Te Mahere tūnuku ā-papa ā-rohe
Bay of Plenty Regional Land Transport Plan 2024-2034

The primary document guiding integrated land transport planning and investment within the Bay of Plenty region - Te Moana a Toi-te-Huatahi.

Prepared by the Bay of Plenty Regional Transport Committee

BAY OF PLENTY REGIONAL COUNCIL
TOI MOANA

Mihi

Mai i Ngā Kurī a Whārei ki Tihirau
Mai i Maketū ki uta mai ki Taupō-nui-a-Tia
Ko te rohe kaunihera tēnei o Toi Moana
Kia toi te whenua, kia toi te moana,
kia toi te taiao, kia toi te tangata
Tihei Mauriora!

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

He huarahi whakamua mō tātou katoa.

Stretching from Waihī Beach to East Cape
From Maketū to just inland of Lake Taupō
This is the region of the Bay of Plenty Regional Council
Let the land prosper, let the oceans and lakes prosper, let the environment prosper so that we, the people, prosper.
'Tis the breath of life

This plan solidifies our connections to each other and makes permanent the relationships between communities across our region. It reflects aspirations of our people and provides a pathway forward.

Ngā pāmamae i Te Moana a Toi…
Ko te tūnuku te whakautu, kaua ko te raru

Growing pains in the Bay of Plenty…
How transport can be the solution, not the problem

People are voting with their feet! The Bay of Plenty is a dynamic and popular place to live. In the next 25 years, our region could grow by the equivalent of a city the size of Rotorua. All this means that our transport system is under pressure and needs significant investment to make it efficient, safe, and accessible to everyone.

We have a vision, and a plan

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

"Our transport system meets the needs of our diverse communities, our environment and our economy."

Our Regional Land Transport Plan (RLTP) looks to address transport challenges that we all care about:

- Reducing deaths and serious injuries on our roads, so that everyone comes home safe each day.
- Minimising harmful air pollution from vehicle exhausts, so people breathe clean air.
- Providing better travel choices, so that everyone can participate and thrive in society.
- Tackling traffic congestion, so that people and goods can get where they need to go without delays.
- Promoting affordable housing growth, by opening up land for expanded and new communities.
- Making transport routes more resilient to the effects of higher demand for travel, and the impact of severe weather events.
- Delivering value for money invested and making best use of available transport infrastructure.

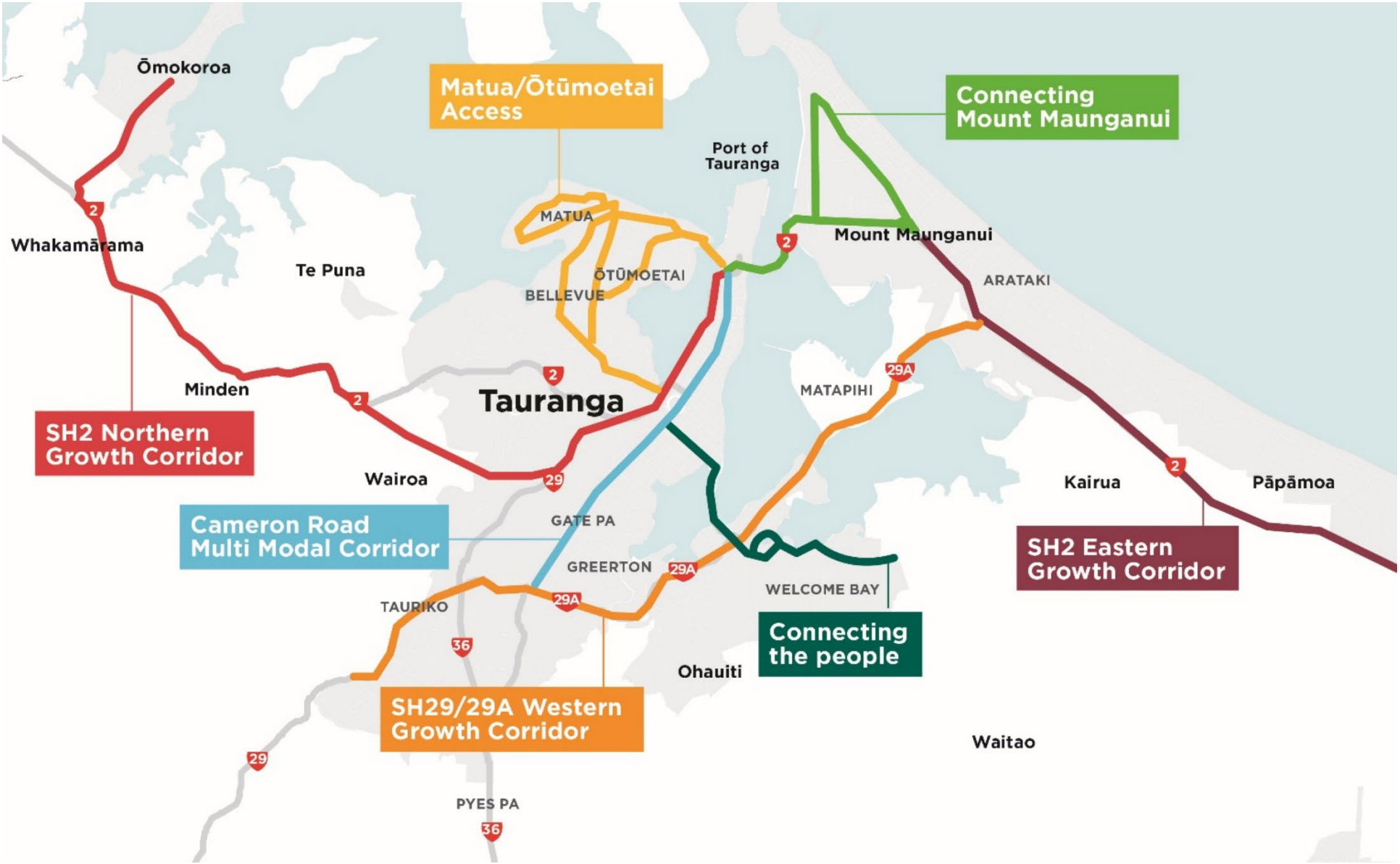
Corridors of certainty

Corridors are road and rail arteries which pump people and goods around the region and beyond. Everyone has their favoured routes, and our planning will help to deliver the level of service that people expect, including:

- A smooth and safe road surface.
- Safe and efficient intersections.
- Efficient and reliable connections to and from the Port of Tauranga.
- Local access within communities, including active and shared modes.
- Protection against impacts of severe weather and climate change.

The regional transport network is diverse, and serves multiple purposes:

In Tauranga, several strategic corridors and areas form the basis of ambitious urban growth plans, and support further growth at Port of Tauranga:



We need investment to make it happen

Through the RLTP, we are looking to invest in a transport network people can rely on, and which can support future growth. Part of the strategy will be to make better use of existing infrastructure, through a combination of new technology and greater transport choice of travel modes which occupy less space per road user – specifically walking, cycling and public transport.

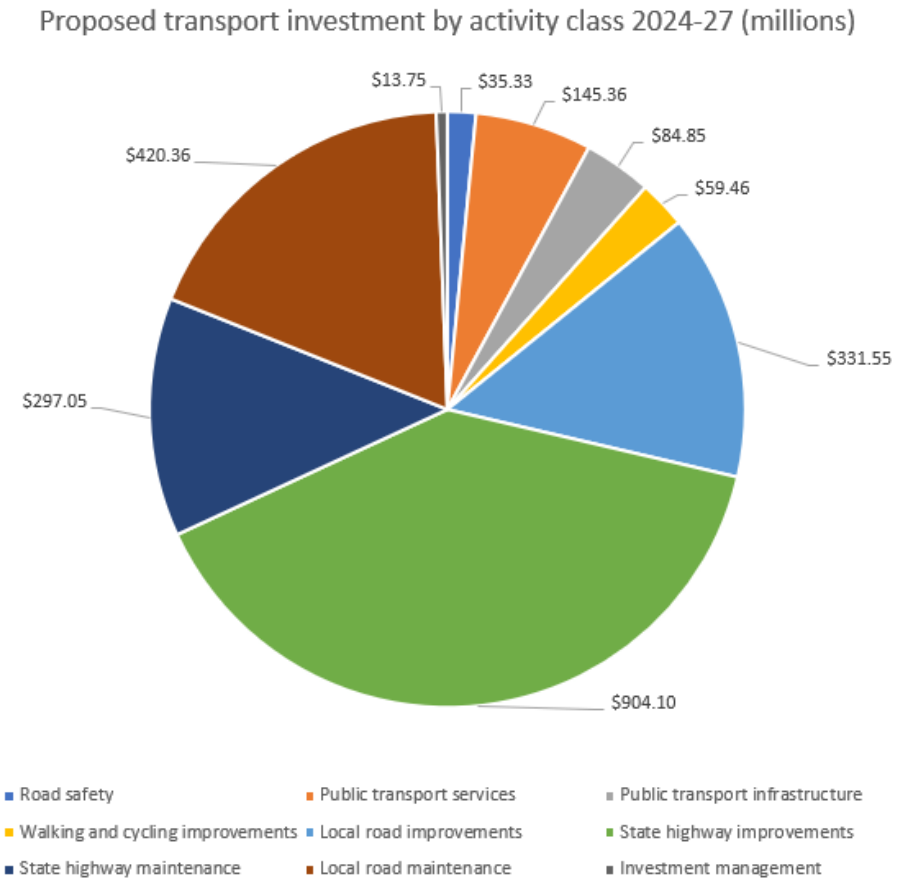
Meeting this challenge will also require a step change in transport investment. Current methods of funding and financing transport are insufficient to meet the investment this Plan is requesting from government over the next 10 years. To put things in perspective, the cost of delivering the full package of works for the SH29/29A Western Growth Corridor within 10 years would likely require an amount of funding equivalent to most of what the whole region received from the NLTF in 2021-24. This lack of investment will put a serious brake on essential investment to deliver housing growth and positive economic productivity outcomes. Therefore, we will need to explore new and innovative funding and financing opportunities such as those outlined in the Government Policy Statement on land transport 2024 (GPS 2024), including:

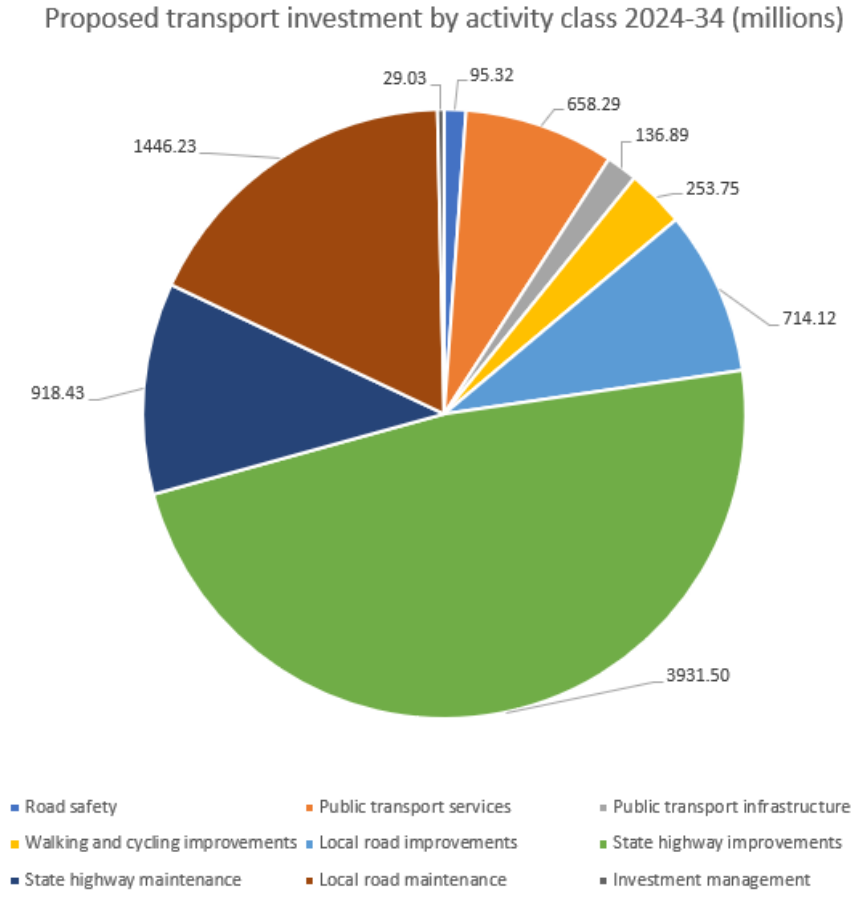
- Land value capture which reflects the uplift resulting from provision of new infrastructure.
- Public private partnerships (PPPs) which enable finance of infrastructure outside of the central government balance sheets and debt restrictions.
- Equity finance from the likes of large pension funds that seek investments for their fundholders.
- Road pricing and/or tolling which raises funding directly from transport users to pay for improved infrastructure.

The GPS 2024 also highlights the potential of city and regional deals between central and local government to integrate long-term strategy and planning across the transport system, and to address the challenge of short-term funding cycles which do not work well for long-term projects. The region warmly welcomes the proposed move to a 10-year GPS, which will provide greater long-term certainty, decoupled from the three-year election cycles.

A relatively ‘quick win’ would be for the government to enable local councils to retain the 15% GST on local rates bills, which would provide an immediate boost to the finances of councils who are facing multiple demands for new infrastructure. This option has been signalled as a possibility through Resource Management Act (RMA) reform. Infometrics analysis of 2022 data suggests that this reform could raise around $65 million per year across the six Bay of Plenty territorial authorities (TAs), which is about 10% of operating income.

Failure to address the funding and investment challenge will result in gridlock across Tauranga city, a housing affordability crisis across the region, increased carbon emissions and a significant fall in regional and national productivity. We need central government to act with urgency and support the Bay of Plenty with the necessary investment to ensure our transport system can function in a manner that supports our vision.


Proposed transport investment by activity class 2024-27 (millions)
$13.75
$35.33
$145.36
$84.85
$59.46
$331.55
$904.10
$297.05
$420.36
Road safety
Public transport services
Public transport infrastructure
Walking and cycling improvements
Local road improvements
State highway improvements
State highway maintenance
Local road maintenance
Investment management


Proposed transport investment by activity class 2024-34 (millions)
29.03
95.32
658.29
136.89
253.75
714.12
3931.50
918.43
1446.23
Road safety
Public transport services
Public transport infrastructure
Walking and cycling improvements
Local road improvements
State highway improvements
State highway maintenance
Local road maintenance
Investment management

Getting with the programme

We know you want to understand how transport investment will benefit you. Therefore, we have put together a prioritised improvement programme which supports a diverse regional transport network, including a number of strategic corridors in our larger urban areas. **The table below is an excerpt from the full list of prioritised regionally significant activities (Table 5.12).**

Our region will not receive all the funding it needs to deliver the full programme; however, our prioritised list indicates the significance of the work required to achieve our vision. The list consists of improvement projects that are over $2 million and does not include the ever-increasing cost of the day-to-day maintenance of our roads or sustaining the level of service of our buses, for example.

Corridor or Area	Proposed Projects	Estimated Cost ($m)	
		2024-27	Total
Tauranga SH29/29A Western Growth Corridor*	Tauriko West Network connections – Stages 1, 2 & 3 and local road connections {Acceleration of SH29 Stage 4 is considered a priority but estimated cost of delivery is TBC} **	469	1,594
Tauranga SH2 Northern Growth Corridor*	Takitimu North Link Stage 2	93	930
SH2 and Hewletts Road sub-area	Connecting Mount Maunganui - SH2 and Hewletts Road sub-area accessibility improvements	61	747
Tauranga - Cameron Road	Cameron Road Multi-Modal Stage 2 - 17th Ave to Barkes Corner	81	233
Tauranga South	Connecting the People - 15th Avenue, Turret Road and Welcome Bay Road to the Te Papa peninsula	74	146
Ōmokoroa Growth Area	Ōmokoroa Transport Improvements	26	45
Tauranga SH2 Eastern Growth Corridor	Rangiuru Business Park Interchange Park and Ride Trial Pāpāmoa Te Tumu Internal Infrastructure	42	150
Rotorua West	Malfroy Road/Old Taupō Road (SH5) Intersection Upgrade	0.2	5
Rotorua Central	SH30A Urban Revitalisation, Connect Rotorua	37	37
Whakatāne	Spatial Plan – Additional River Crossing IBC/DBC	0.2	150
Whakatāne West	Whakatāne West integrated growth and resilience improvements	5	12
Ōpōtiki ***	*Ōpōtiki urban growth and resilient access improvements*	*0.3*	*7*

* Road of National Significance (RoNS)

** Open Meeting No. SG23/06 (27 June 2023) of the SmartGrowth Leadership Group resolved that the Leadership Group 'Supports Tauranga City Councils' position that there is a strong preference and need for the Tauriko Network Connections project (SH29) to be delivered in a single stage within a decade (by 2034) as opposed to the proposed staged delivery over many years potentially extending until 2050 given the significance of the corridor locally and nationally.

*** Not in 2024-27 funding application, but considered a priority.

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Kupu whakataki - Foreword

Kia ora

Whether you are someone who drives, walks, cycles, or takes the bus, the Bay of Plenty's land transport network plays a significant role in your daily life.

This Regional Land Transport Plan (RLTP) is at the heart of making improvements to this network no matter what mode of travel you use.

While the key focus is on transport, at the forefront is how housing, infrastructure, community development and the environment work together. In this context, the RLTP helps shape what we need for our cities, towns and neighbourhoods and how they look and feel – connecting people with, and protecting, the places they live, work, learn and play.

This is no easy task, particularly in an environment where population growth in many parts of the Bay has been exponential, and transport systems that a few years ago seemed well-provisioned, are now choking with bottlenecks and declining levels of service that have a major impact on our daily lives.

Against this background, the RLTP proposes a significant programme in the Bay of Plenty over the next 10 years that aligns with the current priorities set by central government.

You will see this RLTP prioritises tackling traffic congestion and efficiency in our main urban centres, supporting public transport connections to affordable housing, addressing transport access for smaller and isolated communities, enhancing road safety, and improving the resilience of the transport network in the face of a changing climate.

This isn't a guaranteed plan - it is our combined 'what we need to do' list with the final say on how funds are allocated determined by the New Zealand Transport Agency Waka Kotahi. We recognise the funding constraints and wish to work closely with government to explore new and innovative funding/financing tools, as well as to explore a city or regional 'deal' to address the challenge of short-term funding cycles.

