

Public Transport Committee

Agenda information circulated under separate cover for the Public Transport Committee meeting on Friday, 29 March 2019 commencing at 9.30 am.

Reports and minutes circulated under separate cover.

Public Transport Committee

Terms of Reference

The Public Transport Committee has the core function of implementing and monitoring Regional Council public transport strategy and policy.

Delegated Function

To set the operational direction for approved Regional Council public transport policy and strategy and monitor how it is implemented. This will be achieved through the development of specific operational decisions which translate policy and strategy into action.

Membership

- Eight councillors (one of whom will be the Chair and one of whom will be the Deputy Chair) and the Chairman as ex-officio; and
- One representative from Tauranga City Council, one representative from Rotorua Lakes Council and one representative from Western Bay of Plenty District Council.

Quorum

In accordance with Council standing order 10.2, the quorum at a meeting of the committee is not fewer than four Regional Council members of the committee.

Term of the Committee

For the period of the 2016-2019 Triennium unless discharged earlier by the Regional Council.

Meeting frequency

At least quarterly, or as frequently as required.

Specific Responsibilities and Delegated Authority

The Public Transport Committee is delegated the power of authority to:

- Approve and review the Bay of Plenty Regional Public Transport Plan.
- Approve, implement, monitor and review operational public transport policy and plans and enter into contracts on matters within its terms of reference, provided that the exercise of this power shall be subject to a total financial limit of \$200,000 per decision and within the allocation of funds set aside for that purpose in the Long Term Plan or Annual Plan or as otherwise specifically approved by Council.
- Receive reporting on the performance of the Passenger Transport Activity.

Note:

- The Public Transport Committee reports to the Regional Council.

The Public Transport Committee is not delegated the authority to develop, approve or review strategic policy and strategy, other than provided for within these Terms of Reference.

Agenda Information Distributed under Separate Cover

1 Minutes for Confirmation

- 1.1 Public Transport Committee Minutes - 08 February 2019 (*New Item*) 11

2 Report

- 2.1 Tauranga Bus Network Review (Phase 3) - Scope of Works (*Item 7.5 of main agenda*) 25

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3 Public Excluded Section 43

Resolution to exclude the public

THAT the public be excluded from the following parts of the proceedings of this meeting.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General Subject of Matter to be Considered	Reason for passing this resolution in relation to this matter	Grounds under Section 48(1) LGOIMA 1987 for passing this resolution
Public Excluded Public Transport Committee Minutes - 08 February 2019	Please refer to the relevant section of the public minutes	Good reason for withholding exists under Section 48(1)(a)
Tauranga Bus Contracts - Further Response to Feedback for Services to Matua	To carry out commercial and industrial negotiations	Good reason for withholding exists under Section 48(1)(a)

- 3.1 Public Excluded Public Transport Committee Minutes - 08 February 2019 (*New Item*) 45

- 3.2 Tauranga Bus Contracts - Further Response to Feedback for Services to Matua (*Item 8.1 of main agenda*) 49

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Minutes for Confirmation

Minutes of the Public Transport Committee Meeting held in Mauao Rooms, Bay of Plenty Regional Council Building, 87 First Avenue, Tauranga on Friday, 8 February 2019 commencing at 9.30 a.m.

Present:

Chairman: L Thurston

Deputy Chairman: N Bruning

Councillors: P Thompson, J Nees, K Winters,

Appointees: Councillor D Thwaites (Western Bay of Plenty District Council), Councillor T Molloy (Tauranga City Council), Councillor M Gould (Rotorua Lakes Council)

In Attendance: Tauranga City Council: Mayor Greg Brownless, Cr Rick Curach, Cr Larry Baldock, Cr Catherine Stewart, Cr Kelvin Clout, Cr Leanne Brown, Cr Catherine Stewart, Cr John Robson, Christine Jones – General Manager Strategy & Growth, Clare Cassidy – Planning Engineer Transport

Western Bay of Plenty District Council: Mayor Garry Webber

Bay of Plenty Regional Council: Cr David Love, Cr John Cronin, Fiona McTavish – Chief Executive, Namouta Poutasi – General Manager Strategy & Science, Mat Taylor –General Manager Corporate, Garry Maloney – Transport Policy Manager, Tone Nerdrum-Smith – Committee Advisor, Yvonne Tatton – Governance Manager

Other Attendees: As listed in the minutes

Apologies: S Crosby, A von Dadelszen, Chairman D Leeder (Ex-Officio)

1 Apologies

Resolved

That the Public Transport Committee:

- 1 Accepts the apologies from Cr Crosby, Cr von Dadelszen and Chairman Leeder (Ex-Officio) tendered at the meeting.

Winters/Bruning
CARRIED

2 Introduction by Chairperson

Key Points

- Extended an apology to the community for the current challenges relating to the introduction of the changed bus service, in particular since the commencement of the new school year
- Recognised the impact on the community and the potential loss of confidence in the service
- Noted that the shortage of bus drivers was the main contributor to the difficulties
- Reiterated Council's commitment to address the concerns and to work closely with the service provider, NZ Bus
- Noted Tauranga City Council Mayor Brownless and Councillors and the WBOPDC Mayor, Garry Webber, participating in the meeting
- In the public interest, the agenda would be rearranged as follows:
 - NZ Bus presentation would be held in the Public Section, rather than Public Excluded
 - Public Transport Blueprint Progress update would be covered after the Public Forum
 - Some items might be deferred to the next meeting to allow for increased focus on the discussion regarding the bus service.

3 Public Forum

Deb Turner

Key Points

- Resident of Pāpāmoa, long-term bus user and negatively impacted by the changes
- Public should have easy access to a bus service and she was losing faith in its reliability
- Spoke on behalf of those who were unable to speak themselves
- Gave examples of elderly people who had been waiting for buses for hours and children who were unable to get on the bus as it was already full
- The lack of reliable and available service meant she was unable to continue her volunteer work as it took too long to reach the destination
- Concerned regarding the attitude of some of the drivers who were rude and unhelpful.

Anna Larsen – Welcome Bay Community Centre

Key Points

- Recognised the points expressed by the previous speaker
- Despite concerns, parts of the service worked well and met the needs of the community
- Congratulated Council on the free school bus trial for Welcome Bay students
- Availability of free buses meant more children were able to attend school
- The community had a drive and need for a well-functioning bus service
- Concerned regarding the lack of communication, e.g. school buses were changed to Yellow Hopper Buses; incorrect or missing information in the BoP Times and on the BayBus website

- Concerned regarding the shortage of bus drivers, which did not appear to have been an issue with the previous service provider
- The “Three Cs”: Community – Council – Collaboration.

