrastructure.
Rural demand management initiatives: ▪ Multi-modal connections ▪ Demand responsive services	▪ Rural demand management initiatives are provided for in policies and methods on: infrastructure, and networks and services.

Appendix 3 – LTMA Requirements

A regional public transport plan must contribute to the purpose of the LTMA which is an efficient and effective land transport system in the public interest (Section 3 of the LTMA). A regional council must also, when preparing a statement of proposal to adopt a regional public transport plan and before adopting a regional public transport plan, be satisfied that the proposal satisfies the requirements of Section 123 of the LTMA. The following table contains an assessment against the requirements of Sections 3, 114 and 123. BOPRC is satisfied that the Plan complies with the LTMA.

LTMA Reference	Provision	Contribution
3 Purpose	The purpose of this Act is to contribute to an effective, efficient, and safe land transport system in the public interest."	▪ The Plan's contribution to the purpose of the LTMA, and the efficiency and effectiveness of the overall strategic approach to public transport in the Bay of Plenty region has been assessed through the RLTS process. ▪ A range of strategic options were developed and evaluated as part of the RLTS process. The Optimised Transport System, with its strong focus on urban public transport networks, was found to be the most efficient and effective means of achieving the outcomes in the RLTS, and the purpose of the LTMA.
114A Principles "(1) (a)	Regional councils and public transport operators should work in partnership and collaborate with territorial authorities to deliver the regional public transport services and infrastructure necessary to meet the needs of passengers.	▪ The RPTP includes a section on working together which covers both our relationship with operators and territorial authorities.
114A (1) (b)	The provision of public transport services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth.	▪ Enhanced levels of service on Regional Strategic corridors in Tauranga and Rotorua will contribute to improved journey times, reduced congestion, more efficient freight supply chains and better use of existing transport capacity. ▪ The coverage providing by the regional public transport network as a whole will provide better access to markets, employment and areas that contribute to economic growth.
114A (1) (c)	Competitors should have access to regional public transport markets to increase confidence that public transport services are priced efficiently.	▪ The establishment of units is designed to enable regular entrance to the market, primarily through coverage based, rural contracts.
114A Principles "(1) (d)	Incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services.	▪ The development of units, establishing a partnership approach and regular monitoring aligned with NZTA's Key Performance Indicators will provide the framework for reducing reliance on public subsidies. ▪ Specific incentives for performance will be incorporated into contract relationships with operators.
114A Principles "(1) (e)	The planning and procurement of public transport services should be transparent.	▪ The RPTP clearly sets out both the planning and procurement approach for the Bay of Plenty's public transport services.
123 (a) (iv)	Has been prepared in accordance with any relevant guidelines that the NZTA has issued.	▪ NZTA's Requirements for Urban Buses (2011) have been taken into account and referenced in this Plan.

LTMA Reference	Provision	Contribution
123 (a) (v)	Is, if it includes a matter that is not within the scope of the regional land transport plan, otherwise consistent with that plan	▪ The purpose of this Plan is to give effect to the public transport components of the current RLTS. The RLTS was assessed against the regional policy statement and regional plans, and was found to be consistent with them. District plans were also taken into account during the development of the RLTS. Future versions will be revised to be consistent with the regional land transport plan.
120(b)(i)	Take into account any national energy efficiency and conservation strategy	▪ The national energy efficiency and conservation strategy was taken into account in the development and assessment of the preferred strategic option in the RLTS (Optimised Transport System).
120(b)(ii)	Take into account any relevant regional policy statement, regional plan, district plan, or proposed regional plan or district plan under the Resource Management Act 1991	▪ The purpose of this Plan is to give effect to the public transport components of the RLTS. The RLTS was assessed against the regional policy statement and regional plans, and was found to be consistent with them. District plans were also taken into account during the development of the RLTS. Future versions will be revised to be consistent with the regional land transport plan
120(b)(iii)	Take into account the public transport funding likely to be available within the region.	▪ Part 6 Investment and Funding of the Plan provides a detailed assessment of the funding likely to be available within the region.
120(b)(iv)	Take into account the need to obtain the best value for money, having regard to the desirability of encouraging fair competition and a competitive and efficient market for public transport services	▪ BOPRC has developed a procurement strategy for transport activities. The objective of the strategy is to procure public transport services in a way that: ▪ achieves value for money, ▪ encourages competitive and efficient markets, and ▪ sustains those markets.
120(b)(v)	Take into account the views of public transport operators in the region	▪ A workshop was conducted with public transport operators to enable their views to be taken into account during the development of the Plan.
19(c)	Consider the needs of persons who are transport-disadvantaged	▪ Part 3 of the Plan considers the needs of the transport disadvantaged.



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