Fundamental to delivering this 'to do' list will be ongoing collaboration between councils in the region and an integrated approach to working with the government.

The RLTP provides a strong foundation to do this, however we will not rest on our laurels.

As your local government representatives in the Bay, we remain fully committed to putting a strong case forward for increased investment in our region from the National Land Transport Fund, however we will also need to consider alternative funding to address the infrastructure gap which may include increased taxes and road pricing.

My sincere thanks to all those who have contributed to the development of this plan.

Ngā mihi nui

Councillor Lyall Thurston QSO JP
Chair – Bay of Plenty Regional Transport Committee

Whakarāpopototanga whakahaere - Executive summary

Take - Purpose

The Bay of Plenty Regional Land Transport Plan (RLTP) 2024-34 is the primary document guiding integrated land transport planning and investment within the Bay of Plenty region - Te Moana a Toi-te-Huatahi.

Prepared by the Regional Transport Committee, (RTC) the RLTP sets out strategic direction for land transport in the Bay of Plenty region over the next 30 years, and transport investment priorities for the next ten. The 2024 document is a review of the 2021 RLTP[1] and has been updated to reflect recent policy developments and hence revised investment priorities, including the Government Policy Statement on land transport 2024[2].

The RLTP aims to be consistent with government transport policy and meet the transport system objectives in the Bay of Plenty region.

Horopaki rautaki - Strategic context

Located on the eastern side of New Zealand's North Island, the Bay of Plenty is one of the most dynamic and sought-after locations in the country. A total of 354,000 people now call the Bay of Plenty home. By 2048 forecast growth projections suggest a population of 361,000 (low growth), 417,000 (medium growth) or 475,000 (high growth). Under the medium growth scenario in the next 25 years, our region could grow by the equivalent of a city the size of Rotorua. All this means that our transport system is under pressure, and now needs significant investment to make it efficient, safe, and accessible to everyone. Without prioritised and well-considered investment, it will be much harder to plan for sustainable and inclusive economic growth, therefore putting a brake on the need for additional housing.

A diverse regional economy supports manufacturing, construction, high value service-based employment, further education, a mature freight and logistics industry, primary agricultural and forestry production, and value-added product processing. This is supported by a strong and dynamic public sector which has enabled the region to grow significantly over the last 20 years. At $20.24 billion, the Bay of Plenty currently represents 5.5% of the New Zealand Gross Domestic Product (GDP).

Strong economic growth in some parts of the Bay of Plenty has come with a number of challenges, including:

- A shortage of affordable housing with access by public transport and active travel modes.
- Congested and deteriorating transport infrastructure that is struggling to cope with the demand being placed upon it.
- High levels of greenhouse gas emissions from land transport modes as a result of high motor vehicle dependency.
- Vulnerability to both severe weather events and longer-term climate change-related events.

[1] Bay of Plenty Regional Land Transport Plan 2021

[2] Government Policy Statement on land transport 2024 | Ministry of Transport

- Increasing levels of deprivation and social isolation in smaller townships and rural areas of the Western Bay, Rotorua and Eastern Bay.
- Unacceptably high numbers of deaths and serious injuries (DSIs) on the roads.
- Resource-intensive provision of transport infrastructure and public transport services - both having to serve very concentrated and very dispersed travel demand.

Forecast population growth is likely to increase demand for travel, especially by private car. Modelling for the Tauranga Smart Trip study[3] indicates that, despite a focus on public transport and mode-shift enhancements, vehicle trips on Tauranga's transport network will continue to increase (up 14% in 2028 and 40% by 2028). Forecasts for a 'Do-minimum' scenario for 2035 highlight significant congestion on a number of routes, including key intersections:

- State Highway 29 – Tauriko to Barkes Corner.
- Cambridge Road - State Highway 29 to Takitimu North Link.
- Cameron Road – Barkes Corner to city centre.
- State Highway 29A – Barkes Corner to Maungatapu.
- Welcome Bay – Turret Road – Cameron Road.
- State Highway 2 – Bayfair to city centre via Hewletts Road.

Without a change of strategy, customer experiences on the network will continue to deteriorate; and current transport network delays could almost double by 2048. Vehicle delays, vehicle kilometres travelled and carbon emissions all increase across the network as a whole.

The Smart Trip study highlights significant constraints on economic productivity in the Western Bay sub-region as a result of a lack of available serviced land for additional housing and business growth; limited access to additional labour (a factor of housing supply constraints); and traffic congestion. Traffic congestion is in turn the result of high car dependence and limited travel choices due to geographic factors, a historical polycentric settlement pattern and location of commercial centres and other major trip generators. It is likely that demand management will be essential in Tauranga, to make more efficient and effective use of existing infrastructure. This could be achieved through a strategic approach to car parking management, (considering both parking supply and charges), as well as the possibility of road pricing.

In Rotorua and the Eastern Bay of Plenty, the challenges of transport and accessibility relate to maintaining connections to a dispersed rural population with little viable transport choice and providing and maintaining infrastructure for smaller urban centres with growth and development plans but a relatively small ratepayer base.

These transport challenges have been exacerbated by insufficient sustainable or adequate revenue streams to support the borrowing needed to deliver choice of transport services and infrastructure improvements. There is now a funding gap of billions of dollars which can only be addressed through the use of new and innovative models, including land value capture, public private partnerships, equity investment and road pricing / tolling. The GPS 2024 has identified that future transport revenue needs are likely to be met through road pricing alternatives, time of use charging and the transition of all vehicles to road user charges. Whilst both taxpayers and road users will need to pay for additional investment, the consequences of failing to deal with the funding gap (in terms of lost productivity in the region) are likely to be far greater over the longer-term.

[3] Smart Trip Variable Road Pricing Study

The importance of maintenance, operations, and renewals (MOR) in making the network more efficient, resilient and safe cannot be under-estimated. People and goods, irrespective of mode used, require a road surface that is smooth, well-drained and resistant to skidding. There are frequent concerns around the number of potholes which appear on the network, usually following bad weather. To fix the increasing number of potholes on the roads and to prevent further deterioration in roading quality, central government has identified road network maintenance as a priority in the GPS, including funding ringfenced for pothole repair and prevention. Much better value for money can be obtained if there is sufficient funding to undertake a whole-of-life costing approach, where maintenance plans respond proactively to known deterioration of transport assets, rather than waiting until they have completely failed. Regular proactive maintenance is able to extend asset life and defer the need for more costly reconstruction.

Ngā taukī raru - Problem statements

In response to the above challenges, four RLTP problem statements (with weightings in brackets) have been developed by the RTC in partnership with stakeholders:

1 **Urban areas and transport patterns (35%)**

Unsustainable urban form and transport patterns are increasing emissions and impeding the movement of people and goods.

2 **Access and mobility (15%)**

Lack of accessible, affordable, and efficient travel choices for people, goods and services.

3 **Resilience (30%)**

Poor resilience of the transport network is negatively impacting its functionality and efficiency.

4 **Road safety (20%)**

Network design is unforgiving of unsafe behaviour and errors, resulting in avoidable deaths and serious injuries.

Pūnaha tūnuku ā-rohe - Regional transport system

The Bay of Plenty has an extensive transport system, which enables local, regional, national, and international travel, both for passengers and freight.

Roading

- There are 744 km of state highways (managed by NZTA), compared to 4,045 km of local roads (managed by councils).
- Over 40% of motor vehicle journeys take place on roads and streets in urban areas, which make up less than 10% of the total roading network by length.
- Nearly a quarter of motor vehicle journeys take place on longer distance, inter-regional connector routes (generally state highways) which make up just 5% of the total roading network by length.
- Rural roads make up the highest percentage of the total roading network but carry only a very small percentage of motor vehicle journeys.

Public transport

- Tauranga and Rotorua have comprehensive bus networks which cover the whole of the urban area, running seven days a week.
- There is a single daily service between Whakatāne and Ōhope (Monday to Saturday).
- Smaller township and rural bus services are much less frequent, and generally run fewer days in the week.
- Community transport services are run by Waka Eastern Bay and Hato Hone St John Health Shuttle.

Active travel

- Footpaths adjacent to the road are provided for pedestrians and disabled people in urban areas.
- There are also off-road walkways which can provide more direct, traffic-free routes. Cyclists either share roads with general traffic, or sometimes have off-road routes provided (often shared with pedestrians).
- Rotorua and Tauranga in particular have some very good off-road active routes, although there are still some gaps in the network.

Rail

- The East Coast Main Trunk rail line (ECMT) is a crucial freight link between Auckland, Hamilton, Tauranga and Kawerau.
- It is the busiest section of rail route in New Zealand, carrying over a third of New Zealand's rail traffic.
- The rail line plays a vital role in inter- and intra-regional movements for major industries and Port of Tauranga.
- There is an opportunity to reintroduce inter-regional passenger rail services linking Auckland, Hamilton, and Tauranga as a means of providing a safer and more resilient alternative to the car.

Sea

- Port of Tauranga is New Zealand's largest seaport for exports and has a substantial impact on the region's economic activity and transport demand, being positioned at the southeast point of the upper North Island.
- The Port is a gateway to international markets, handling 42% of all shipping containers entering and leaving New Zealand.
- Major transport connections are via State Highways 2 and 29 and the ECMT.

Aviation

- Aviation in the region plays a crucial role in economic development, population growth, and tourism, supported by commercial airports in Rotorua, Tauranga, and Whakatāne.

Inter-regional connections

- The Bay of Plenty only has two direct road routes into central and north Waikato - State Highway 29 over the Kaimai Ranges and State Highway 2 through the Karangahake Gorge. Both these routes are subject to frequent closure as a result of crashes and bad weather.

- Connections to south Waikato and onwards towards Wellington are either via State Highway 5 from Rotorua to Taupō, or State Highway 30 towards Te Kūiti. These routes are generally less vulnerable to disruption.
- The other region with a direct connection to the Bay of Plenty - Tairāwhiti - is served primarily by State Highway 2 from Ōpōtiki to Gisborne and features the 50-kilometre long Waioeka Gorge.

Whakakitenga 30-tau - 30-year vision

The 30-year vision describes the region's desired long-term state, and what success looks like when we get there:

"Our transport system meets the needs of our diverse communities, our environment and our economy."

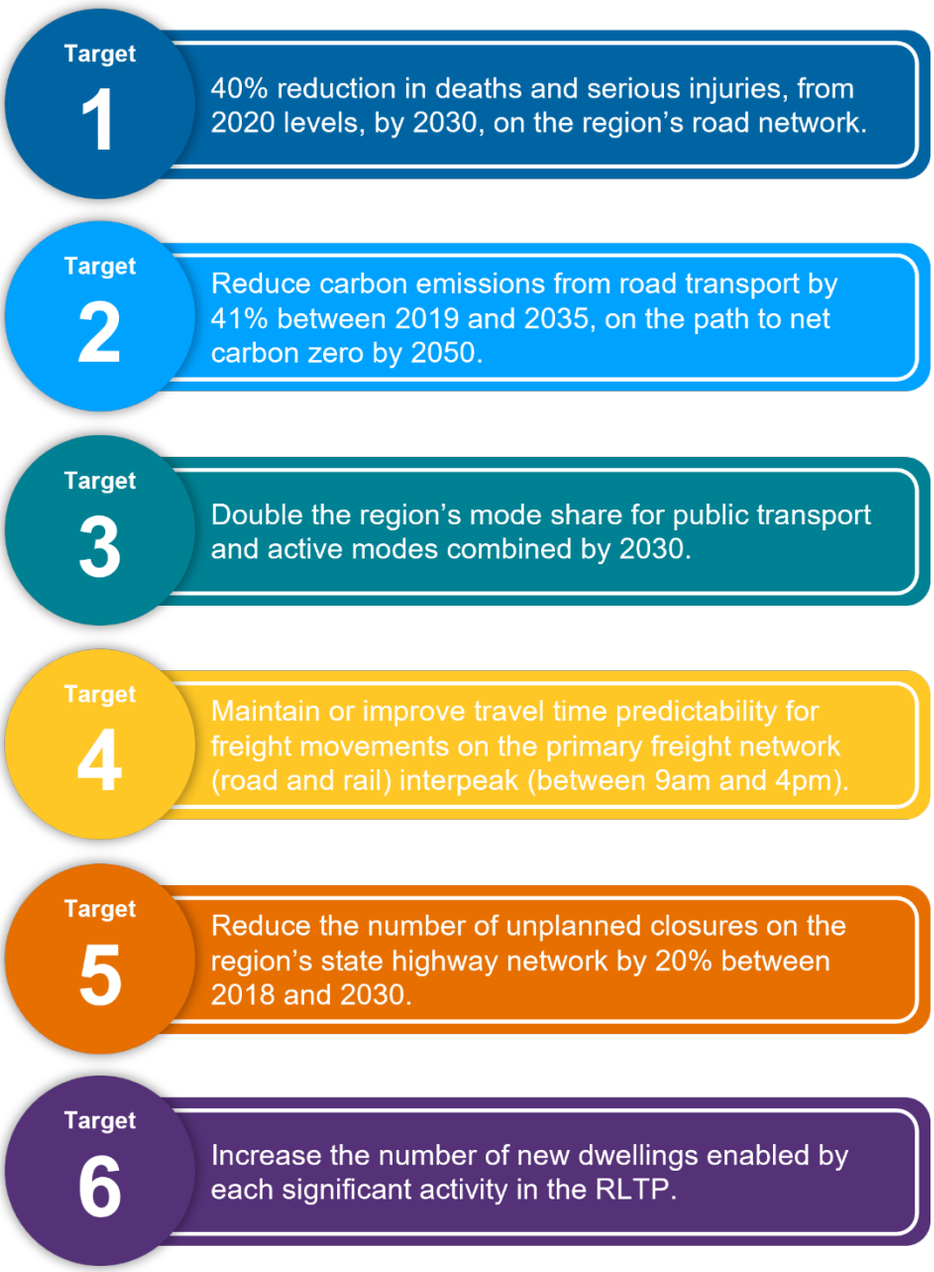
Ngā whāinga - Objectives

To deliver this vision, a series of objectives have been developed from the MOT Transport Outcomes Framework.

MOT Transport Outcome	Description	Corresponding Bay of Plenty RLTP Objective
Healthy and safe people	The system protects people from transport-related injuries and harmful pollution and makes physically active travel an attractive option.	**Objective 1:** Deaths and serious injuries are minimised on the region's transport system.
Environmental sustainability	The transport system transitions to net zero carbon emissions, and maintains or improves biodiversity, water quality and air quality.	**Objective 2:** The environmental effects, including emissions, arising from the use of the transport system are minimised.
Inclusive access	The system enables all people to participate in society through access to social and economic opportunities such as work, education, and healthcare. To be inclusive, the transport system must be accessible to all people in New Zealand including those with disabilities, low-income earners, and people of different ages, genders, and ethnicities.	**Objective 3:** Communities have access to an inclusive, equitable and reliable transport system that provides them with a range of travel choices to meet their social, economic, health and cultural needs.
Economic prosperity	The transport system supports economic activity via local, regional, and international connections, with efficient movements of people and products based on value for money investment.	**Objective 4:** The transport system enables people and goods to move efficiently and reliably to, from and throughout the region. **Objective 6:** The transport system supports access to land for housing growth, and creates connectivity between places where people live, work, learn and play.
Resilience and security	The transport system minimises and manages the risks from natural and human-made hazards, anticipates and adapts to emerging threats, and recovers effectively from disruptive events.	**Objective 5:** Resilience issues in the transport system have been proactively identified and actioned so that the region can respond to, adapt, and rapidly recover from unplanned events and hazards.

Ngā whāinga upoko - Headline targets

Each objective has a corresponding headline target which measures progress towards delivery. The target is based on achievement of beneficial outcomes for people and businesses in the region.



Ngā kaupapa here - Policies

Each strategic objective requires an integrated set of policies which explain how it will be achieved. The policies are delivered by Bay of Plenty Regional Council, Territorial Authorities and partners such as NZTA and KiwiRail.

Vision	Our transport system meets the needs of our diverse communities, our environment and our economy.					
Objectives						
Deaths and serious injuries are minimised on the region's transport system.	The environmental effects, including emissions arising from the use of the transport system, are minimised.	Communities have access to an inclusive, equitable and reliable transport system that provides them with a range of travel choices to meet their social, economic, health and cultural needs.	The transport system enables people and goods to move efficiently and reliably to, from and throughout the region.	Resilience issues in the transport system have been proactively identified and actioned so that the region can respond to, adapt, and rapidly recover from unplanned events and hazards.	The transport system supports access to land for housing growth, and creates connectivity between places where people live, work, learn and play	
Objective	**Summary of Policies (see Section 3: Strategic framework for full wording)**					
Healthy and safe people	(1) Road safety programme; (2) Walking and cycling to school programmes; (3) Reduce risk and improve safety across and along rail corridors; (4) Technologies that improve transport safety and efficiency; (5) Walking and cycling as travel options to improve public health; (6) Connected networks to improve safety and accessibility; (6) Road construction, renewal and maintenance techniques that minimise the public health and environmental impacts.					
Environmental sustainability	(1) Low carbon transport options and fuel technologies that reduce the use of fossil fuels; (2) Reduce greenhouse gas emissions and support resilience; (3) Zero-emission public transport bus fleet; (4) Deliver national emission reduction targets; (5) Travel planning tools for employees; (6) Inter-connected walking and cycling networks in urban and rural areas; (7) Inter and intra-regional walking and cycling networks for commuting, recreation and tourism.					
Inclusive access	(1) Bay of Plenty Regional Public Transport Plan; (2) Māori land use and development aspirations; (3) Opportunities to allocate national land transport funding to Māori roadways; (4) Local parking policies for the use and management of on-street space in town and city centres.					
Economic prosperity (Strategic networks)	(1) Investment for roads, rail and shipping; (2) Function of existing and future inter-regional strategic transport corridors; (3) New development support for regional industry and businesses and functionality of strategic transport networks; (4) Urban and transport planning minimises impact of reverse sensitivity and access effects; (5) High freight trip generating activities in locations with good access to strategic road and rail networks; (6) State Highway 1/29 and East Coast Main Trunk developed as strategic long-term corridors; (7) Inter and intra-regional routes to provide safe and efficient access to major tourist destinations; (8) Rail capacity, rolling stock and future passenger rail in the region and the upper North Island; (9) Rail assets maintained to protect safe and efficient operation of the network.					
Economic prosperity (Housing supply)	(1) Regional strategic planning and investment initiatives for sustainable residential growth; (2) Location of high person trip-generating activities in town centres or central locations; (3) Housing and business development that enables better travel choices.					
Resilience and security	(1) Current network risks; vulnerabilities, critical lifelines, and alternative options; (2) Design of new transport infrastructure resilient to weather events and long-term effects of climate change; (3) Physical impacts of climate change on the transport system; (4) Access to regionally and nationally significant freight hubs.					