4 Declaration of Conflicts of Interest

Late Report: Rotorua Inner City Orbiter Service – Noted that Cr Gould was the Rotorua Lakes Council representative on the Committee and that this did not constitute a conflict of interest.

5 Reports

5.1 Public Transport Blueprint - Progress Update

PowerPoint presentation - Reference A3126183

Fiona McTavish – Chief Executive, Namouta Poutasi – General Manager Strategy & Science, Garry Maloney – Manager Transport Policy and Matt Hunt – Marketing & Communications Advisor presented this item and responded to questions.

Key Points of Presentation

- Why the Network Changed
- What’s happened – Complaints
- Addressing Issues – Key Messages
- Way Forward
- Communication
- School Bus Issues.

Presenters in Response to Questions

- The shortage of drivers had not become readily apparent until the end of January 2019
- Staff were committed to work closely with NZ Bus in resolving the issues
- Had met with Chief Executive of NZ Bus and expressed strong concerns regarding the substandard service being provided
- A number of avenues would be used to communicate timetable changes
- School bus service was a priority
- There were issues around the current reliability of the Transit App
- A number of children used the urban bus network to get to school, rather than travel being limited to dedicated school buses
- There had been a reduction in the number of school buses in the changed service.

Key Points – Members and Attendees

- Noted that the service both had and still did work well for some members of the community
- Using technology/internet to access route and timetable information could be challenging, in particular for elderly users
- Complaints had increased through Facebook and it was important to ensure information about who to contact was well known
- Concerned regarding the indication that reduced services as an interim measure had been agreed to, as this was yet to be discussed

- Considered that NZ Bus was currently in breach of its contract with Council
- Sought larger numbers of printed timetables, as well as face-to-face communication with users as timetables could be difficult to understand
- Suggested the establishment of a phone number where bus time changes/delays/cancellation information was available
- Concerned regarding the amount of time school children were travelling on the buses, e.g. situations where young children had to leave at 6.30am and were not home until 4.30pm.

10.30 am The meeting **adjourned**.

10.45 am The meeting **reconvened**.

Key Points of Presentation - Continued

- More Action – Investigate & Make Changes
- Feedback Avenues.

Presenters in Response to Questions - Continued

- A range of avenues, not limited to on-line options, had been provided to encourage feedback
- There had been signs on the buses at the start of the new contracts informing users how to provide feedback.

Key Points – Members and Attendees - Continued

- Key stakeholders should be involved in the route review
- The changes were intended to provide a faster/straighter service to ensure commuter travel was well supported
- The lack of bus drivers (25% less than projected when NZ Bus tendered for the service), was unacceptable
- Concerned regarding the repeated delay in the agreed delivery of e-buses
- Emphasized the importance of recognising the community as the priority when reviewing the service
- Recognised that the introduction of a changed service and a new provider at the same time as the commencement of the school year was a 'perfect storm' scenario
- It might be timely to undertake a review of how passenger transport was delivered in co-operation between the councils.

Staff Follow-up

- Information regarding bus passenger numbers since December 2018 to be provided to TCC and BOPRC Councillors and Committee Members.

Resolved

That the Public Transport Committee:

- 1 Receives the report, Public Transport Blueprint - Progress update.**

**Thurston/Winters
CARRIED**

5.2 Tauranga City Council- Public Transport Infrastructure Update

PowerPoint Presentation – Reference A3129819

Christine Jones – General Manager Strategy & Growth, Clare Cassidy – Planning Engineer Transport presented this item and responded to questions.

Key Points of Presentation

- Infrastructure in PT Blueprint PBC
- Additional Works
- Interchanges – Tauriko
- Interchanges – Polytech
- Interchanges – Hairini
- Interchanges – Brookfield
- Interchanges – Greerton
- Bayfair
- Improving high use stops
- Improving access
- Additional Work – Arataki
- Additional Work – Mt Drury
- New stops and shelters
- Additional work – 15th Avenue
- Additional work – Hairini Bus Lane.

Presenters in Response to Questions

- Data on bus delays and congestion points would be collected over the next few months to identify impacts on the infrastructure/network
- Short-term interchange designs at Brookfield had been completed, however land purchase would be required long-term
- The number of transfers occurring at Brookfield had identified the need for an interchange, however discussions regarding key locations were ongoing
- Long-term review was considering the location of the Bayfair interchange, including Maunganui Road
- Feedback from users impacted on the location of permanent new shelters to ensure they met the needs of the community
- Funding for a park-and-ride study was currently being scoped for commencement within the next couple of months.

Key Points – Members and Attendees

- The review of the Greerton Transport project should take into consideration the impact public transport had on the local community
- Queried whether a congested area like Brookfield could accommodate an interchange as it was a connection point for a number of schools with a high amount of foot-traffic
- There was insufficient road space on Cameron Road to justify dedicated bus lanes/clearways
- Community meetings could be arranged to review whether the interchange locations were appropriate
- Concerned regarding inadequate or non-existing bus stop shelters

- There were no facilities in Tauranga CBD for the bus drivers to stay during breaks and encouraged co-operation between councils and NZ Bus in finding a suitable solution.

Comment by BOPRC Staff

- The location of the interchanges was a reflection of ongoing engagement with the community as part of the development of the Public Transport Blueprint.

Resolved

That the Public Transport Committee:

- 1 Receives the report, Tauranga City Council- Public Transport Infrastructure Update.**

**Molloy/Thwaites
CARRIED**

6 **Presentations (Late Item) - Transferred From Public Excluded**

6.1 **NZ Bus Presentation**

PowerPoint Presentation – Reference A3130833

Claire Neville – General Manager Operations, Ian Gordon – General Manager Fleet and Anthony James - National Commercial Manager, NZ Bus presented this item and responded to questions.

Key Points of Presentation

- Introductions
- NZ Bus in Tauranga
- Current Situation - Driver Numbers
- Performance – Missed Trips
- Current Situation
- Challenges
 - Shortage of candidates
 - Structural factors
- Steps to address the shortage
- Current outlook.

Presenters in Response to Questions

- There were labour shortages in all the key areas of operation, i.e. Wellington, Auckland and now Tauranga.
- Had commenced recruitment six months before the go-live date in December 2018 and had continued recruitment since then, which had proven challenging
- Data was gathered and feedback sought both from users and drivers to address any emerging issues
- Recognised that clear and open communication was a key factor and that they had failed in this regard

- There were differing employment agreements in place, e.g. a flat rate was being paid in Tauranga vs a different pay structure in Auckland
- Recognised that this was 'early days' in the service and that using temporary drivers from Auckland meant they were not familiar with the local geography
- Did not consider that the remuneration packages offered were the cause of the driver shortage
- Some recruits had realised during the training period this was not a suitable position for them and left. However, overall loss of staff was minimal
- Noted that the tender for the service was submitted in 2017 when challenges related to the Tauranga market were substantially less than the current situation.

Key Points – Members and Attendees

- Cautioned against making assumptions that the current employees would remain as anecdotal evidence indicated there was a high level of driver dissatisfaction
- Concerned that inadequate training was provided to the drivers
- It was an unacceptable situation that NZ Bus were unable to provide the service and meet their contractual obligations
- Council had not agreed to a reduction in the contractually agreed level of service provided by NZ Bus
- Although living wage was offered initially, the flat rate applied in Tauranga meant it was not adjusted
- Concerned regarding the loss of confidence by the community in the bus service and by association, the Regional Council.

12.30 pm The meeting **adjourned**.

12.55 pm The meeting **reconvened**.

7 Previous Minutes

7.1 Public Transport Committee Minutes - 9 November 2018

Resolved

That the Public Transport Committee:

- 1 Confirms the Public Transport Committee Minutes - 9 November 2018**

**Nees/Winters
CARRIED**

7.2 Welcome Bay School Bus Trial

Garry Maloney – Manager Transport Policy provided a brief outline of the report.

Key Points

- The trial had been well received by the community
- Data and feedback would be gathered during the trial and presented to the Committee.

- Free fares applied to the dedicated school buses only, and not urban buses.

Staff Follow-up

- Information regarding the changed Maungatapu service and impact on the school travellers to be further investigated.

Resolved

That the Public Transport Committee:

- 1 Receives the report, Welcome Bay School Bus Trial.**

**Thompson/Bruning
CARRIED**

8 Acceptance of Late Items

Resolved

That pursuant to section 46A of the Local Government Official Information and Meetings Act 1987 the following items be considered at this meeting:

Late Items/Tabled Items (as set out below)

- 1. Open Section: Late Report - Rotorua Inner-City Orbiter Service**
- 2. Open Section: Email from Heather Ramsay regarding the changes to the bus service**
- 3. Open Section: Attendance by representatives of NZ Bus– *Transferred from Public Excluded***
- 4. Public Excluded Section: Public Transport Blueprint Progress Update - *Reason for confidentiality: To carry out commercial and industrial negotiations.***

The reason why these items were not on the agenda was that they were not available when the agenda was issued. Discussion cannot be delayed until the next meeting due to timing.

**Winters/Bruning
CARRIED**

9 General Business

Two items as listed under Item 14: Consideration of General Business.

10 Confidential Business to be Transferred into the Open

Noted that the NZ Bus presentation had been transferred into the Open Section of the meeting.

11 Reports - *Continued*

11.1 Total Mobility Solution

This report was transferred to a future meeting of the Committee.

11.2 Network Planning, Service Delivery and Infrastructure

This report was transferred to a future meeting of the Committee.

11.3 Waihi Beach Trial Service

Resolved

That the Public Transport Committee:

- 1 Receives the report, Waihi Beach Trial Service;
- 2 Confirms that the decision has a medium level of significance as determined by the Council's Significance and Engagement Policy. Council has identified and assessed different options and considered community views as part of making the decision, in proportion to the level of significance.

That the Public Transport Committee recommend that the Regional Council:

- 3 Agrees that the current configuration of the Waihi Beach trial passenger transport service has been successful and endorses its continuation as a permanent two day a week service.
- 4 Allocate additional funding of \$57,000 in the 2019-2020 Annual Plan and subsequent years.
- 5 Confirms that the decision has a medium level of significance as determined by the Council's Significance and Engagement Policy. Council has identified and assessed different options and considered community views as part of making the decision, in proportion to the level of significance.

Bruning/Thurston
CARRIED

11.4 Performance of Public Transport Services for July to December 2018

Resolved

That the Public Transport Committee:

- 1 Receives the report, Performance of Public Transport Services for July to December 2018.

NAMES

CARRIED**11.5 Other Matters of Interest****Resolved**

That the Public Transport Committee:

- 1 Receives the report, Other Matters of Interest.

Winters/Bruning
CARRIED

12 Consideration of Late Items**12.1 Rotorua Inner-City Orbiter Service**Key Points – Members and Attendees

- Did not support separate consultation of the inner city orbiter service as part of the Regional Council's Annual Plan 2019-20.

Resolved

That the Public Transport Committee:

- 1 Receives the report, Rotorua Inner-City Orbiter Service.

Winters/Bruning
CARRIED

12.2 Public Excluded Section**Resolved****Resolution to exclude the public**

THAT the public be excluded from the following parts of the proceedings of this meeting.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General Subject of Matter to be Considered	Reason for passing this resolution in relation to this matter	Grounds under Section 48(1) LGOIMA 1987 for passing this resolution
Public Transport Committee	Please refer to the relevant	Good reason for

Public Excluded Minutes - 9 November 2018	sections of the minutes	withholding exists under Section 48(1)(a)
Regional Integrated Ticketing System Update	To carry out commercial and industrial negotiations	Good reason for withholding exists under Section 48(1)(a)
Public Transport Blueprint - Progress Update - Continued	To carry out commercial and industrial negotiations	Good reason for withholding exists under Section 48(1)(a)

THAT the TCC Mayor and Councillors and WBOPDC Mayor Webber be permitted to stay when the public is excluded due to their knowledge of the matters under discussion.

**Thurston/Winters
CARRIED**

13 **NZ Bus Presentation**

Claire Neville – General Manager Operations, Ian Gordon – General Manager Fleet and Anthony James - National Commercial Manager, NZ Bus re-joined the meeting.