Ngā whakaarotau tūnuku 10-tau - 10-year transport priorities

The 10-year transport priorities explain how the Bay of Plenty will invest in a range of projects to give effect to the objectives, targets and policies set out in the RLTP Strategic Framework.

The 10-year transport priorities, priority investment areas and other priority implementation areas (denoted in italics) are:

Transport Priority (Strategic Response)	Priority Investment Areas and *Other Priority Implementation Areas*
Supporting sustainable regional growth through planning and investing in transport infrastructure and services that lift economic prosperity and enable housing	Investment in Roads of National Significance (RoNS) i.e. State Highway 29/29A Tauriko and Takitimu Northern Link. State Highway roading improvement projects along key corridors in urban centres, including SH2 Hewletts Road, Tauranga and SH5 and SH30, Rotorua. Local roading and intersection improvements to tackle congestion hot spots in the Western Bay. High-frequency urban bus networks in Tauranga and Rotorua. More frequent regional bus services between Tauranga, Rotorua, and Whakatāne, and also inter-regional bus services with the Waikato. Comprehensive on-road priority infrastructure to enable punctual and reliable urban services, supported by high-quality accessible bus stops and well-located central hubs. Completion of comprehensive and integrated pedestrian and cycle networks in cities and townships. *Spatial planning and urban development in locations with good public transport and active travel networks to unlock land for housing and enable sustainable urban form.*
An integrated freight system that optimises the efficient and effective movement of goods	Improvements to major inter-regional roading routes which prioritise freight movements. *Capacity, signalling and line speed improvements on the East Coast Main Trunk rail line.* *Electrification of the East Coast Main Trunk rail line.*
Building resilience into the transport system by strengthening essential connections, improving access to alternative routes, and delivering robust maintenance plans	Higher levels of investment in proactive roading maintenance, operations and renewals to improve overall condition of assets. Progression of major asset renewal projects to enhance resilience to severe weather and impacts of climate change.

Transport Priority (Strategic Response)	Priority Investment Areas and *Other Priority Implementation Areas*
	Progression of proposals to re-route transport assets away from locations which are vulnerable to climate change-related events. *Implementation of natural resilience solutions to protect transport assets from 'downstream' impacts of severe weather.*
Reducing road deaths and serious injuries	Delivery of road safety infrastructure projects targeted at high-risk areas, including intersections and active travel crossing points. Implementation of speed management plans in locations where there are particular risks for vulnerable road users, and when justified by cost / benefit assessment. Re-allocation of road space in urban areas to provide more priority protection for active transport modes. Further investment in road safety education, training and publicity programmes targeted at higher-risk areas/groups of people. Consideration of safety cameras to undertake additional enforcement without Police presence. *Enhancement of Police enforcement of road traffic laws and proactive campaigns targeting unsafe and illegal behaviour.*
Transitioning towards a more sustainable transport system to minimise environmental impacts	Conversion of the region's bus fleet to zero emission vehicles. Travel demand management and behaviour change programme that targets short and medium distance car trips. Car parking supply management and charging in Tauranga and Rotorua to manage demand and promote mode choice. *Progression of proposals for introduction of inter-regional passenger rail services.* *Development of a regional electric vehicle charging network.* *Progression of road pricing proposals in Tauranga.*
Enhancing availability of accessible, affordable, and efficient travel choices for people, goods, and services	Higher frequency and wider coverage of smaller town and rural fixed-route services. Introduction of a community transport policy and funding framework for areas without fixed routes. *Joint working with key government health, education, and social welfare agencies to optimise transport provision to essential services.*

Kaupapa haumi tūnuku - Transport investment programme

The transport investment programme, across all activity classes[4] is summarised in the following table.

Activity	Proposed Investment ($m)	
	2024-27	2024-34
Road Safety	35.3	95.3
Investment Management	13.7	29
Local Road Maintenance	331.5	714.1
Public Transport Services	145.3	658.3
Public Transport Infrastructure	84.8	136.9
Walking and Cycling Improvements	59.4	253.7
Local Road Improvements	331.5	714.1
State Highway Maintenance	297	918.4
State Highway Improvements	904.1	3,931.5
TOTAL	2,291.8	8,183.5

A prioritised programme is proposed for significant activities that are over $2 million. It does not include the ever-increasing cost of the day-to-day maintenance of our roads or sustaining the level of service of our buses, for example.

The figure below highlights some of the key proposed activities by sub-region.

[4] Activity classes are defined in the Government Policy Statement on land transport and are used to provide direction to NZTA on funding allocations for types of investment.

TAURANGA / WESTERN BAY OF PLENTY

- SH29A package of works, including Stage 3 PT corridor; Stage 2 Omanawa Bridge; Access to Tauriko West and industrial estate and proposed acceleration of SH29 Stage 4
- Connecting Mount Maunganui – improvements to network along Hewletts Road and broader Mount Maunganui area, including Port of Tauranga
- Takitimu North Link Stage 1 (NZUP); Takitimu North Link Stage 2
- Cameron Road Multi-Modal Stage Two
- Connecting the People - Fifteenth Ave to Welcome Bay Rd
- Public Transport Services and Infrastructure Business Case
- Ōmokoroa transport improvements – urbanisation of local roads to support planned land use changes
- Rangiuru Business Park multi-modal transport improvements to existing internal roading network
- Rangiuru Business Park interchange providing access from the Tauranga Eastern Link
- Park'N'Ride Trial Pāpāmoa

ROTORUA

- Urbanisation of SH30A corridor, including Amohau Street and consequential local road changes
- Malfroy Road/ Old Taupō Road intersection capacity upgrade and safety improvements – single-stage business case
- Rotorua low cost, low risk: local road improvements, walking & cycling improvements, public transport infrastructure

REGION WIDE

- Implementation of a National Ticketing Solution to enable standardised payment for public transport
- Improvements to transition to zero-emission public transport

EASTERN BAY OF PLENTY

- Additional river crossing - business case to support growth components of the Whakatāne Spatial Plan
- Transport system programme to support delivery of the Whakatāne Spatial Plan
- Whakatāne network-wide resilience
- Ōpōtiki urban growth and resilient access improvements
- Ōpōtiki low cost, low risk: local road improvements, walking & cycling improvements
- Kawerau low cost, low risk: local road improvements, walking & cycling improvements

1 Kōrero whakataki - Introduction

Welcome to the Bay of Plenty Regional Land Transport Plan (RLTP) 2024-34. This RLTP is:

- The primary document guiding integrated land transport planning and investment within the Bay of Plenty region - Te Moana a Toi-te-Huatahi.
- Prepared by the Regional Transport Committee (RTC), the RLTP sets out strategic direction for land transport in the Bay of Plenty region over the next 30 years, and transport investment priorities for the next ten. The 2024 document is a review of the 2021 RLTP[5] and has been updated to reflect recent government policy developments and hence revised investment priorities.
- The RLTP aims to be consistent with the Government Policy Statement on land transport (GPS 2024) and meet the transport system objectives in the Bay of Plenty region. Figure 1.1 summarises the role of the RLTP (highlighted in orange) within the broader legal and policy framework.

[5] Bay of Plenty Regional Land Transport Plan 2021

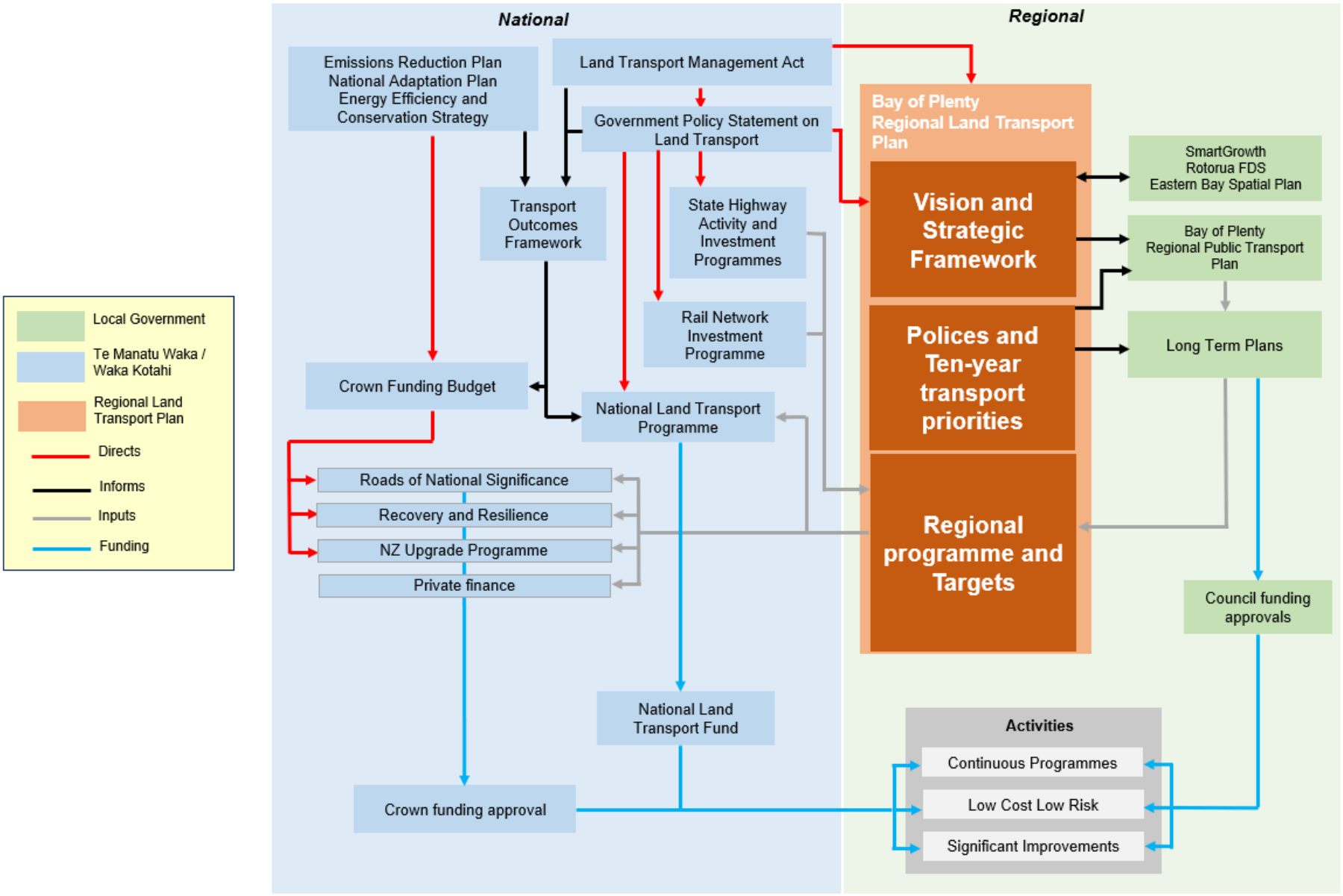


Figure 1.1 RLTP within the policy and legal framework

Section 14 of the Land Transport Management Act (LTMA)[6] is the legislation behind the RLTP, which itself feeds into the NZ Transport Agency Waka Kotahi (NZTA) National Land Transport Programme (NLTP). Funding from the Crown, NZTA and Councils supports delivery of programmes, including:

- **Continuous Programmes:** road maintenance, operations & renewals (MOR), road safety promotion and public transport services.
- **Low-Cost Low-Risk (LCLR):** state highway, local roading, active travel and public transport improvement projects under $2 million total cost.
- **Significant activities:** prioritised larger improvement projects over $2 million total cost.

These programmes, and the projects within them, are targeted at delivering positive transport outcomes for people and communities.

Section 14 of the LTMA 2003 also states that the RTC must be satisfied that the RLTP:

- Contributes to the purpose of the Act – *"an effective, efficient, and safe land transport system in the public interest".*
- Is consistent with the Government Policy Statement on land transport (GPS).

The GPS 2024[7] is the government's strategy for investing in the land transport system, which outlines what Ministers want to achieve, and how they expect funding to be allocated from the National Land Transport Fund (NLTF) across different types of activities (for example road maintenance, public transport services, walking and cycling etc.). This RLTP review identifies the region's investment proposal to feed into the NLTP, seeking NLTF funding to enable delivery.

[6] Land Transport Management Act 2003

[7] Government Policy Statement on land transport 2024 | Ministry of Transport

Whakatakotoranga mauhanga - Document structure

This RLTP follows a logical structure, from background policy context through to delivery of a prioritised transport investment programme:

Section 2	**Strategic context** - the Bay of Plenty region and its transport system.
Section 3	**Strategic framework** - vision, objectives, policies and headline targets.
Section 4	**10-year transport priorities** - problems, benefits, priority investment areas and other implementation areas.
Section 5	**Programming and funding** - including prioritised significant activities, low-cost low-risk and continuous programmes and funding sources.
Section 6	**Monitoring framework** - Key Performance Indicators (KPIs) and targets to be delivered.

Figure 1.2 RLTP structure

2 Horopaki rautaki - Strategic context

Kōrero whakataki - Introduction

The strategic context describes how this RLTP is consistent with current New Zealand government policies, and those of local partners/co-investors Tauranga City Council, Rotorua Lakes Council, Western Bay of Plenty District Council, Whakatāne District Council, Ōpōtiki District Council, Kawerau District Council, Bay of Plenty Regional Council, NZTA and the Crown. It starts by summarising the characteristics of the Bay of Plenty region, including its transport system, and outlines why the area will benefit from transport investment.

The narrative then highlights key New Zealand Government policies which the RLTP aims to be consistent with, which is crucial if co-investment from NZTA and the Crown is to be leveraged. Finally, a summary of the wider challenges and opportunities around spatial planning and transport developments describe a forward-looking approach that the RLTP has adopted.

He whakatakinga ki te Waiariki -
An introduction to the Bay of Plenty

Located on the eastern side of New Zealand's North Island, the Bay of Plenty is one of the most dynamic and sought-after locations in the country.

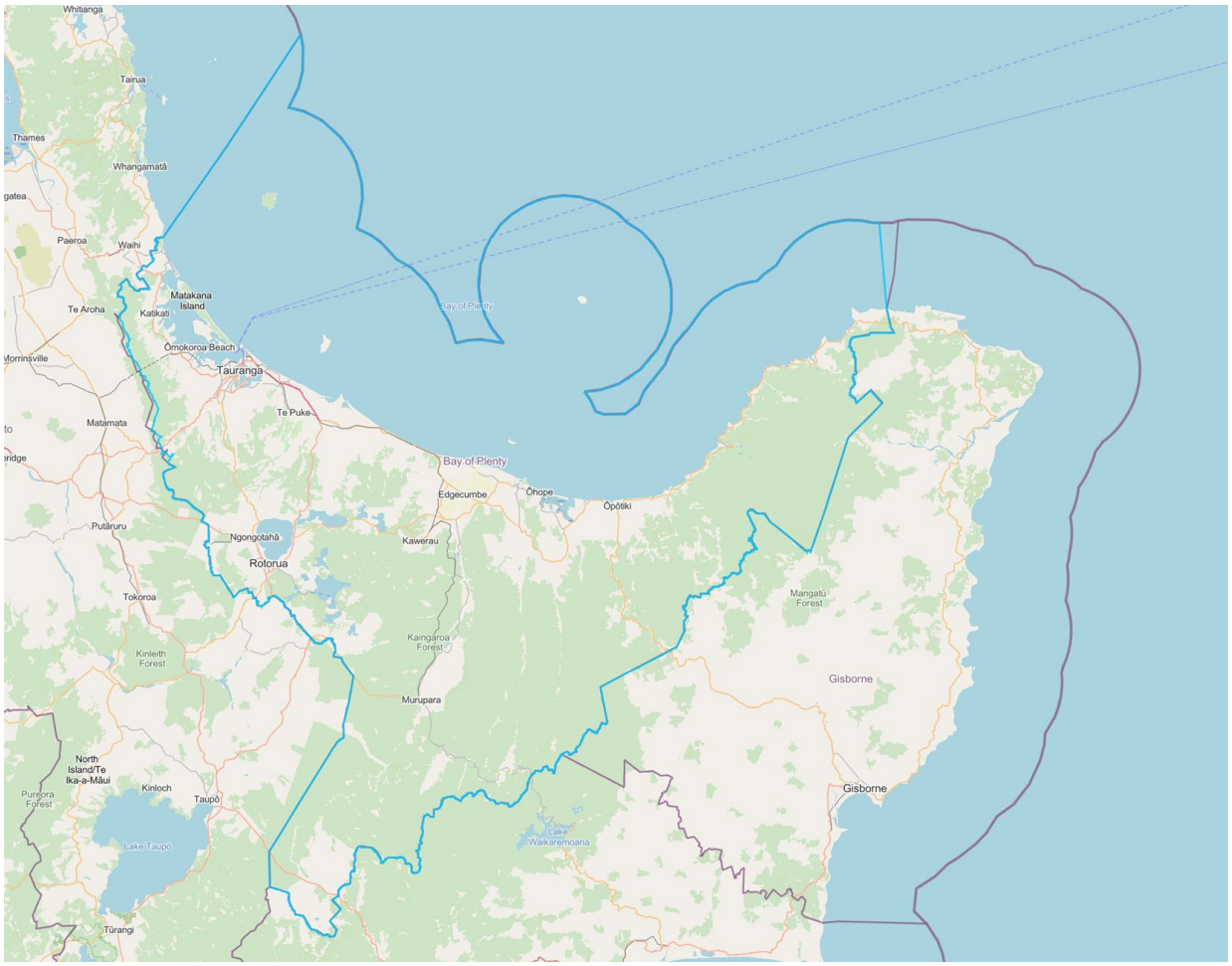


Figure 2.1 Bay of Plenty region (Source: Bay of Plenty Regional Council)

A region of contrasts, the fast-growing city of Tauranga is complemented by the sub-regional centres of Rotorua and Whakatāne, as well as smaller townships such as Ōpōtiki, Kawerau, Te Puke and Katikati.

The latest Statistics NZ population estimates[8] reveal that a total of 354,000 people now call the Bay of Plenty home. By 2048 forecast growth projections suggest a population of 361,000 (low growth), 417,000 (medium growth) or 475,000 (high growth). Figure 2.2 shows the medium growth projections, with Tauranga City forecast to experience the largest population increase.