Key Points

- Reiterated their commitment to work with Council and the community; addressing the concerns raised and deliver a service that met expectations

14 **Consideration of General Business**

Key Points – Members and Attendees

- Noted the invitation to attend a community organised meeting at Maungatapu Marae on Sunday 10 February 2019 at 3.00 pm. The main focus of the meeting was to discuss bus services including infrastructure, however all BOPRC Councillors were invited.
- Recognised the significant effort and commitment of Chairperson, Cr Lyall Thurston and working in a co-operative manner to resolve the issues currently being experienced with the public transport service.

The meeting closed at 2.08 pm

Confirmed DATE

Cr Lyall Thurston
Chairperson – Public Transport Committee

Report



Report To: Public Transport Committee

Meeting Date: 29 March 2019

Report From: Garry Maloney, Transport Policy Manager

Tauranga Bus Network Review (Phase 3) - Scope of Works

Executive Summary

This report sets out the process for undertaking a network review of the Western Bay of Plenty Public Transport Blueprint to address the substantive feedback received on the network since its implementation.

On 10 December 2018 the new Western Bay of Plenty Public Transport Blueprint network was implemented. While Council had received feedback about the new public bus network since before this date, initial indications were that it was working reasonably effectively with some areas requiring improvements to the level of service provided to customers. With the commencement of the school year in February 2019, the network began to suffer significant failures as a result of the operator, NZ Bus, having a significant driver shortage and due to insufficient capacity for the school bus network.

Council's focus to date has seen changes to the school bus services to enable NZ Bus to focus on urban delivery (Phase 1), followed by responding to user feedback on the Matua, Maungatapu and Pāpāmoa routes (Phase 2). These steps have shown a marked improvement in reducing the number of cancelled bus trips, improving the reliability of school and urban services

The next step in the process is a wider network review (Phase 3). This reports sets out two options for the review. It is recommended that an internal review of the substantive network is undertaken and implemented. Low cost, low risk changes will be delivered from July 2019 onwards. Community engagement will be an important component to the review.

The other option identified is to undertake an external review of the Blueprint strategic outcomes. This will not result in improvements to the network performance in the near term.

Subject to Committee approval of the recommended option, other Phase 3 changes would be staged from July 2019 until next year.

Recommendations

That the Public Transport Committee:

- 1. Receives the report, Tauranga Bus Network Review (Phase 3) - Scope of Works.**

- 2. Approves Phase 3 - Option 2 network review as described in Sections 3.2.2 and 3.2.3 of this report.**
- 3. Notes the Phase 3 network review staging timeline in section 6 of this report; and proposed community engagement in section 4 of this report.**

1 Purpose

The purpose of this report is to describe a process for undertaking a subsequent Western Bay of Plenty Public Transport Blueprint network review (Phase Three) to address more substantive feedback that has been received on the network.

2 Introduction

On 10 December 2018 the new Western Bay of Plenty Public Transport Blueprint ('the Blueprint') network was implemented (greater context about the Blueprint is appended).

Initial indications were that the public bus network was working reasonably effectively with some areas requiring improvements to the level of service provided to customers. However, with the commencement of the school year in late January 2019, the network began to suffer significant failures as a result of the operator, NZ Bus, having a significant driver shortage.

These factors placed Council in a position where it has had to take extraordinary action. Council's initial focus was to make changes to school bus services to enable NZ Bus to focus on urban delivery (Phase 1), followed by responding to initial feedback on Matua, Maungatapu and Pāpāmoa services (Phase 2).

This report provides a recommended scope of works for Phase 3 initiatives to be delivered through 2019 and 2020.

3 Phase 3 – Wider Network Review

Phase 1 and Phase 2 actions taken to date have significantly reduced the number of complaints being received by Council and will continue to do so as the final actions from these phases are implemented. There are a number of issues that have not to date been addressed and areas where the network may not be performing as well as it could.

Phase Three will examine areas of the network that may require minor adjustments as well as potentially more substantive changes to ensure that the network meets or exceeds customer expectations.

It is important to note however, one of the primary keys to delivering a successful network is that the contractor must meet the service delivery standards expected of them.

3.1 Recap on Feedback

To recap, Council received the following feedback from prior to the new network going live to now, including the recent feedback from the March 2019 public meetings and online (not an exhaustive list). The substantive issues relate to the western suburbs and Pāpāmoa:

- City Link/Hospital Link – routed along Totara St (congested) and City Link uses Grace Avenue
- Extended operating hours of the Gold Line
- Route 1 (Pyes Pa) – loss of direct service to Mount, loss of direct service to Hospital (re-routed along Fraser St instead of Cameron Rd), closer drop off/pick up to Grace Hospital
- Routes 30 (The Boulevard) and 33 (Pāpāmoa Beach) – loss of direct connection to CBD and Mount Maunganui including opposition to having transfer and perceived (or real) longer trips
- Route 30x (Golden Sands Express) – run all day
- Route 40 (Welcome Bay) – use/don't use Ballintoy Dr and extend to Ranginui Rd
- Crosstown & 52X (Lakes Express) – include Kennedy Road and other Lakes growth areas
- Extend CrossTown service to Bethlehem
- Lack of an Ohauti school bus service
- Western suburbs (routes 60, 62, 70, 72) direction and connection of routes
- Re-route 60 (Cambridge Heights) to include Vale Street
- Reinstate route 62 (Bethlehem) as it was and extend
- Change route 72 (Otumoetai) so buses go both ways
- Route 221 (Te Puke) – include Pāpāmoa Plaza
- Operational issues – driver training, idling buses, etc
- Pricing of Te Puke bus fares
- Extended SuperGold Card concession hours
- Desire for smaller buses
- Infrastructure concerns, particularly at Bayfair
- Replacement of coverage services with patronage services.

3.2 Phase 3 Review Options

At a previous meeting of the Committee, there was some discussion on the scale of the Phase 3 review. As such, the Council has at least the following two options:

- **Option 1** – Undertake a strategic review of the Blueprint Business Case and implement over the next 12 to 18 months. Complete the strategic review externally. Low cost low risk changes will be delivered from July 2019 onwards.
- **Option 2** – Undertake a review of the substantive network and implement at the earliest at the end of 2019 calendar year. Complete the review internally. Low cost low risk changes will be delivered from July 2019 onwards

Staff recommend Option 2.

3.2.1 Option 1 - Review Strategic Outcomes

The Committee has the option of reviewing the strategic outcomes being sought and whether or not these are likely to be achieved through the actions identified in the Blueprint Programme Business Case.