[8] StatsNZ Population Projections 2018-48

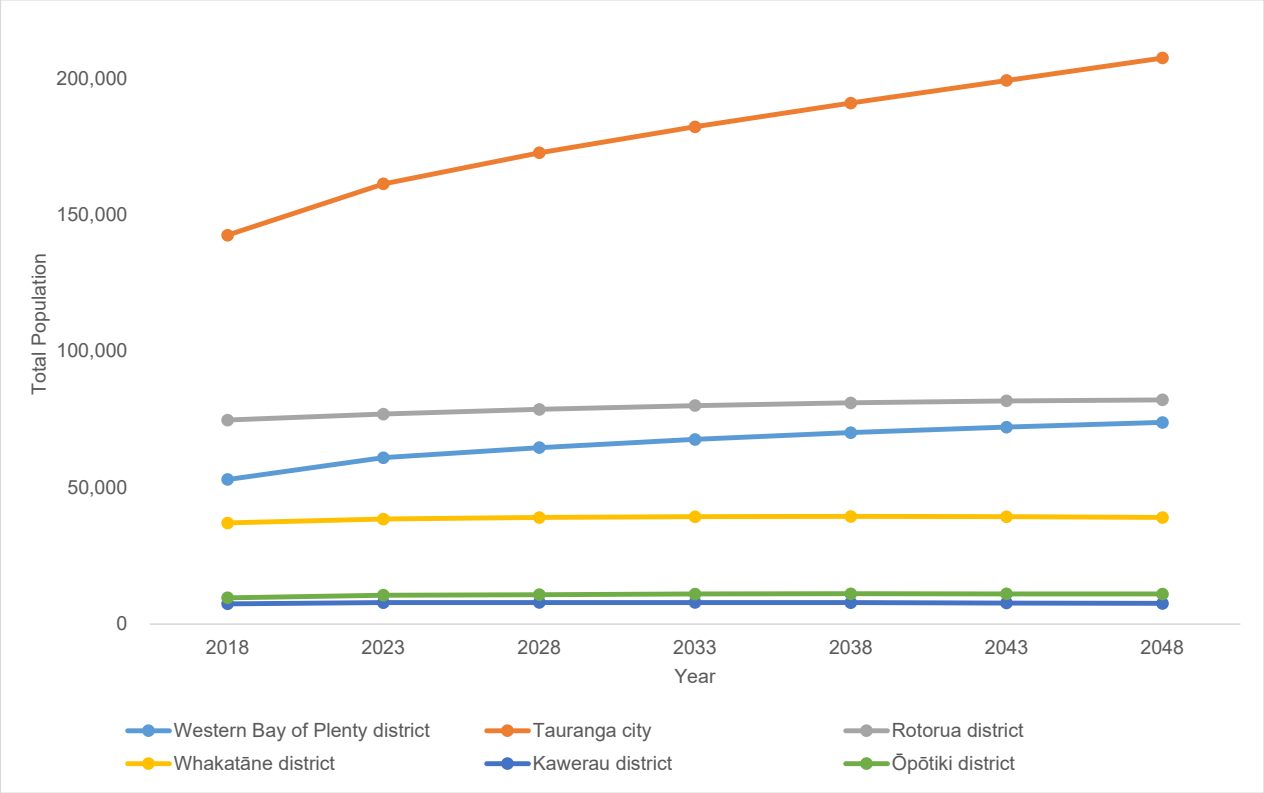


Figure 2.2 Bay of Plenty Region medium growth population forecasts (Source: StatsNZ)

Around 60% of the population is currently of working age, and there is also a higher-than-average proportion of both younger and older people. Statistics NZ's 2013 Disability Survey identifies the Bay of Plenty as having the third equal highest disability population rate in the country, with 27% identifying as disabled people. Applied to a population of 354,000, this means there are at least 95,580 disabled people in the region.[9] If current trip rates per person continue, this could result in more demand for travel choice, to access jobs, education, services and leisure opportunities.

A diverse regional economy supports manufacturing, construction, high value service-based employment, further education, a mature freight & logistics industry, primary agricultural & forestry production, and value-added processing. This is supported by a strong and dynamic public sector which has enabled the region to grow significantly over the last 20 years. At $20.24 billion, the Bay of Plenty currently represents 5.5% of the New Zealand Gross Domestic Product (GDP).

From Northland to Waikato and across to the Bay of Plenty, the upper North Island supports 54% of the national population and generates 54% of the country's GDP – see Figure 2.3. Economic and transport relationships with the Waikato and Auckland regions are particularly strong, as reflected in the region's participation in the Upper North Island Strategic Alliance (UNISA)[10], which:

- Develops agreed positions on matters of national and regional importance and provides a shared voice to work with central government.
- Identifies and acts on opportunities and constraints for the upper North Island.
- Provides coordinated views, planning and decision making.

As the country's largest export hub, the Port of Tauranga plays a critical role in the UNISA story, and forms part of a network of coastal and inland ports across the upper North Island.

[9] Disability survey: 2013 | Stats NZ

[10] UNISA

The Bay of Plenty provides a lifestyle which is more relaxed than larger cities such as Auckland, whilst still being at the forefront of economic development and innovation. As a result, there is strong demand for housing and employment in the main urban area of Tauranga, which is spilling over into the rest of the region.

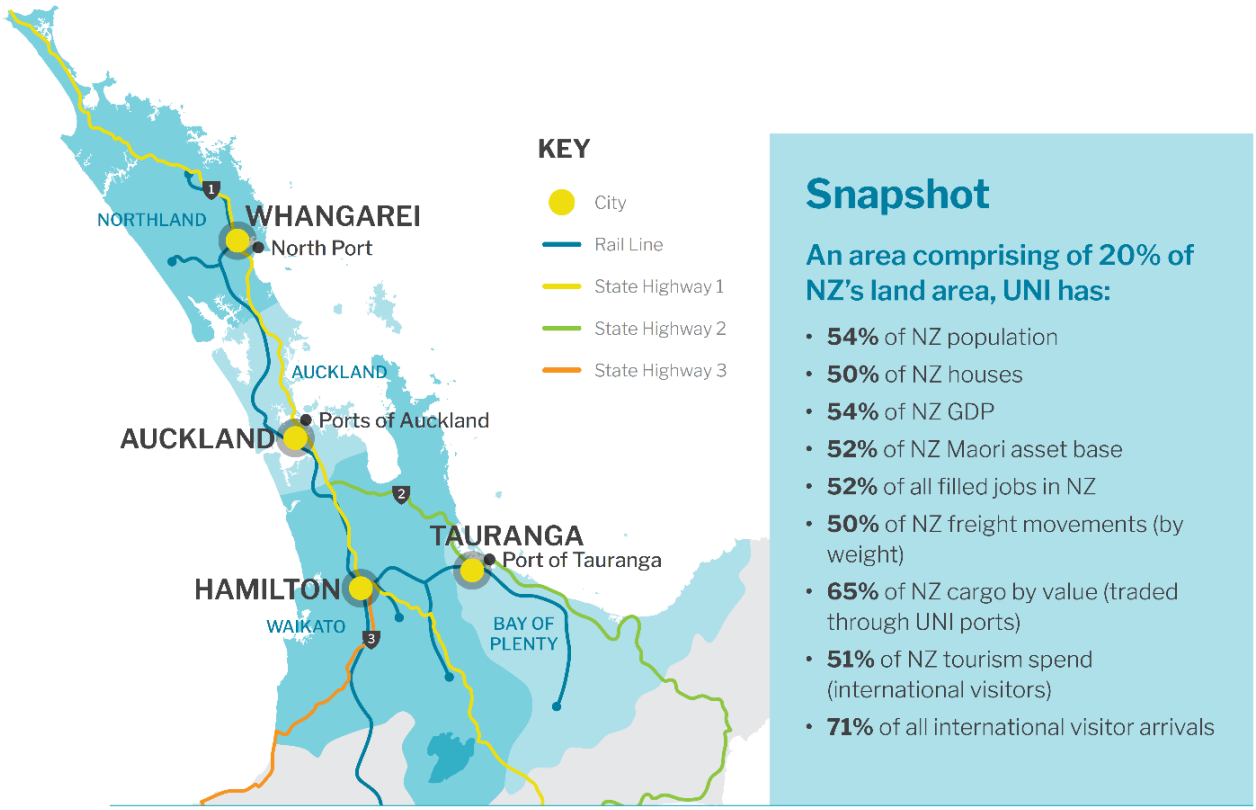


Figure 2.3 Economic profile of the upper North Island (Source: UNISA Transport Story, 2019-20)

Ngā wero nui ā-rohe - Major regional challenges

Strong economic growth in some parts of the Bay of Plenty has come with a number of challenges, including:

- A shortage of affordable housing with access by public transport and active travel modes. The median regional house price in October 2023 was $825,000 (over ten times the average annual wage).
- Congested and deteriorating transport infrastructure that is struggling to cope with the demand being placed upon it:
    - The Smart Trip road pricing study[11] predicts an increase in delay in Tauranga between 2018 and 2035 from 17,000 to 27,000 vehicle hours travelled.
    - A growing 'infrastructure deficit' whereby the demand for travel is exceeding the capacity of the existing transport supply, in terms of road space and intersection performance.
    - The backlog of transport asset maintenance and renewals, which are necessary to keep routes running at optimum efficiency and safety, continues to grow.

[11] Smart Trip Variable Road Pricing Study

- Dependency on motor vehicles is contributing to high levels of greenhouse gas (GHG) emissions from transport. The Bay of Plenty Community Carbon Footprint 2022[12] reveals that land transport in the region is the highest emitting sector, making up 44% of the Bay's total gross emissions. On-road transport is the largest contributor to transport emissions, representing 49% of transport emissions and 22% of Bay of Plenty's total gross emissions. Tauranga has the highest on-road GHG emissions across each vehicle type.

In addition to the region's direct growth challenges, there are a wider range of issues which the Bay of Plenty faces:

- Vulnerability to both severe weather events and longer-term climate change-related events. A climate change risk assessment undertaken by Tonkin & Taylor in 2022[13] , summarised in Figure 2.4 below, highlights:
    - Significant portions of the region's road and state highway network may be exposed to sea level rise, coastal flooding, and temporary / permanent road closures. Communities most severely exposed include Western Bay (Waihī Beach, Pukehina and Maketu), Whakatāne, Tauranga and the Ōpōtiki coastline.
    - Extreme rainfall will cause increased flooding, with the longest lengths of exposed roads in Whakatāne, Western Bay of Plenty and Tauranga districts.
    - Increasing landslides, particularly in steep areas such as parts of Ōpōtiki, Waimana Gorge and Waiotahi Bluffs.
    - Increasing extreme temperatures, which can cause reduced bitumen performance anywhere on the road network.
    - Increasing wind and storms, which may cause road, walkway, and cycleway closures anywhere on the road network.
- Increasing levels of deprivation and social isolation in smaller townships and rural areas of the Western Bay, Rotorua, and Eastern Bay:
    - The former Bay of Plenty District Health Board (DHB) area has 51.2% (148 out of 289) of data zones in the bottom two quintiles of the Index of Multiple Deprivation (IMD).
    - The former Lakes DHB (covering Rotorua and Taupō) has 54% (76 out of 140) of data zones in the bottom two quintiles of the IMD.
    - The figures for the bottom two IMD quintiles across the whole of New Zealand would be 40%.
- Unacceptably high numbers of deaths and serious injuries (DSIs) on the roads. There has been no decrease in the number of DSI casualties (180 in total) between 2018 and 2022.
- A mix of population concentrated in a small number of urban areas of varying sizes, coupled with vast rural areas with a highly dispersed settlement pattern (see Figure 2.5). This makes provision of transport infrastructure and public transport services very resource-intensive, having to serve very concentrated and dispersed travel demand.

[12] Bay of Plenty Community Carbon Footprint

[13] Regional Risk Assessment

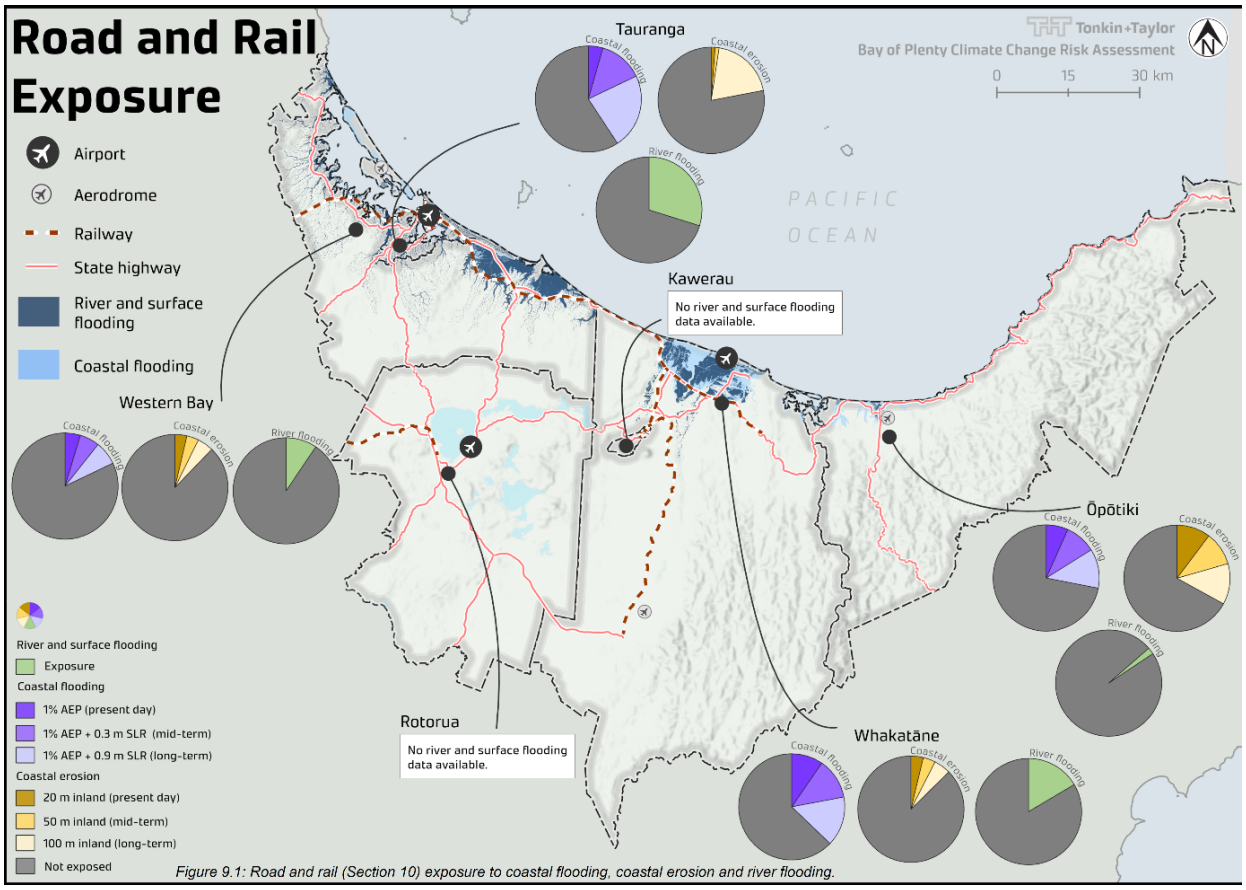


Figure 2.4 Road and rail exposure to climate change risks (Source: Tonkin and Taylor)

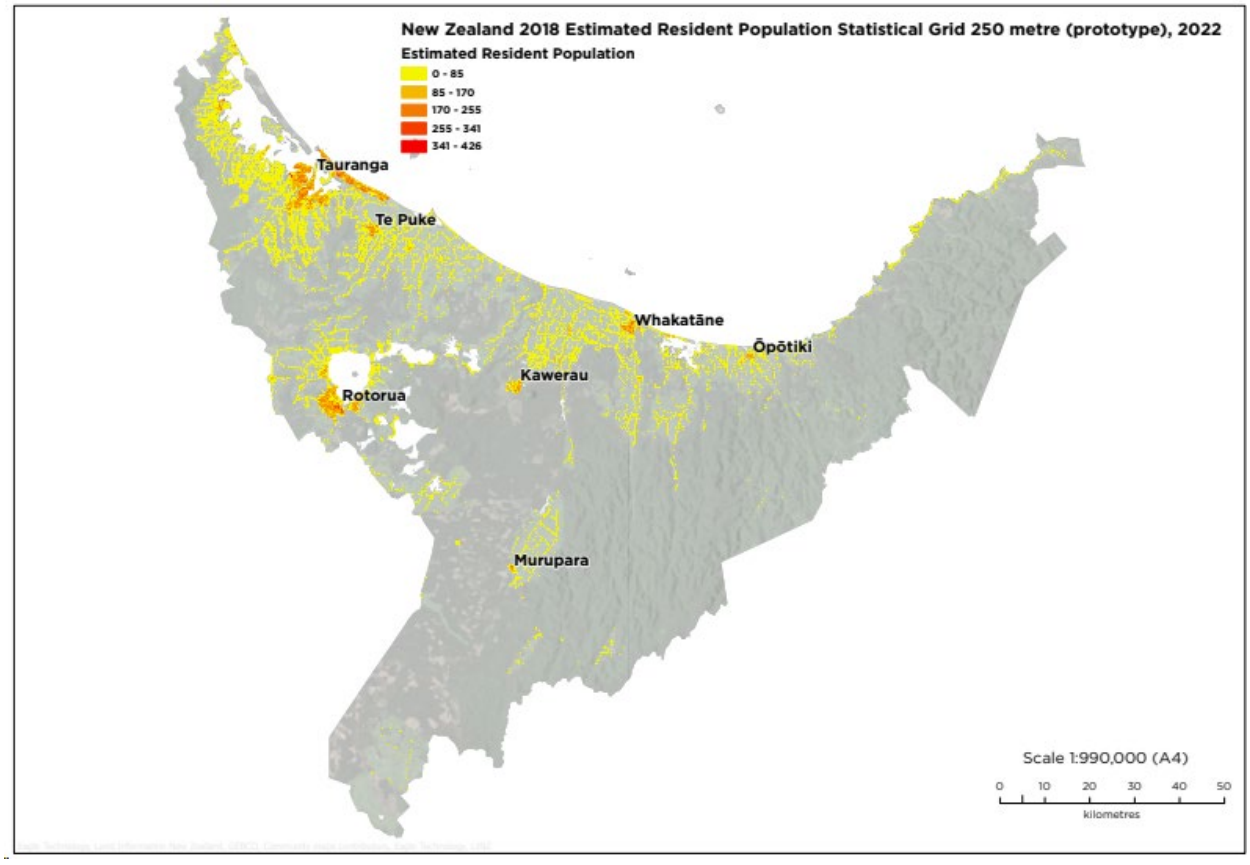


Figure 2.5 Population patterns in the Bay of Plenty region (Source: StatsNZ)

The safe, efficient and sustainable movement of goods across the region's transport network is a significant requirement to support the economy. Stakeholder interviews for the Waikato and Bay of Plenty Freight Action Plan[14] have identified two trends and five themes which are important for the respective region's economy:

Table 2.1 Trends and themes for freight transport

Trends	Themes
Organic growth will increase freight volumes by 45% between 2020 and 2030	Predicted freight volume increases will create further bottlenecks
Larger and more efficient trucks, trains and ships put pressure on infrastructure	Wider benefits of more freight travel by rail (where it makes economic sense)
	Aggregation across services and sectors can make most efficient use of freight capacity
	Technological change has the ability to deliver efficiencies and sustainability
	Labour shortages for freight transport staff require a flexible and forward-thinking approach to skills development

(Source: Waikato and Bay of Plenty Freight Action Plan)

Critical to the freight task is the position of the Port of Tauranga, which operates New Zealand's international container freight hub, bulk cargo wharves, bunkering facilities, and extensive storage areas. The Port is connected by road and rail to Auckland, Waikato and the central North Island. Importers and exporters throughout New Zealand rely on the transport system to access Port of Tauranga's national network of regional feeder ports, inland freight hubs and logistics services.