It would include:

- examination of the problems and benefits identified in the strategic case and test these to determine if they are appropriate for the western Bay within the current strategic context;
- examination of the interventions identified in the programme business case to determine if these are able to meet the strategic outcomes sought by Council;
- examine the current network, at a high level, to determine if the current configuration and level of investment are appropriate given the current strategic context; and
- propose actions to realign current investment with strategic outcomes sought by Council.

The outcome of the review would give confidence that the current direction is appropriate and should be continued, or propose a new direction better aligned with outcomes being sought by Council and project partners.

Should significant shortfalls in the current strategic direction be identified, then this could result in a significant re-working of the current bus network and infrastructure delivery programme. Extensive network changes are likely achievable within the current contract with NZ Bus, but would require a 12-18 month time frame for delivery, assuming there is no significant infrastructure required from commencement.

This work would be undertaken alongside the proposed low cost low risk review and changes.

Pros	Cons
Provides confidence in strategic direction	Re-examination may not result in any significant change.
Provides Council opportunity to revisit intent for the investment in Blueprint	Cost estimate of \$30 - 60k (currently unbudgeted) for strategic assessment but unknown cost to deliver any actions identified. Would require support from all project partners involved in developing Blueprint.
May result in better long term outcomes for public transport in the western Bay	A complete do-over of the network has the potential to further alienate the customer base if not done correctly.

3.2.2 Option 2 - Review Substantive Issues

The Option 2 review would be driven by the following network review principles:

- Make further evidence-driven decisions using the best available information at hand.
- Take a staged approach so that low cost low risk changes can be implemented without being delayed by substantive changes that require funding decisions or longer lead times for delivery.

- Continue to work alongside Tauranga City Council (TCC) to identify areas for infrastructure improvements, including shelters, bus priority and interchange facilities to ensure infrastructure and routes are fit for purpose.
- Continue to work with our communities in developing solutions that meet a diverse range of needs (see section 6.5 Community Consultation).
- Deliver a network within, or largely within, existing budgets unless there is a significant reason for increasing funding envelopes.

3.2.3 Scope of Option 2 Review

It is proposed the Option 2 review would address, at a minimum, the following areas:

- All feedback seeking improvements/changes of the urban network
- Accessibility and route design in the western suburbs (Otumoetai, Matua, Bethlehem, Judea, etc [substantive issue])
- Pāpāmoa level of service and in particular, looking at the impact on routes requiring transfers at Bayfair (substantive issue)
- Provision and adequacy of infrastructure at interchange points (particularly for the western suburbs and Pāpāmoa) and across the wider network (substantive issue)
- Right-sizing of buses and identification of capacity constraints across the western Bay, and
- Current fare structure and potential implications for moving to a zone or distance based fare.

3.2.4 Staff Recommendation – Option 2

Staff do not recommend that the Council review the strategic outcomes being sought from the Western Bay of Plenty Public Transport Blueprint (Option 1).

While there has been a significant failure in the network since late-January 2019, these have largely been as a result of a contractor failure to meet the delivery standards expected of them. Significant work has been undertaken by Council staff and NZ Bus to remedy the situation and whilst there is much that can still be improved the most significant issues have been addressed or will be addressed by mid-April.

A review of the strategic outcomes is unlikely to result in improvements to the network performance in the near term and therefore should not be considered a priority. It should also be kept in mind that there is always a period of “bedding in” when significant network changes are made and it can take some time before conclusions about network performance can be drawn.

Staff do recommend that the operation of the bus network is regularly reviewed against the performance targets set out in the Blueprint. Should network performance not be meeting expectations within 12 months a review of process and strategic outcomes should be undertaken.

4 Community Engagement

For minor network changes, where there are unlikely to be any negative impacts to the level of service for residents, staff do not propose to undertake public engagement as

this would delay delivery of improvements. This would likely include actions that can be accommodated within the budget such as:

- adding additional trips/buses where extra capacity is required
- minor changes to routes, where less than one bus stop is removed and where the change is supported customer feedback
- improvements to bus stops, shelters, etc, except in the instance where adjacent land owners are consulted, and
- minor changes to service operating hours where this has been requested.

Should Council agree to Option 2 for the Phase 3 review (as outlined in this paper), for substantive issues, staff propose to undertake community engagement similar to that undertaken earlier in the year for the Pāpāmoa, Maungatapu, and Matua network changes. This would include at a minimum:

- public meetings or information days
- in-bus notifications
- advertisements in local newspapers or circulars, radio
- proactive social media engagement with targeting of groups that have already been active in providing feedback.

Prior to engaging with the community there will be a need to test the options for responding to the substantive issues and staff propose that as a first step, it do so through the Western Bay of Plenty Public Transport Stakeholder Focus Group.

The Western Bay of Plenty Public Transport Stakeholder Focus Group was a consultative group of like-minded individuals and organisations with an interest in (public) transport in the western Bay of Plenty sub-region that Council established prior to the approval of the Blueprint.

Staff propose that at the next meeting in May, the Committee consider the need and role for such a group particularly in regard to Phase 3.

It should be noted however, that the need for this group may be addressed by the Urban Form and Transport Initiative, such that some form of this group may be duplicated in that process (but that can be addressed in the May Committee paper).

5 Additional Phase 3 Work

The following items have been intentionally left outside the scope of the review (but are included in Phase 3) as these will require individual business cases/investigations, or may be better addressed at a regional level:

- assessing options that acknowledge the ongoing public support for our bus services (such as free fare days, reduced fare periods, bringing forward longer operating hours, etc) and identifying what we need to do to rebuild trust and public perception.
- review of the SuperGold Card free concession operating hours.

- impacts of reduced fares for school users in Tauranga, as being consulted through the 2019/20 Draft Annual Plan process.
- implementation of living wage for drivers.

5.1 Acknowledging Public Support and Rebuilding Trust

As noted, there has been a significant failure in the network since late-January 2019, and a lot of work undertaken by Council staff and NZ Bus to remedy the situation.

In that time, some of our public has continued to use the system and of course, a number have abandoned it.

As the Council further changes the network to respond to feedback there will be a need to encourage the public to again have trust in it. There are a range of tools that Council can deploy once changes are in place and staff will begin to address this with Council at the next Committee meeting in May 2019.

5.2 Review of SuperGold Card Free Concession Operating Hours

The SuperGold Card travel scheme provides free bus travel for Card holders (eligible after the age of 65) between the hours of 9:00 am to 3:00 pm and after 6:30pm weekdays and all day weekends. These hours have always been a requirement for Council to receive Ministry of Social Development (MSD) funding as part of the SuperGold travel scheme via the New Zealand Transport Agency.

The rationale behind limiting these hours is that between 9:00 am and 3:00 pm and after 6:30 pm there was a perception that there was typically spare capacity on the bus network and therefore the additional trips being taken by SuperGold Card holders do not add to the cost of delivering bus services for councils.

As some members are aware, views were expressed at the Otumoetai public meeting in March as to why Auckland Seniors have access to the travel concession all weekday from 9:00 am onwards.

As staff understand it this practice dates back to when the concession was introduced in October 2008. At that time Auckland Transport's ticketing system was challenged by the need to exclude the concession between 3:00 pm and 6:30 pm and as a result the concessions was available all day to Senior's and the cost of travel in the afternoon peak shared between both parties.

Recent changes to the SuperGold Card travel scheme means that rather than councils being reimbursed on a per trip basis they are now reimbursed on a bulk funding basis. This means regardless of the number of trips taken by SuperGold members the cost to MSD remains the same.

The current restrictions on travel times for SuperGold Card holders is limiting their ability to travel freely and the current justification for restricting travel hours does not necessarily hold true. There are very few areas of the public bus network that are at full capacity between 3:00 pm and 6:30 pm and there is likely to be little or no impact on bus users, or the number of buses that Council must provide.

To this end, staff propose undertaking a review of the SuperGold Card operating hours and will report back to the Committee in May 2018 and depending on the advice it has sought from the Transport Agency, may be seeking a decision to modify SuperGold

Card free travel operating hours (which could be accommodated through the 2019/20 Annual Plan deliberations).

Given that many regional councils around the country are in a similar position, staff will look to collaborate where possible with other regions.

5.3 **Business Case for Reduced School Student Fares in Tauranga**

Through the 2019/20 Draft Annual Plan consultation process Council is asking the public:

“Do you support an increase in rates to fund a one year trial of fare-free bus travel for Tauranga school students to help reduce congestion?”

To assist the decision-making during Annual Plan deliberations, staff intend to progress a business case to examine the benefits and costs of implementing either reduced or free fares for school users in Tauranga. This business case will look at:

- options for what hours/days the reduced/free fares would apply
- options for what services the reduced/free fares would apply (i.e. school and/or public bus services)
- costs associated with each option including estimates for additional bus requirements and reduced fare revenue;
- benefits of offering free school buses including congestion relief benefits and social benefits
- potential implications for funding assistance from the New Zealand Transport Fund (NLTF)
- methods by which Tauranga City Council can support the reduced/free fares, and
- a broad assessment of potential risks associated with the fare changes.

Council staff will work very hard to have a completed or largely completed business case prior for Council to deliberations on the Annual Plan in mid-June. That said, this is a significant task and there is a high risk that it will miss this date.

5.4 **Living Wage Business Case**

Council has expressed a desire that all bus drivers delivering Council’s contracted bus services in the region are paid the living wage.

To that end it has approved the preparation of business case to examine the benefits and costs of implementing a living wage and any potential implications that this may have for funding assistance from the (NLTF).

Staff will work with other regions that have expressed an interest in delivering a living wage for their bus drivers.

It is expected that the business case will be completed at the start of the 2020 with funding implications able to be addressed through the 2020/21 Annual Plan process.

6 **Network Review Staging**

It Council agrees that the Option 2 Phase 3 Review is to be progressed, it is proposed it will be staged in order to deliver quick wins where possible and also to ensure that sufficient data is available to make informed decisions about the size of the vehicle fleet.

The staging takes into consideration the following factors:

- Annual Plan decisions around school student fares in Tauranga which will have a significant impact on the rightsizing of buses in the network;
- availability, from later in the year of detailed origin-destination data from the Regional Integrated Ticketing System (RITS); and
- Committee and Council meetings and need for guidance or funding decisions for significant network changes.

Proposed timeframes for the review and implementation are shown in the table below.

	Report back to Committee	Implementation date
Low cost, low risk improvements #1	May 2019	July 2019
Review of the SuperGold Card free concession operating hours	May 2019	July 2019
Options to rebuild public trust and perception	May 2019	July 2019
Western Bay of Plenty Public Transport Stakeholder Focus Group Review	May 2019	July 2019
Low cost, low risk improvements #2	August 2019	October 2019
Substantive network issues (potential outcomes from Pāpāmoa, western suburbs review)	May 2019 August 2019 (possible decisions)	late 2019 (at earliest)
Reduced fares for school student bus users in Tauranga	June (to Council)	February 2020
Options to rebuild public trust and perception	August 2019 (possible decisions)	late 2019 (at earliest)
Bus Rightsizing	At commencement of new triennium	to be confirmed
Fare structure	At commencement of new triennium	early 2020

7 Budget Implications

7.1 Current Year Budget

Funding for initiatives within this report will be provided through existing budgets.

7.2 Future Budget Implications

There are no decisions relating to future budgets in this report. Should the outcome of any of the reviews included in this report require additional budget this will be addressed once funding implications are known.

8 Community Outcomes

This item/project directly contributes to the 'A Vibrant Region' Community Outcome in the Council's Long Term Plan 2018-2028.

Joe Metcalfe
Senior Transport Planner

for Transport Policy Manager

25 March 2019

APPENDIX 1

Context

Context

1 Public Transport Blueprint Development Process

The Blueprint was developed following the New Zealand Transport Agency (NZTA) Business Case approach. This approach sought to draw together funding partners: Tauranga City Council, Western Bay of Plenty District, NZTA, BOPRC, and key stakeholders to ensure that a cohesive long term investment programme could be established with all parties working towards the same outcomes. It is also a requirement of accessing funding from the National Land Transport Fund.

The business case was a staged approach involving four decision gates, two of which required the agreement from all project partners

- **Point of Entry** (agreed April 2015) – develop an initial view of the importance of the problems being addressed and potential opportunities. This was agreed by staff from each of the project partners. It identified the key drivers for the Blueprint as:
 - Realising efficiencies by merging parts of the SchoolHopper and Urban network
 - Establishing public transport as an effective tool for managing congestion
 - Improve accessibility of bus transport for users
 - To have a new network in place for the commencement of the new Public Transport Operating Model contracts scheduled to commence in 2017.
- **Strategic Case** (endorsed February 2016) – the strategic case identifies if there is evidence to support investment, provides case for investment, and ensures alignment between the project partners on the outcomes being sought prior. The strategic case was endorsed by committees of each of the partner councils and NZTA. It identified the following benefits that could be achieved through the Blueprint.