This RLTP presents a strong case for both making better use of existing infrastructure and, in key locations, a step change in investment to keep the region's economy moving forward, thereby supporting key economic sectors such as manufacturing, construction, professional services, agriculture, forestry, and food processing.

In August 2022, the New Zealand Institute of Economic Research (NZIER) reported the impact of the housing shortage in Tauranga on economic development[15].

Table 2.2 Economic impacts of housing shortages

Housing Shortage Scenario in 2032	Number of People Who Can't Reside in Tauranga	Estimate Impact on GDP Foregone ($m)
867 dwellings	3,355	224 (3 years) 540 (10 years)
3,140 dwellings	14,951	436 (3 years) 1,609 (10 years)

(Source: New Zealand Institute of Economic Research)

The table shows that if people cannot reside in Tauranga, there are significant impacts on GDP foregone resulting from an inability to fill employment opportunities and generate productive output.

[14] Waikato and Bay of Plenty Freight Action Plan

[15] NZIER. 2023. Assessing housing shortages in New Zealand

Ngā taukī raru RLTP - RLTP problem statements

The above issues are reflected in four RLTP problem statements (with weightings in brackets) that have been developed by the RTC in partnership with stakeholders:

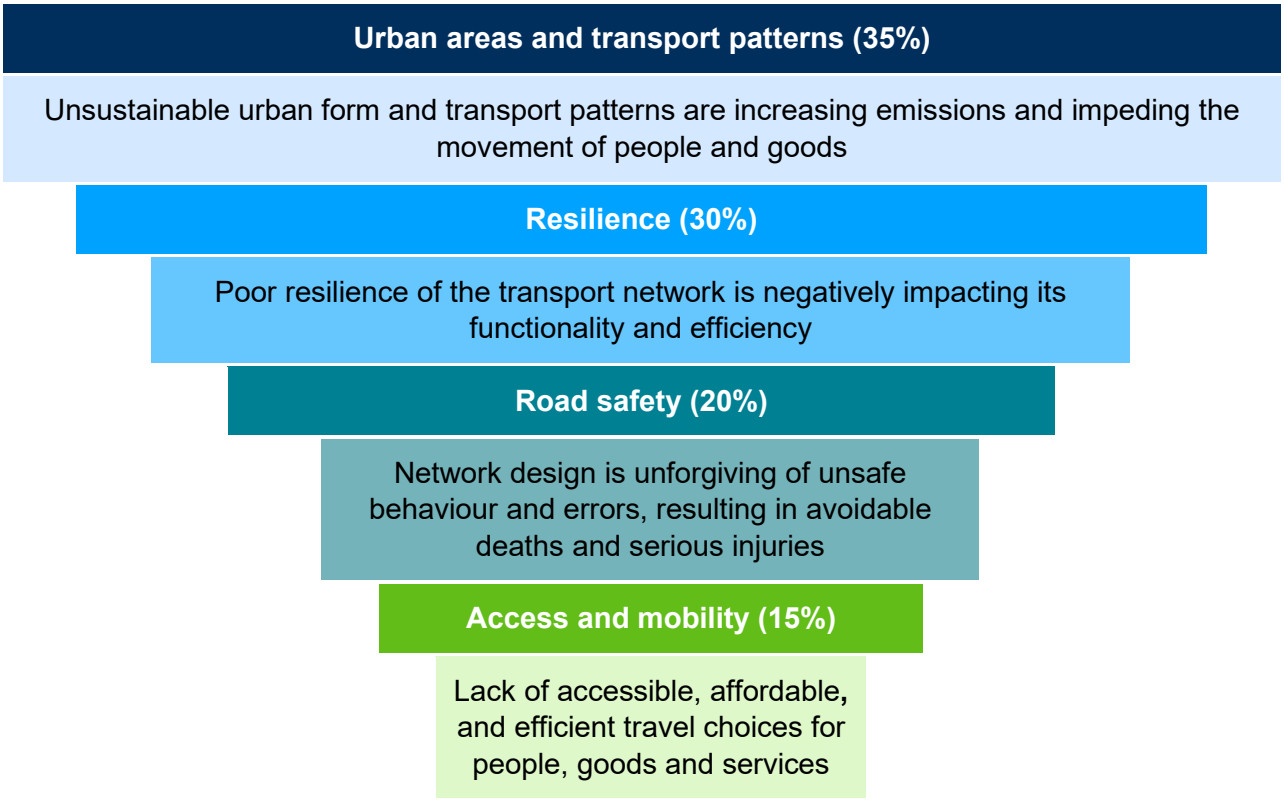


Figure 2.6 RLTP problem statements

Addressing these problems gives rise to the 10-year transport priorities that form the basis of the RLTP investment programme.

Improving safe and resilient multi-mode accessibility from existing and new residential areas to jobs, schools, services, and leisure facilities is a key RLTP policy and investment priority. The same is true for improvements to journey time reliability, resilience, and environmental sustainability of freight movements.

This RLTP seeks to address these challenges by proposing an ambitious but balanced programme of investment in both transport infrastructure maintenance and improvements, strongly supported by improved public / community transport services. This programme is built on an evidence-based assessment of strengths and weaknesses of the current regional transport system.

Pūnaha tūnuku ā-rohe - Regional transport system

The Bay of Plenty has an extensive transport system, which enables local, regional, national, and international travel – both for passengers and freight.

Roading

The Bay of Plenty roading network is part of the wider upper North Island and national land transport network, with important inter-regional connections to Waikato, Auckland, and Gisborne. In terms of total length, state highways (managed by NZTA) are 744 km; compared to local roads (managed by councils) at 4,045 km. Figure 2.7 shows the extent of the major roading routes in the region.

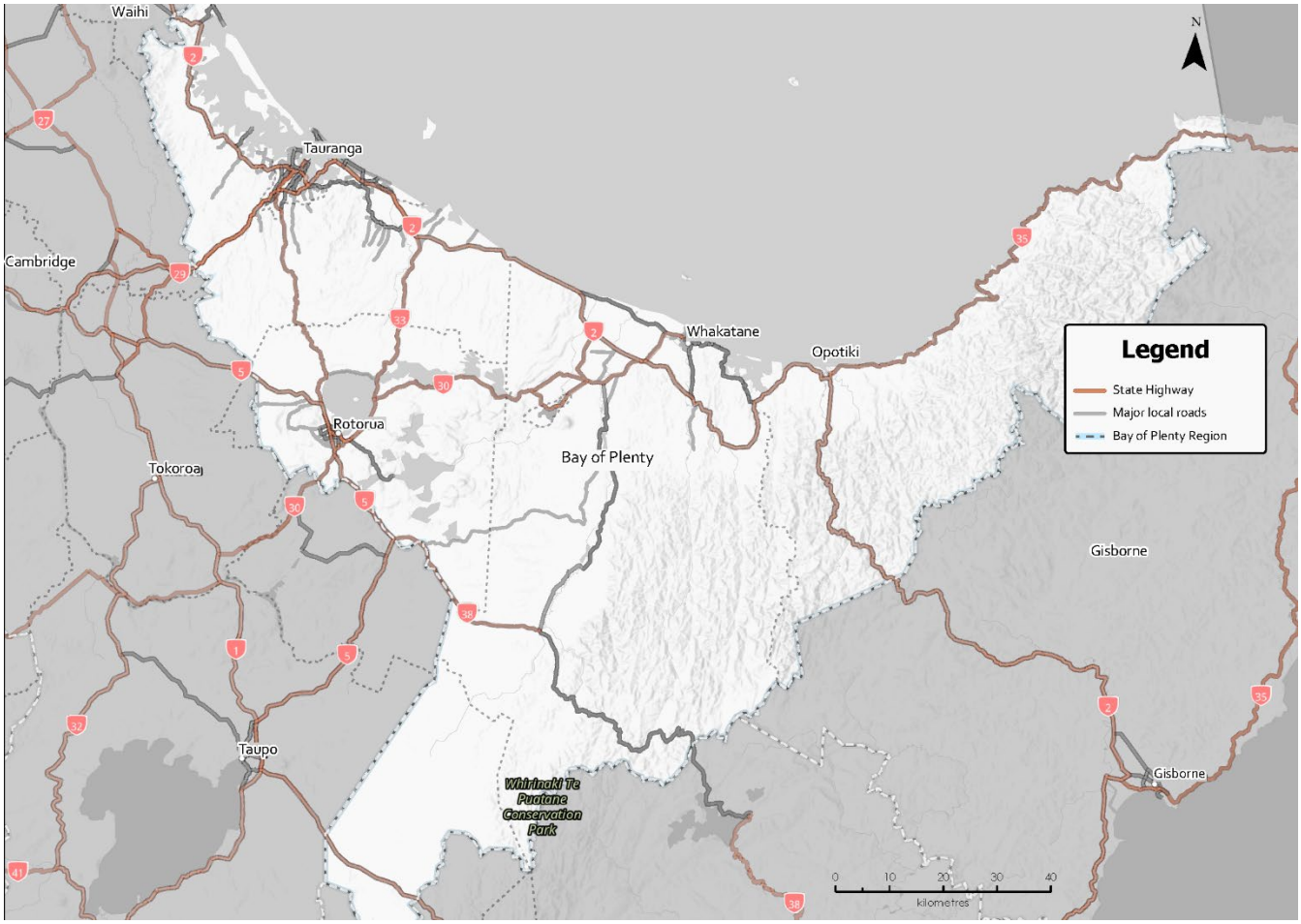


Figure 2.7 Bay of Plenty major roading network (Source: Bay of Plenty Regional Council)

Figure 2.8 compares the percentage length of road in each One Network Framework (ONF) category (denoted by the blue bar) with the corresponding percentage of motor vehicle journeys (orange bar).

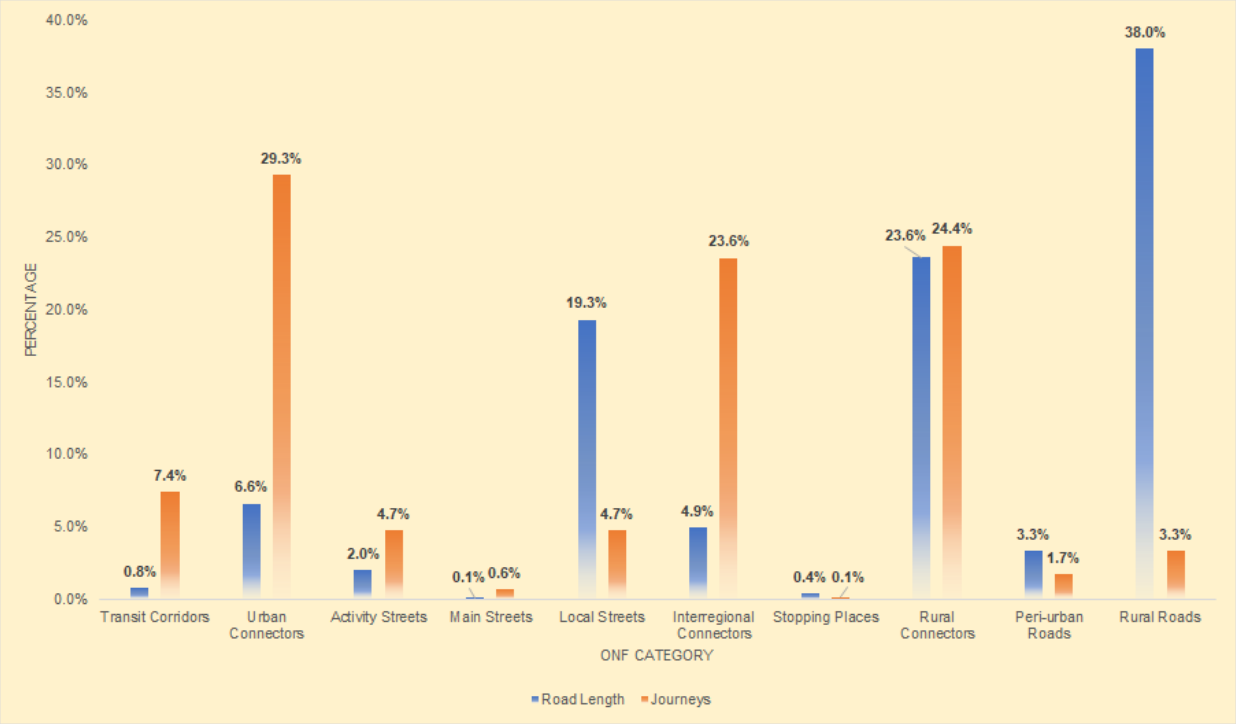


Figure 2.8 Percentage road lengths and motor vehicle journeys
(Source: Te Ringa Maimoa)

Over 40% of motor vehicle journeys take place on transit corridors, urban connectors, and activity streets, which make up less than 8% of the network by length. This illustrates the very high demand for shorter distance travel in Tauranga and Rotorua urban areas, in particular. The importance of longer distance travel on inter-regional connectors (generally state highways) is highlighted by the fact that nearly a quarter of motor vehicle journeys take place on just 5% of the road length. Rural connectors between towns and villages are the only significant ONF category where there is a balance between percentages of road length and motor vehicle journeys (nearly a quarter of each). By far the highest total length is for rural roads (38%), but they carry less than 4% of motor vehicle journeys. However, for the people who use these roads they are lifeline routes, the importance of which far outweighs the level of demand.

The forecast population increases, referred to in Section 2 above, are likely to increase demand for travel, especially by private car. Modelling for the Tauranga Smart Trip study[16] indicates that despite a focus on public transport and mode-shift enhancements, vehicle trips on Tauranga's transport network will continue to increase. Figure 2.9 forecasts a 'Do-minimum' scenario for 2035, and highlights significant congestion on a number of routes, including key intersections:

- State Highway 29 – Tauriko to Barkes Corner.
- Cambridge Road - State Highway 29 to Takitimu North Link.
- Cameron Road – Barkes Corner to city centre.
- State Highway 29A – Barkes Corner to Maungatapu.
- Welcome Bay – Turret Road – Cameron Road.
- State Highway 2 – Bayfair to city centre via Hewletts Road.

[16] Smart Trip Variable Road Pricing Study

Vehicle kilometres travelled, vehicle delays and carbon emissions are all forecast to increase across the network as a whole.

Without a change of strategy, customer experiences on the network will continue to deteriorate; and current transport network delays could almost double by 2048.

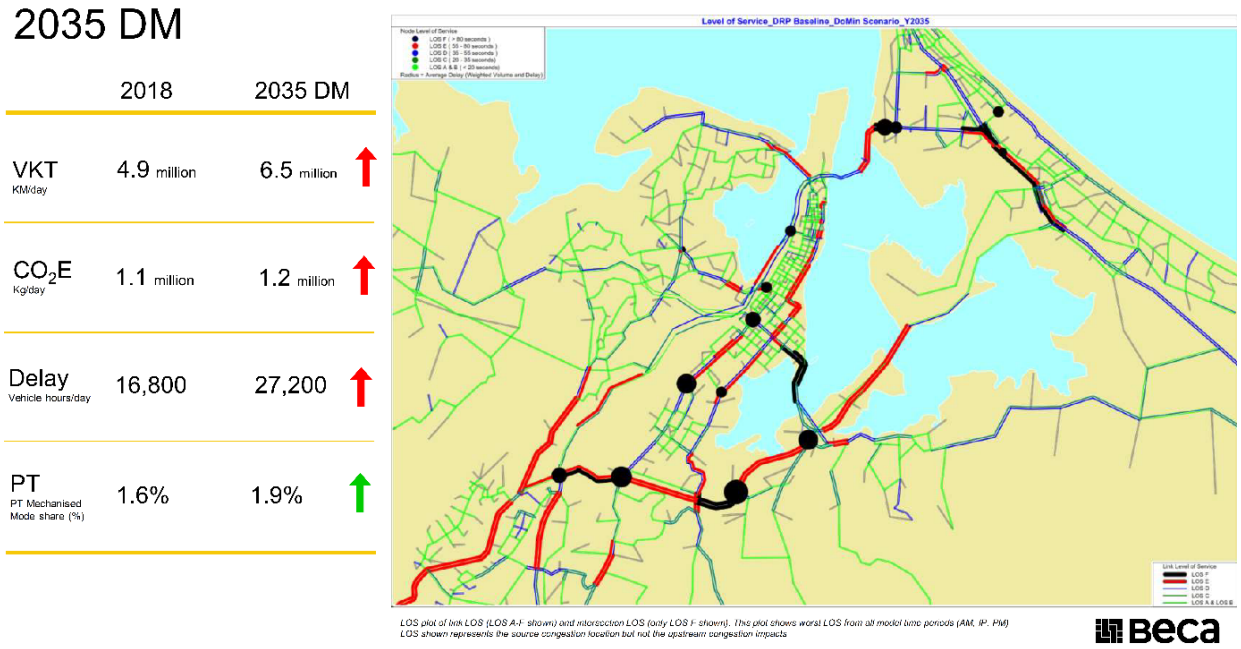


Figure 2.9 Forecast traffic growth and congestion in Tauranga
(Source: Smart Trip Variable Road Pricing Study)

The Smart Trip study highlights significant constraints on economic productivity in the Western Bay sub-region as a result of a lack of available serviced land for additional housing and business growth; limited access to additional labour (a factor of housing supply constraints); and traffic congestion. Traffic congestion in the Western Bay sub-region is in turn the result of high car dependence and limited travel choices due to geographic factors, a historical polycentric settlement pattern, and location of commercial centres and other major trip generators. It is likely that demand management will be essential in Tauranga, to make more efficient and effective use of existing infrastructure. This could be achieved through a strategic approach to car parking management, (considering both parking supply and charges), as well as the possibility of road pricing.

In Rotorua and the Eastern Bay of Plenty, the challenges of transport and accessibility relate to maintaining connections to a dispersed rural population with little viable transport choice and providing and maintaining infrastructure for smaller urban centres with growth and development plans but a relatively small ratepayer base.

These transport challenges have been exacerbated by insufficient sustainable or adequate revenue streams to support the borrowing needed to deliver choice of transport services and infrastructure improvements. There is now a funding gap of billions of dollars which can only be addressed through new and innovative models, including land value capture, public private partnerships, equity investment and road pricing / tolling. The GPS 2024 has identified that future transport revenue needs are likely to be met through road pricing alternatives, time of use charging and the transition of all vehicles to road user charges. Whilst both taxpayers and road users will need to pay for additional investment, the consequences of failing to deal with the funding gap (in terms of lost productivity in the region) are likely to be far greater over the longer-term.

The importance of maintenance, operations, and renewals (MOR) in making the network more efficient, resilient and safe cannot be under-estimated. People and goods, irrespective of mode used, require a road surface that is smooth, well-drained and resistant to skidding. There are frequent concerns around the number of potholes which appear on the network, usually following bad weather. To fix the increasing number of potholes on the roads and to prevent further deterioration in roading quality, central government has identified road network maintenance as a priority in the GPS, including funding ringfenced for pothole repair and prevention. Much better value for money can be obtained if there is sufficient funding to undertake a whole-of-life costing approach, where maintenance plans respond proactively to known deterioration of transport assets, rather than waiting until they have completely failed. Regular proactive maintenance is able to extend asset life and defer the need for more costly reconstruction.

In the Bay of Plenty, there has been an overall increase in deaths and serious injuries on the roads over the past decade. The casualty rates are generally higher than the national average. As the population and traffic volumes increase, the safety risk for all travellers, especially pedestrians and cyclists, becomes even greater.

Between 2015 and 2022, 1,448 people either lost their lives or suffered serious injuries on our roads, and 5,311 suffered minor injuries that could easily have been worse.

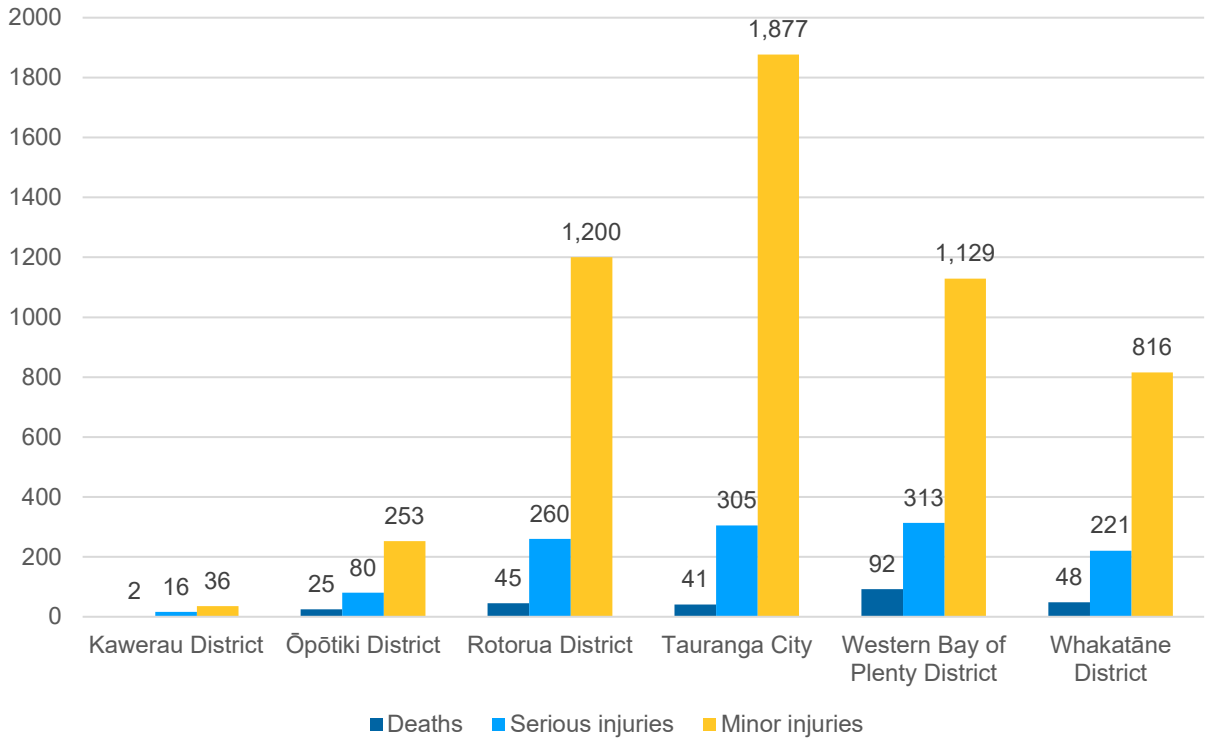


Figure 2.10 Bay of Plenty road crash casualties by local council area (2015-22)
(Source: NZTA)

Buses and community transport

The region's bus network provides a mix of urban, inter-regional and local services[17] which provide essential services for people who do not have access to a private car, or are unable to drive, and transport choice for those that do. The majority of urban buses are 'kneeling' buses which facilitate boarding by the elderly or people with disabilities.

Tauranga and Rotorua have comprehensive bus networks which cover the whole of the urban area, running seven days a week. Weekday frequencies in Tauranga range from every 15-20 minutes on the busiest routes through to hourly on those that are less well-used. In Rotorua all routes run half-hourly on weekdays. Weekend frequencies in both cities are lower than weekday, but still provide a service that makes getting about without a car possible.

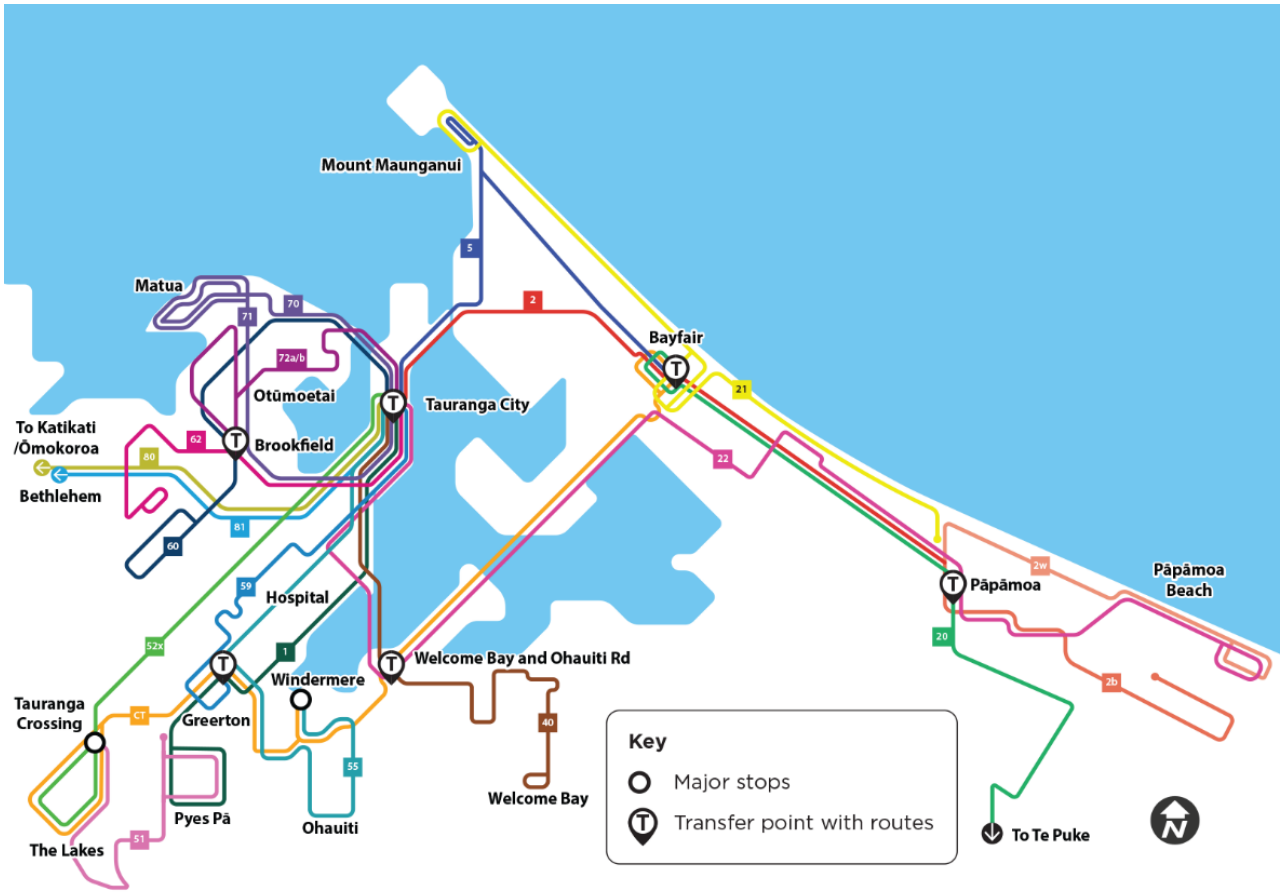


Figure 2.11 Tauranga bus network (Source: Baybus)

[17] Baybus

Figure 2.12 Rotorua bus network (Source: Baybus)

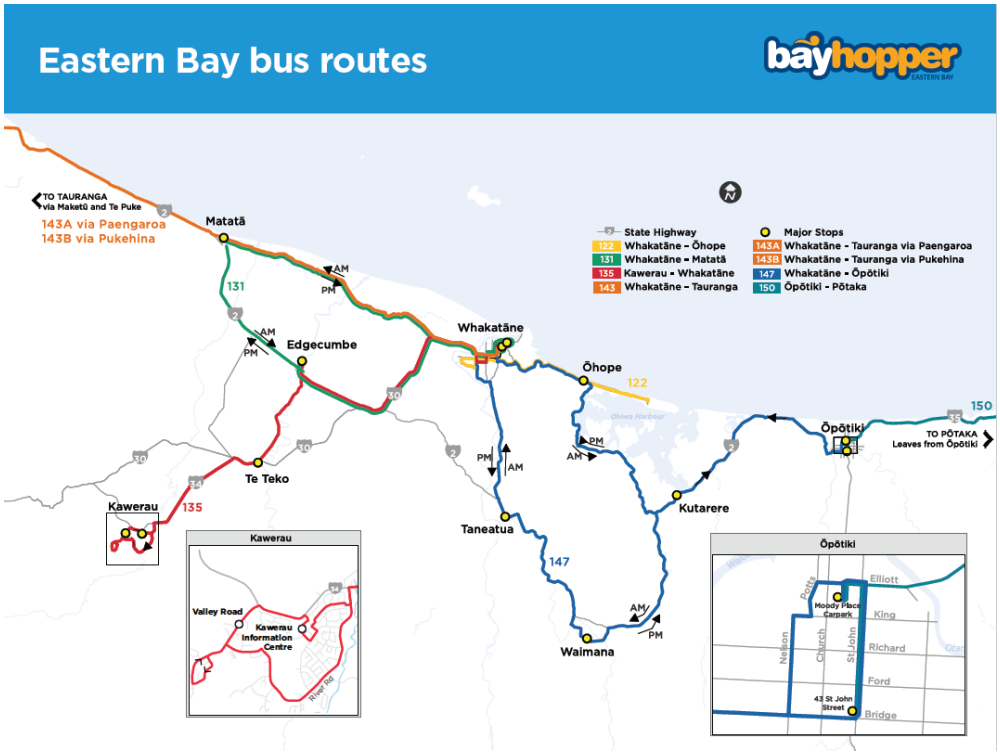


Figure 2.13 Eastern Bay bus network (Source: Baybus)

From the two main centres, there are daily routes (six services per weekday) which connect Tauranga with Katikati and Ōmokoroa. From Rotorua there are less frequent connections to Murupara (three services per week) and Ruatāhuna (one service per week).

There is one Monday-Saturday route in Eastern Bay of Plenty – running from Ōhope to Whakatāne eight times a day. Other routes run between one and four times per week on different days, connecting outlying townships and rural areas into either Whakatāne or Ōpōtiki.

Daily regional services connect both Rotorua and Whakatāne with Tauranga, but at a low frequency (one per day, leaving in the morning and returning in the afternoon).

Table 2.3 shows that the mode share of bus travel for journeys to work in Tauranga and Rotorua is very low. Bus journey times are often longer than by car and bus uptake is not helped by the widespread availability of free or cheap parking. Rural services in the region are very infrequent, and do not provide a viable option for most people to commute to work.

In the rural areas, the mode share of bus travel for journeys to school (especially services provided by the Ministry of Education) is much higher, reflecting the longer distances that children often have to travel and the resulting expense/inconvenience of taking them by car.

Table 2.3 Percentage of journeys to work and school by bus

Council Area	Journeys to Work (%)		Journeys to School (%)	
	Local	NZ Average	Local	NZ Average
Tauranga	1.6	4.2	13.7	17.0
Rotorua	1.4		14.6	
Whakatāne	0.1		23.1	
Western Bay of Plenty	0.2		30.8	
Ōpōtiki	0.1		30.3	
Kawerau	0.0		18.9	

(Source: StatsNZ)

Figure 2.14 shows that since 2015/16 there has been an 18% decline in the total number of bus journeys in the region.

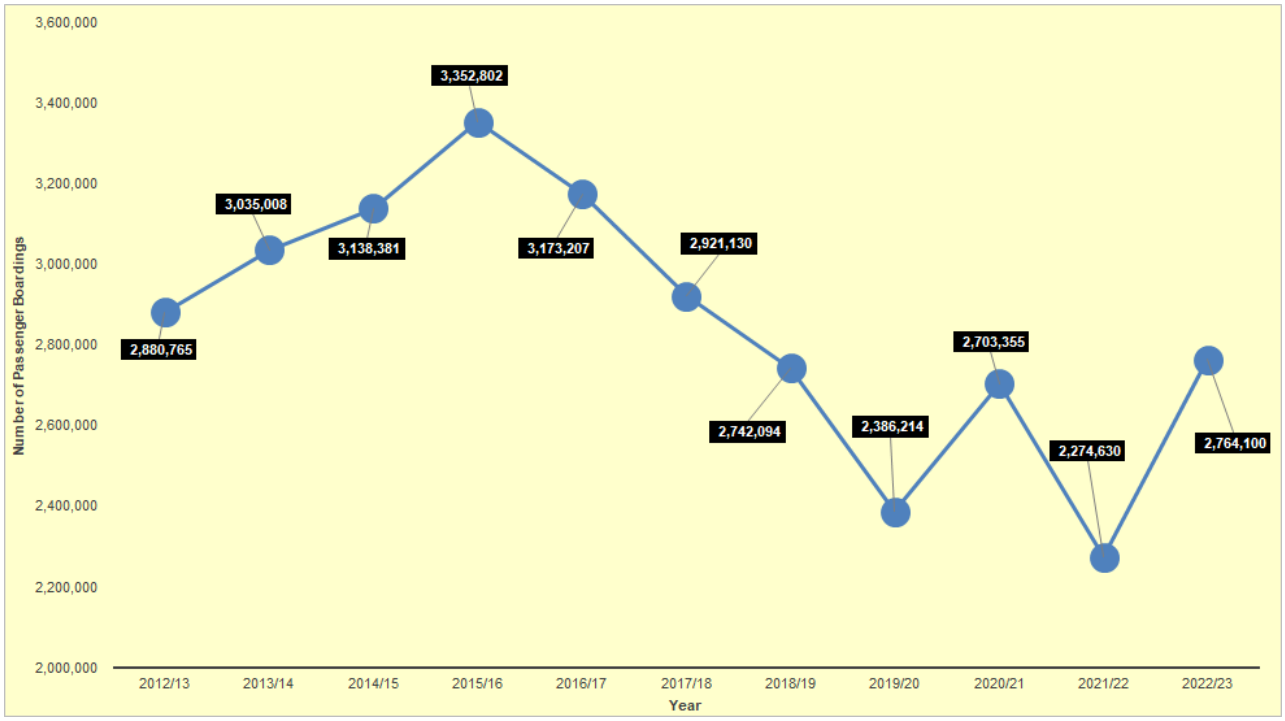


Figure 2.14 Bay of Plenty number of bus passenger boardings 2012-2023
(Source: NZTA Passenger Data)

Bay of Plenty Regional Council has undertaken a successful bus network refresh in part of Tauranga and aims to roll out further improvements in the next RLTP period. A whole-of-network refresh is also planned for Rotorua. As contracts come up for renewal, greater frequency urban services, bus priority to improve punctuality, and modern electric vehicles will be introduced where possible to make the bus a more attractive option. Regional Council has introduced an 18-month trial of an on-demand shuttle service in Tauranga South[18], with the aim of attracting more people onto public transport in areas which are hard to serve by conventional buses.

There are a number of community transport services, which are run by charitable trusts and staffed primarily by volunteers. A good example is Waka Eastern Bay[19], who provide accessible transport options to members of the communities outside the public transport network, or where services are very infrequent. Hato Hone St John also provide Waka Ora Health Shuttle services in the Ōpōtiki, Kawerau, Rotorua, Te Puke and Tauranga areas[20].

In rural areas, the potential for additional community transport investment to provide improved services that meet social need will be actively investigated.

There is also the intent to look at the case for higher-frequency regional services between Rotorua, Whakatāne and Tauranga, and new services over the border into the Waikato region (in partnership with Waikato Regional Council). Connections to Matamata, Cambridge, Hamilton, Waihī and Paeroa could perform a valuable role in reducing the growing number of medium-distance car trips, as well as promoting leisure and tourism opportunities.