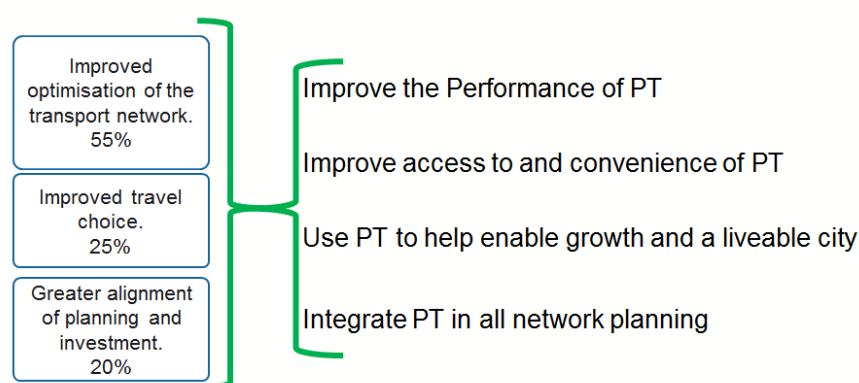


Figure 1: ILM Problems & Benefits

- **Programme Business Case** (adopted Feb 2017) - the programme business case stage seeks to provide a series of options that address the issues identified in the strategic case and establish a preferred programme for investment. The programme for investment that was agreed by the project partners was the High Efficiency Network focusing investment primarily on the Tauranga Urban network and included a redesigned bus network, investment in interchange facilities and park 'n' ride sites. The programme also called for changes in parking policy by TCC.
- **Detailed Network Design** (approved August 2017) – the detailed network design was developed with input from partner organisations and provides an in-depth cost benefit assessment of bus network options. The preferred network design was publicly consulted in May 2017 with significant engagement prior to approval by the Public Transport Committee and Council in August 2017.

The design of the network was based on developing a universal public transport network that will be useful for all kinds of people (commuters, school students, older people, people with disabilities, cyclists), making all kinds of trips between all kinds of places.

Implementation of the Blueprint was anticipated to:

- increase passengers to 3.1 million passengers versus 2.2 million;
- cost \$16.4 million budgeted contract cost versus \$13.0 million;
- have 61 peak urban vehicles versus 40;
- have shorter, more direct routes;
- increase the reliability of services;
- run longer hours; and
- provide more frequent 15 and 20 minute services versus 30 minutes.

2 Evidence-Based

The Tauranga Traffic Model (TTM) is a sub-regional traffic model that has been used by the Transport Agency, the Western Bay of Plenty District Council and Tauranga City Council for many years to assist in planning and design of road networks and other transport projects. In developing the Blueprint, the TTM was examined to identify the key transport movements within Tauranga City during peak periods (because generally speaking, bus users are going to the same destinations as car users).

In summary:

- the central CBD area attracts the largest number of vehicle trips during the AM peak period, following this the southern end of Cameron Road and Mt Maunganui also attract a high proportion of trips.
- The origins of trips are more dispersed. The area with the highest departures is the Otumoetai, Matua, Brookfield, Bethlehem area. Following this the Pāpāmoa, Cameron Road south, CBD and Mt Maunganui areas generate a relatively high number of trips.
- There is a high number of trips between the Pāpāmoa and Mt Maunganui sectors, both ways.

- The central corridor of Cameron Road south, CBD and Mt Maunganui generates and attracts a high number of trips, both ways.

The highest ten trip demands between key Tauranga City sectors during the 2016 AM peak period are shown in Figure 2 and

Table 1 below (Source: Beca, 2017, *Western Bay of Plenty Public Transport Blueprint*)

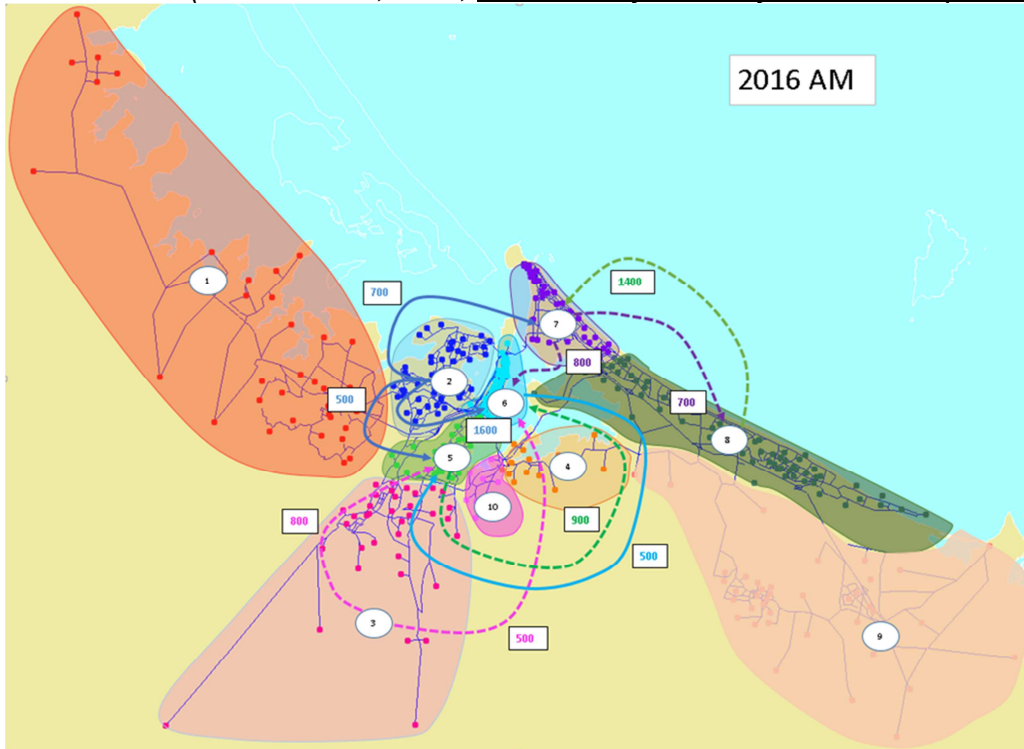


Figure 2: TTM Demand Plot Showing Top 10 Cross Sector Demands, AM Peak

– *Programme Business Case, page 9).*

Origin/ Destination	Cameron Rd South	CBD	Mt Maunganui	Pāpāmoa
Otumoetai, Matua	500	1600	700	
Pyes Pa South	800	500		
Cameron Rd South		900		
CBD	500			
Mt Maunganui		800		700
Pāpāmoa			1400	

Table 1: TTM Demand Showing Top 10 Cross Sector Demands, AM Peak

3 What Happened

With any bus network change, time is required for community acceptance and passenger behavioural change. However, Council’s contractor NZ Bus experienced severe operational issues including a driver shortage which resulted in non-delivery of contracted services.