[18] Baybus On-demand

[19] Waka Eastern Bay

[20] Hato Hone St John Waka Ora Health Shuttle

Active travel

The term 'active travel' encompasses a range of modes including walking, cycling, two-wheel scootering and use of mobility aids (including mobility scooters and wheelchairs).

Footpaths adjacent to the road are provided for pedestrians and disabled people in urban areas. There are also off-road walkways which can provide more direct, traffic-free routes. Cyclists either share roads with general traffic, or sometimes have off-road routes provided (often shared with pedestrians). Rotorua and Tauranga, in particular, have very good off-road active routes, although there are still some gaps in the network.

Table 2.4 shows that levels of walking and cycling for both work and school journeys in the region are almost always lower than the New Zealand average. Whakatāne and Kawerau have the highest levels of active travel mode share.

Table 2.4 Percentage of journeys to work and school by active travel (walking and cycling)

Council Area	Journeys to Work (%)		Journeys to School (%)	
	Local	NZ Average	Local	NZ Average
Tauranga	5.0	7.2	21.3	24.1
Rotorua	5.3		19.3	
Whakatāne	6.4		20.8	
Western Bay of Plenty	3.1		12.6	
Ōpōtiki	5.0		19.2	
Kawerau	6.9		30.4	

(Source: StatsNZ)

Tauranga, Rotorua and Whakatāne all have plans to significantly improve active travel options through re-allocating road space for pedestrians and cyclists; and promoting more off-road routes.

Rail

Rail plays a key part in New Zealand's freight supply chain system, supporting distribution between key transport nodes. The East Coast Main Trunk rail line (ECMT) provides a crucial freight link between Hamilton, Tauranga and Kawerau, further connecting to the North Island Main Trunk to Auckland. It is the busiest section of rail route in New Zealand, carrying over a third of New Zealand's rail traffic, especially between major industries and Port of Tauranga. With the goal of reducing road congestion, Port of Tauranga aims to maximise rail usage, with over 40% of imports and 50% of exports to and from the Port moved by rail.

There is an opportunity to reintroduce inter-regional passenger rail services linking Auckland, Hamilton, and Tauranga as a means of providing a safer and more resilient alternative to the car. The route supported a journey time of 3.5 hours when the last Kaimai Express passenger rail train operated in 2001. At that time, freight volumes on the ECMT required an average of 20-25 trains per day. Today, an average of 38 freight trains per day run on the Hamilton-Tauranga line. KiwiRail has stated that there is capacity for re-introduction of passenger services. Anecdotally, the infrastructure challenges associated with reinstating passenger rail may not be as prohibitive as

commonly understood, although no recent independent feasibility study or business case has been undertaken. However, passenger rail constraints in Auckland will need to be addressed to make rail a viable option for passengers travelling to central Auckland.

Port of Tauranga

Port of Tauranga is New Zealand's largest seaport for exports and has a substantial impact on the region's economic activity and transport demand, being positioned at the southeast point of the upper North Island[21]. The Port is a gateway to international markets, handling 42% of all shipping containers entering and leaving New Zealand. Transport connections are via State Highways 2 and 29 and the ECMT.

In 1922, imports and exports at the Port totalled 37,694 tonnes. Just over a century later, that figure is now 25,615,286 tonnes – 680 times greater. Forestry, kiwifruit, and dairy account for almost 75% of exports. Much of this cargo is destined for customers in Japan, China, South Korea, Southeast Asia, Australia and the Pacific Islands.

Imports are also an important and expanding sector of the Port's business, including petroleum, fertiliser, coal, dry and liquid bulk, protein feeds and a range of other products. Imports of containerised cargo have grown nearly fourfold over the past twenty years, from 322,510 Twenty-foot Equivalent Units (TEUs) in 2002 to 1,241,061 TEUs in 2022.

Airports

Aviation in the region plays a crucial role in economic development, population growth, and tourism, with commercial airports in Rotorua[22], Tauranga[23], and Whakatāne[24]. Rotorua Airport serves as a popular gateway for tourists, with 155,459 passengers in 2022. Tauranga Airport is a busy domestic facility, with 376,312 passengers in 2021/22. Whakatāne Airport is a vital economic resource for the Eastern Bay community and an essential part of the regional transport infrastructure, with regular flights to Auckland.

Inter-regional transport connections

Connections between the Bay of Plenty and neighbouring regions – in particular Waikato – are essential to support both freight and passenger movements. The Ruakura Superhub[25] east of Hamilton, incorporating an inland port, is a particularly significant destination for freight movements across the whole upper North Island, including Auckland.

Bay of Plenty only has two direct road routes into central and north Waikato - State Highway 29 over the Kaimai Range and State Highway 2 through the Karangahake Gorge. Both these routes are subject to frequent closure as a result of crashes and bad weather, with State Highway 29 being vulnerable to land slips and State Highway 2 to flooding. The diversionary route – State Highways 36 and 5 via Rotorua – is a much longer distance and adds around an hour to the journey. The ECMT provides the alternative route through the Kaimai Ranges for freight movements, but there are currently no passenger trains.

Connections to south Waikato and onwards towards Wellington are either via State Highway 5 from Rotorua to Taupō, or State Highway 30 towards Te Kūiti. These routes are generally less vulnerable to disruption from bad weather.

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[21] Port of Tauranga

[22] Rotorua Airport

[23] Tauranga Airport

[24] Whakatāne Airport

[25] Ruakura Superhub

The other region with a direct connection to the Bay of Plenty - Tairāwhiti – is served primarily by State Highway 2 from Ōpōtiki to Gisborne and features the 50-kilometre long Waioeka Gorge, the longest road route of this kind in New Zealand. The gorge is highly vulnerable to rockfall and landslides and has been subject to detailed investigation through an NZTA-sponsored business case. The route was subject to serious flooding and land slips following Cyclone Gabrielle in February 2023. The alternative route, State Highway 35 around the East Cape, is twice as long as via the gorge and takes at least five hours to drive.

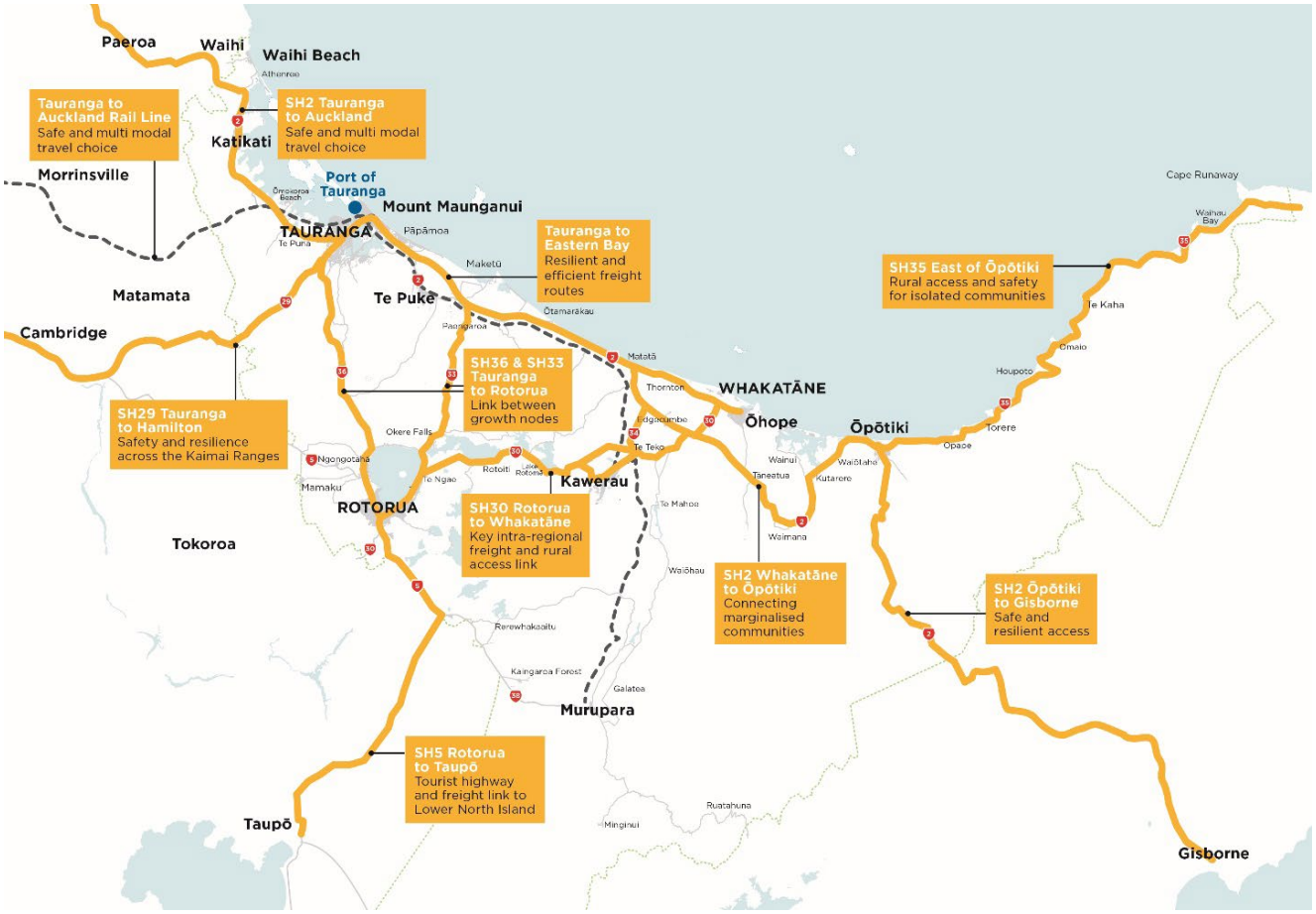


Figure 2.15 Bay of Plenty inter-region network function (Source: Bay of Plenty Regional Council)

Te horopaki o te kaupapa here - Policy context

Major policy challenges for the transport system relate to demand for travel, and ability of transport services and infrastructure to meet it whilst also reducing negative impacts on the economy, communities and environment. In Tauranga, high levels of car-based demand are resulting in traffic congestion and high levels of greenhouse gas emissions, which are contributing to climate change. Across the whole region, there are much lower levels of demand for space-efficient and environmentally-friendly active travel and public transport. In smaller townships and rural areas in particular, the supply of alternatives to the private car hardly exists.

Government policy provides direction on how these and other challenges, in particular economic growth and productivity, safety and resilience, can be tackled.

Arataki

Arataki is NZTA's 30-year view of the transport system[26]. The regional view of Arataki for the Bay of Plenty provides an extensive menu of directions which this RLTP directly addresses. Table 2.5 shows how direction given by Arataki is addressed by the RLTP.

Table 2.5 Arataki direction addressed by the RLTP

Arataki Direction	How Direction is Addressed by RLTP
Use spatial planning to enable and encourage growth in areas that already have good travel choices and shorter trip lengths, such as the work underway in Tauranga, Western Bay of Plenty, and Rotorua.	Investment in infrastructure to support growth areas such as Tauriko, Ōmokoroa, Te Tumu and Keenan Road, Tauranga, as well as intensification of existing urban areas where alternative modes are already better catered for. Significant investment in active travel and public transport to deliver travel choice for shorter and medium distance urban journeys. The Public Transport Services and Infrastructure Business Case will inform public transport service requirements including in growth areas. Proposed comprehensive active travel, public transport, and road safety package to support Future Development Strategies in the Western Bay of Plenty sub-region and Rotorua, based on intensive growth within urban areas, and selected urban extensions.
Continue to improve inter-regional connectivity and resilience, especially to Auckland, Hamilton, and Gisborne.	Multi-million-dollar investment in post-cyclone recovery and resilience works on local roads and state highways. Further work to assess future asset lifecycle planning to enable greater resilience to impact of climate change. Support provision of electric charging infrastructure across the region to enable longer distance travel by zero emission vehicles.
Rapidly accelerate the delivery of walking and cycling networks, predominantly through reshaping existing streets, to make these options safe and attractive.	Development of a safe, secure, convenient, and integrated active travel and public transport network, designed and operated to maximise opportunities for people of all backgrounds, including disabled people and other marginalised groups. Maintenance and asset management programme to reallocate road space and rationalise road markings to create safer conditions for both active travel and place-based functions, e.g. shopping, eating, strolling etc., within urban areas.

[26] Arataki – Our 30-year plan

Arataki Direction	How Direction is Addressed by RLTP
Implement the transport components of the Urban Form + Transport Initiative (UFTI) – this includes protecting key strategic corridors and developing high-quality public transport, walking and cycling infrastructure to connected centres.	Targeting of commuting and school travel for travel choice, through active travel and public transport network improvements, road safety initiatives, and a comprehensive travel demand management and behaviour change programme (including parking controls).
Better understand the impact of future economic transformation on travel patterns and freight volumes.	Intensive monitoring of traffic and travel, with particular emphasis on freight demand and its relationship with future economic development.
Explore opportunities to move to a more multimodal freight system with greater use of rail and coastal shipping.	Continuation of investment in the ECMT rail line, starting with electrification to Hamilton. Assessment of options for short distance coastal shipping services along the East Coast.
Confirm how key resilience risks will be addressed and work with communities to identify plans for when to defend, accommodate, or retreat.	Continued planning and engagement work through the RLTP programme and business cases, to better understand the long-term risks and options for their mitigation.
Reduce financial and other barriers to iwi Māori getting a driver's licence in areas not well served by public transport.	Promotion of programmes to enable Māori to obtain driving licences. Develop a community and accessible transport planning/funding framework to identify gaps in provision, and co-design appropriate locally operated solutions.
Continue to implement road safety plans and programmes, including those focused on iwi Māori.	Comprehensive and integrated road safety programme, including road layout improvements, education on safe behaviour, enforcement of traffic laws, and use of incentives to encourage changes to attitudes and practices. Continue work with communities to tackle economic, social, and cultural barriers to road safety, focusing on vehicles, drivers, and behaviours.
Improve or maintain, as appropriate, physical access to marae, papakāinga, wāhi tapu, and wāhi taonga.	Use public and active travel network and service planning to identify accessibility gaps and develop culturally appropriate solutions.

(Source: Arataki)

Other important policies that have influenced this RLTP include:

Road to Zero: New Zealand Road Safety Strategy

Road to Zero[27] was the previous government's road safety strategy for New Zealand. The GPS 2024 states that a new set of safety objectives and intended actions will be introduced. It goes on to identify a series of road safety improvements including drug testing, targeting drink driving, increases in traffic offence fines and more investment in road policing.

[27] Road to Zero

This RLTP is aligned with the former Road to Zero target of a 40% reduction in deaths and serious injuries (DSIs) by 2030 and proposes a credible and integrated road safety investment programme of engineering, education, enforcement, and encouragement policy interventions.

Current road safety performance in the region is not good – therefore both significant additional resources and better partnership working are proposed to address a number of deep-seated problems.

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

This document sets overarching direction for government and specific actions for the promotion of energy efficiency and renewable sources of energy. The contribution of public transport (fleet and use) and efficient freight movement are recognised in the strategy, and this has been considered in developing the policies and priorities in the RLTP as required by the LTMA.

There is significant ambition to decarbonise the public transport fleet in the Bay of Plenty and also for the RTC to play a coordination role with central government, local councils and the private sector in delivering an electric vehicle charging network across what is sometimes a remote and challenging regional land transport system.

New Zealand Rail Plan

Produced by the Ministry of Transport (MOT), the Rail Plan[28] outlines the government's long-term vision and priorities for New Zealand's national rail network, for both freight and passengers.

For the Bay of Plenty, the emphasis of the Plan – supported by KiwiRail's Rail Network Investment Programme (RNIP) – is to invest significantly in asset maintenance and renewal so that the infrastructure is returned to a state that can support further growth, primarily in freight traffic, but also potentially passenger services. Subsequent to the Rail Plan, funding has been provided to progress a business case to examine the potential for electrification of the line from Tauranga to Hamilton.

Aotearoa New Zealand freight and supply chain strategy

The vision in this document[29] is:

"Aotearoa New Zealand's freight and supply chain system is underpinned by zero emission transport, which is resilient, productive, efficient, and upholds safety and environmental sustainability."

To realise the vision, ten strategic goals and four high priority focus areas – ports, road freight decarbonisation, data sharing/inter-operability, and international engagement - will be progressed jointly by government and sector partners.

The strategy emphasises the critical importance of Port of Tauranga, and the road/rail infrastructure that connects it to the rest of the North Island. In 2018, combined imports and exports for Tauranga (20 million tonnes) were more than double the next biggest port.

The strategy warns that in places like the Bay of Plenty, forecast growth in freight will put even more pressure on transport infrastructure, at a time when it is already struggling to cope with demand.

[28] The New Zealand Rail Plan

[29] New Zealand Freight and Supply Chain Strategy

Transport Outcomes Framework

Transport is a means to an end – enabling people to live their lives and flourish in whatever they do. The Ministry of Transport (MOT) framework[30] summarises five outcomes that transport systems should achieve (Figure 2.15). The RLTP Strategic Framework (Section 3) explains how the Bay of Plenty has set a series of objectives, headline targets and policies which collectively will deliver against these outcomes for individuals, communities, and businesses.

Figure 2.15 *Transport Outcomes Framework*
(Source: Ministry of Transport)

[30] Transport Outcomes Framework | Ministry of Transport

Policy developments since 2021

Since the 2021 RLTP, there have been three significant developments in government policy[31] [32] [33] which are reflected in the 2024 RLTP review, shown in Figure 2.16 below:

ERP Emissions Reduction Plan	NAP National Adaptation Plan	GPS Government Policy Statement on land transport 2024
Summary: Sets out how New Zealand will meet its first emissions budget (2022-25) and the path towards meeting long-term emission reduction targets.	**Summary:** Government-led strategies, policies and proposals that will help New Zealanders adapt to the changing climate and its effects.	**Four strategic priorities:** (1) Economic growth and productivity; (2) Increased maintenance and resilience; (3) Safety; (4) Value for money.
RLTP response: Greater emphasis given to carbon reduction in investment programme prioritisation.	**RLTP response:** An objective and a transport priority specifically focussed on network resilience.	**RLTP response:** The four GPS 2024 strategic priorities are reflected in 10-year transport priorities and a prioritised investment programme.

Figure 2.16 Further developments in government policy and changes to RLTP

As explained in Section 1, the RLTP has been written to be consistent with the GPS on land transport. Table 2.6 summarises how the RLTP addresses the GPS 2024 strategic priorities.