This has led to the dropping of a significant number of urban bus trips, mostly on Sundays during the 2018/19 summer school holiday period and then a significant increase in weekday missed trips once schools started back in 2019 (Figure 3).

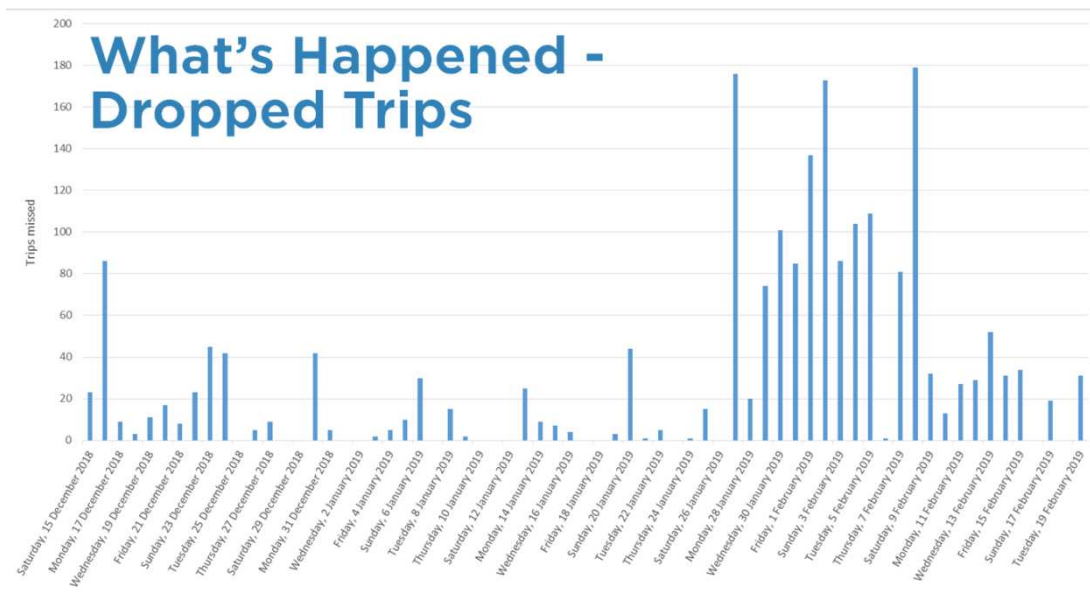


Figure 3: Dropped Trips

There has also been a number of additional operational issues (such as late and early running of bus services) with the delivery of school bus services by NZ Bus.

These operational issues have reduced community confidence in this new network (especially for trips requiring transfers).

4 What We're Doing To Fix It

These factors placed the Council in a position where it has had to take extraordinary action. As a result Council has implemented the following three phased process:

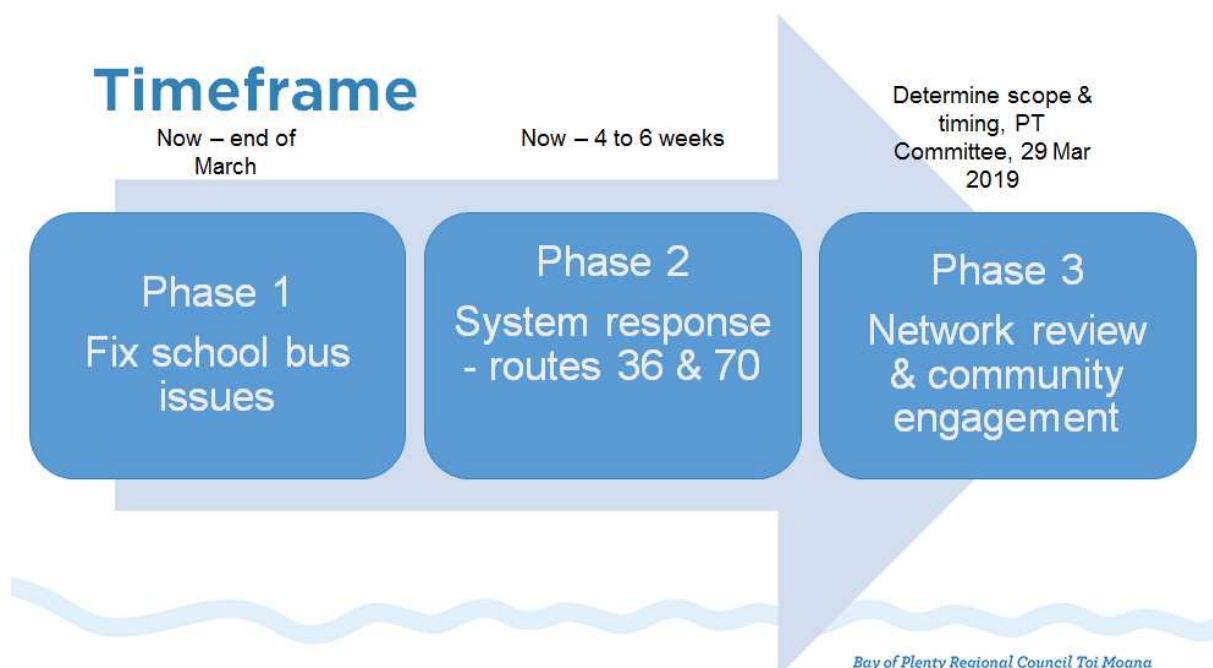


Figure 4: Staged Approach to Respond to New Network Feedback

Council's initial focus has been to make changes to school bus services to enable NZ Bus to focus on urban delivery (Phase 1), followed by responding to feedback from Matua, Maungatapu and Pāpāmoa (Phase 2). These steps have shown a marked improvement in reducing the number of cancelled bus trips to date.

The next step in the process is Phase 3 - a wider network review.