Table 2.6 GPS 2024 Strategic Priorities addressed by the RLTP

GPS 2024 Strategic Priority	How Direction is Addressed by the RLTP
Economic growth and productivity	Investment in SH29/29A transport corridor to unlock housing growth at Tauriko West.
	Optimisation and staged expansion of urban public transport systems to support travel choice and tackle congestion.
	Active travel network improvements which target shorter distance commuting and school trips.
	Investment in rail to further promote freight to Port of Tauranga, and investigation of inter-regional passenger rail to Hamilton and Auckland.
Increased maintenance and resilience	Significant increases in MOR activity to address deteriorating road condition and address the challenge of potholes.
	Greater focus on medium to longer-term resilience of the network in the face of challenges from climate change.

[31] Government Policy Statement on land transport 2024

[32] Aotearoa New Zealand's first National Adaptation Plan

[33] Emissions Reduction Plan

GPS 2024 Strategic Priority	How Direction is Addressed by the RLTP
Safety	Continuation of engineering projects which tackle the highest risk areas of the network.
	Give effect to the government's priorities around traffic law enforcement and high-risk acts such as drug and drink driving.
Value for Money	Strongly contribute to the work of the Road Efficiency Group to identify strategies to increase quality outputs for MOR investment.
	Review efficiency and effectiveness of project delivery, with a focus on delivering core outputs.
	Optimise the network through use of technology and consideration of road pricing / tolling where this proves to be effective in improving outcomes for road users.

The RLTP gives effect to the National Energy Efficiency and Conservation Strategy (NEECS), by emphasising the need to reduce forecast levels of motor vehicle travel and convert a larger proportion of the fleet to zero emission.

The government has signalled the intention to develop a second Emissions Reduction Plan, following finalisation of the GPS 2024. The next ERP will decide on the cross-sector policy mix that will ensure that the next emissions budget is achieved, and progress towards net zero by 2050 remains on track.

Future scenarios and opportunities

Facing an increasingly uncertain future is something that both the 10-year transport priorities, and the longer term RLTP strategy, need to support through developing a resilient transport system. With more and more people wanting to call the Bay of Plenty their home, an integrated set of policies and strategies is needed which will enable this to happen in a sustainable way. At the same time pressure to develop a more sustainable and resilient regional economy, with restricted government funding, requires making better use of existing infrastructure; this starts by ensuring that it is well-maintained and safe to use by all modes.

Transport innovations

Although the physical form of road and rail infrastructure has existed for well over a century, the way in which these assets are used has continued to evolve. Making better use of these assets is crucial to delivering a reliable and resilient network, as it is both physically impossible and financially unaffordable to build sufficient road capacity to meet forecast demand.

The transport system is continually developing in response to the pressures of changing user demand, more regular severe weather events, and opportunities brought about by new technologies. The result is the emergence of a system form (what transport routes look like to users) and function (what they do for users) that is different from what has gone before.

Innovations in the transport system can take the form of fundamental 'paradigm shifts', such as the invention of the internal combustion engine which eventually resulted in the replacement of horses with motor vehicles for transport. But more commonly, innovations use new thinking to make significant improvements to an existing technology – for example replacing internal combustion engines with electric motors in cars, buses and possibly even trucks.

A transport innovation can use new technology to expand or make an existing mode more efficient and competitive. It can also be a destructive force when a new technology marks the obsolescence and the demise of an existing mode and its business model, often through a paradigm shift.

As well as dealing with current challenges, the RLTP strategy will look to the future so that the Bay of Plenty can place itself firmly in the centre of appropriate and beneficial transport innovations which address issues such as system resilience and climate change. The following table summarises some of the innovations which appear to be most promising:

Table 2.7 Promising transport innovations for Bay of Plenty

Category of Innovation	Potential Future Applications
Information and communication technologies (ICT) to improve the speed, efficiency, safety, and reliability of mobility, enabling complete or partial automation (driving assistance) of the vehicles and terminals (ports, airports, rail stations, and distribution centres).	Digital connectivity between infrastructure and vehicles (internet of things) could enable more efficient usage of transport networks through demand forecasting, retiming and rerouting of passenger and freight movements.
	Public transport could become semi or permanently automated, so that there is a reduced reliance on human operation and less disruption when staff are not available.
	On-demand mobility services create a hybrid operational model between taxis and private vehicles. Fleets of cars could be managed and leased in real-time, resulting in fewer vehicles required to convey a similar level of mobility. In turn, less parking space is needed, improving congestion in high-density areas.
	Trucks could use well-defined highways and logistics schedules to coordinate their respective mobility by assembling convoys (or platoons) where each vehicle follows the other closely, improving fuel consumption. Self-driving trucks could also service repetitive short-distance hauls, such as between ports, rail yards, and distribution centres.
Alternative modes, materials and fuels which can be developed to meet both environmental and operating cost challenges.	Advanced materials could be used to construct and maintain transportation infrastructure, particularly with modular techniques that can assemble structures such as bridges faster. Advances in nanotechnology could also allow better and long-lasting materials to be used for roads, such as asphalt, concrete, and even steel, thereby increasing the lifespan and the durability of infrastructure and reducing maintenance costs.
	Very Light Rail (VLR) is a UK-based public transport technology which uses lightweight automotive technology to deliver benefits of trams but at a much lower cost than the traditional tram solution. The vehicle is smaller than traditional trams and battery-powered, thereby avoiding the need for overhead power cables. With a passenger capacity of 50, the vehicles could provide a hop-on, hop-off service. To minimise driver costs, the vehicles could ultimately be autonomous.

Category of Innovation	Potential Future Applications
	If the government target for transport system electrification is to be met, transport routes will have to become 'charging highways' for both motor vehicles and bikes. The ability for the power grid to provide the energy required will be one of many key considerations.

These and other developments will be closely monitored by the Bay of Plenty and councils across New Zealand, working closely with NZTA who have been proactive in the transport innovation space in recent years.

Ō mātou rohe-wāwāhi - Our sub-regions

Each of the three sub-regions in the Bay of Plenty has integrated spatial and transport planning processes that are well underway.

Smart Growth - Western Bay and Tauranga

The Western Bay of Plenty sub-region is one of the fastest growing areas in New Zealand, having grown significantly over the past 60 years and experienced a sustained period of growth due to its sought-after lifestyle and economic opportunities. In 1945, the Western Bay of Plenty sub-region had a population of just 18,700 people – today it is over 200,000 and growing.

The Smart Growth Strategy[34] (including the Future Development Strategy) uses an envisioned population scenario of 400,000 people over the next 50 plus years, based on the high end of population forecasts and taking into account growth to-date, and the context of where the Western Bay of Plenty sits within the upper North Island.

The SmartGrowth Strategy incorporates and builds on the Urban Form and Transport Initiative (UFTI)[35] Connected Centres programme. This provides a balance between the intensification of existing urban and new growth areas ('up and out' development areas), which optimise existing services and infrastructure provision, with the design of a future multi-modal transport system that enables the effective and relatively efficient movement of people and goods.

The Connected Centres approach aims for increased densities in greenfield growth areas and higher densities around public transport, community centres and other nodes or hubs. There is a strong focus on creating green spaces and amenity. A key element is to create self-contained communities (housing, jobs, amenities, and services) with improved accessibility. This is to be achieved through creating 15-minute neighbourhoods, where access to local social and economic opportunities are within a 15-minute walk or bike ride.

The aim of the Connected Centres approach is to intensify current urban areas across the board, achieved through a multi-modal transport system to ensure existing and future communities are connected by frequent public transport services along prioritised corridors. New communities are being developed in the east, west and north of the sub-region. It is expected that these communities will have higher densities, excellent public transport options and be based around high-quality urban amenity to support live, learn, work, and play lifestyles.

Connected Centres is based on developing high frequency and rapid public transport links, coupled with active travel networks connecting into residential developments.

[34] SmartGrowth

[35] UFTI Final Report

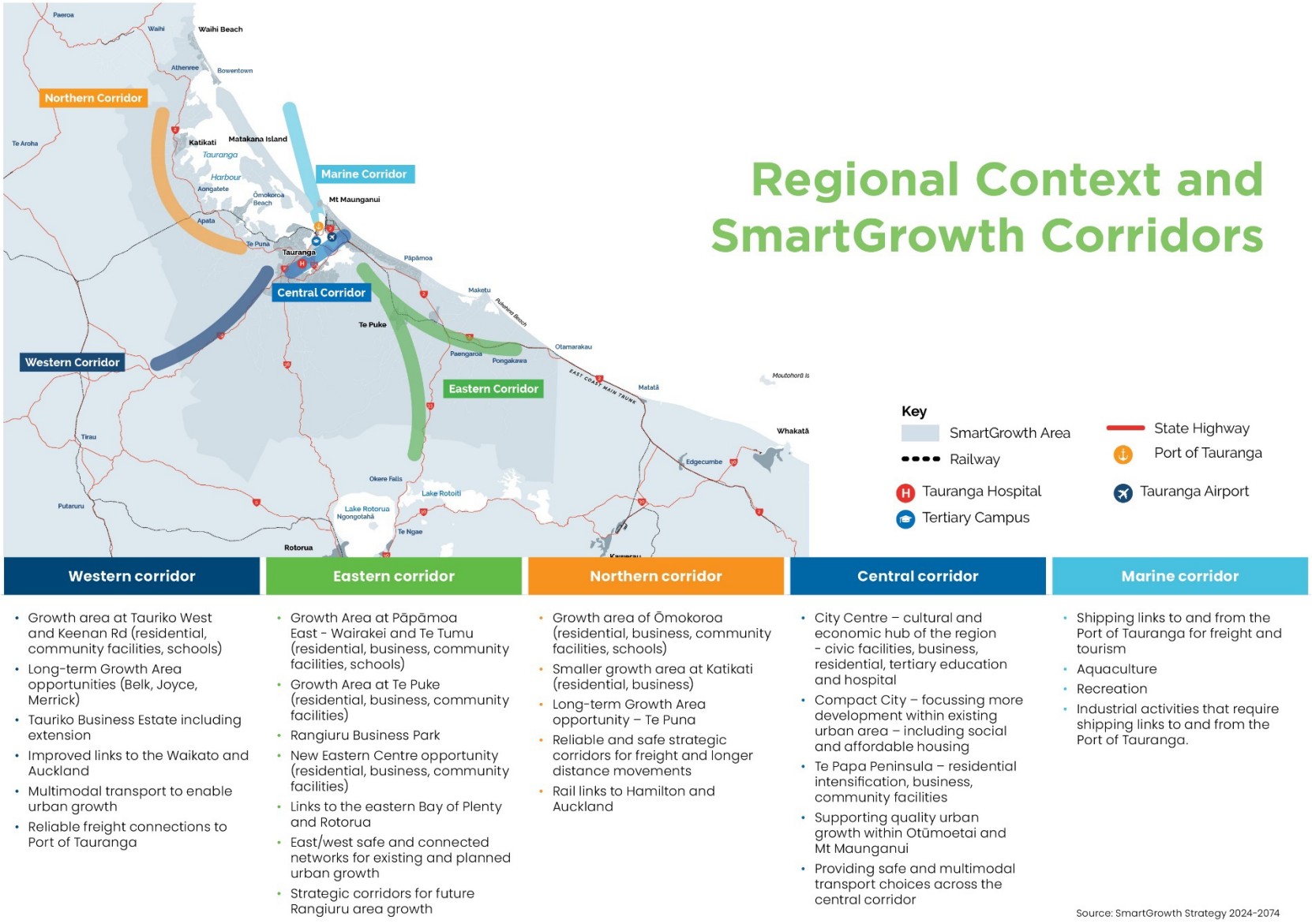


Figure 2.17 Regional context and SmartGrowth corridors (Source: SmartGrowth Partnership)

Case studies

Two case studies demonstrate the breadth of the housing supply and quality of life challenges that exist in the sub-region.

Case study: Tauriko for Tomorrow[36]

Tauriko for Tomorrow is a collaborative project driven by four key partners, Western Bay of Plenty District Council, Bay of Plenty Regional Council, Tauranga City Council and NZTA, and working closely with mana whenua hapū through Te Kauae a Roopu.

Tauriko West, on the edge of Tauranga, is one of the large-scale urban developments proposed to support the region's growth, delivering a new community with an estimated 3,000 to 4,000 new homes, starting in 2025. Tauriko West is an ideal location to set up a new community and provide more residential housing to cater for this growth.

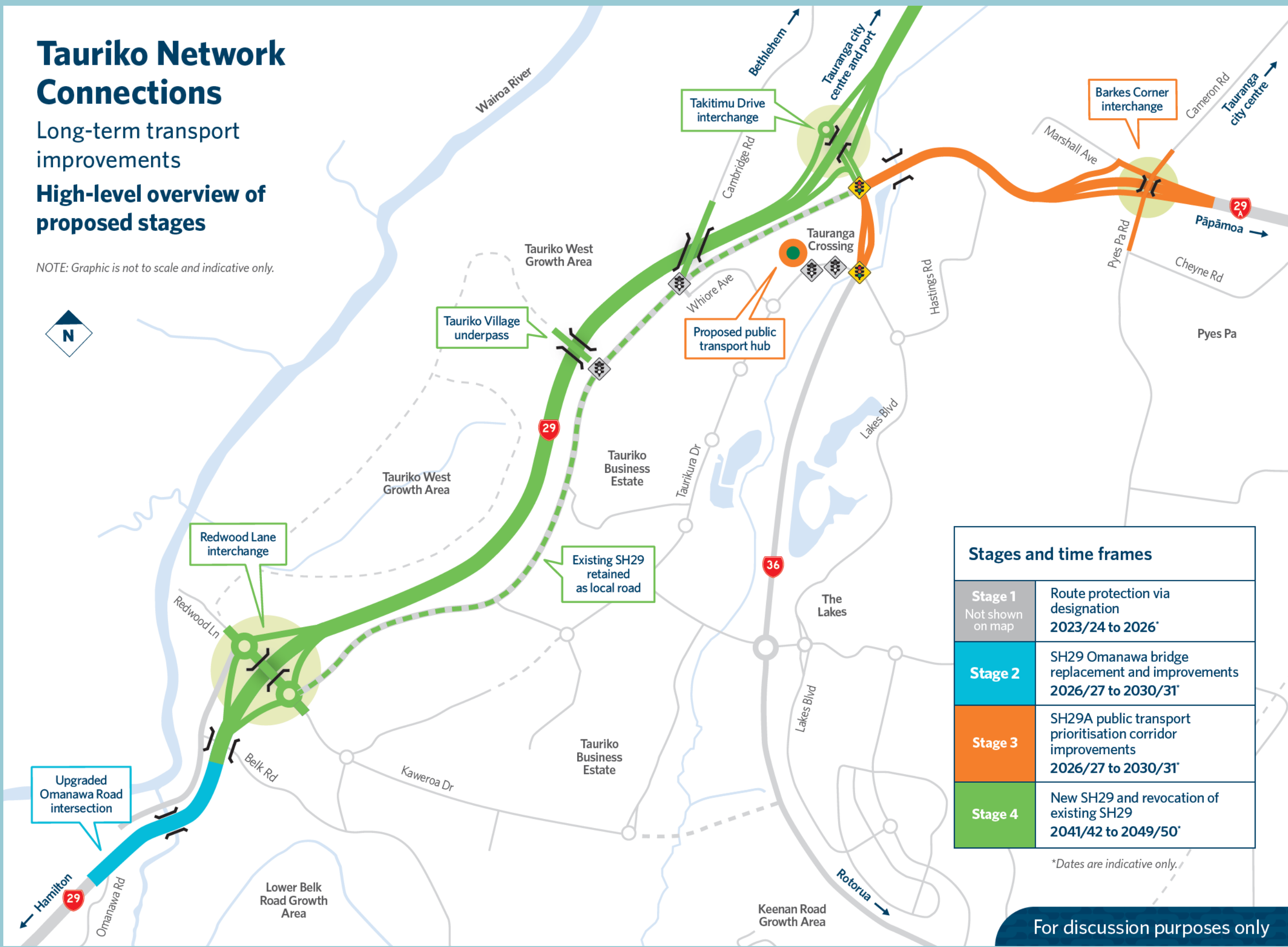
Opening the area for residential development requires improvements to the transport network, including future upgrades to State Highway 29, State Highway 29A and State Highway 36.

New residential developments at Tauriko West and Keenan Road will be linked to the rest of Tauranga via high-frequency public transport services from Tauranga Crossing to the city centre. These communities will be designed to deliver walkable neighbourhoods, low carbon footprints and communities where people can live, work, learn and play. Densities are expected to be at least 25 dwellings per hectare in the first 10 years and will further increase over time.

The Tauriko Network Connections business case preferred option includes:

- Improved public transport network including public transport hub with bus priority lanes on SH36 and SH29A to connect the new hub to the Cameron Road multimodal corridor.
- Integrated walking and cycling network with safe grade-separated crossings at multiple locations.
- Upgraded Omanawa Road intersection and new two-lane highway between Omanawa Road and Redwood Lane.
- New grade-separated interchange at Redwood Lane and Kaweroa Drive, continuing to provide access to Tauriko West and the Tauriko Business Estate.
- New four-lane SH29 from Redwood Lane to the new Takitimu North Link interchange, with underpasses at Tauriko Village and Cambridge Road.
- New grade-separated interchange at Takitimu Drive Toll Road, connecting SH29, SH29A, and SH36.
- Existing SH29A widened to six lanes (two bus-only, four general traffic) from Takitimu Drive Toll Road to Barkes Corner.
- New grade-separated interchange at Barkes Corner, which will separate traffic on Cameron Road and Pyes Pa Road from through-traffic on SH29A.
- Existing SH29 retained as local road between Redwood Lane and Takitimu Drive Toll Road, with a small realignment and extension to connect with the Redwood Lane interchange.

[36] Tauriko for Tomorrow



This RLTP includes a number of projects which will support delivery of Tauriko for Tomorrow. Section 5 has more details.

Case study: Mount to Arataki Spatial Plan[37]

The purpose of the Mount to Arataki Spatial Plan is to set the direction for how the area develops over the next 30 years and will enable Tauranga City Council to carefully plan the things that need to change now and in the future, as well as to protect the things people love about the area.

The Mount is one of New Zealand's most desirable places to live and is growing quickly. Mount Maunganui, including Omanu and Arataki, is expected to see significant growth in the next 30 years. At the same time there are significant environmental and public health challenges associated with proximity to the city's major industrial area, especially around the Whareroa Marae.

Key outcomes for the Spatial Plan include:

- Supporting growth around urban centres.
- Protection of the environment.
- Improvement to the Arataki / Bayfair area to enhance overall wellbeing.
- Development of Maunganui Road as a multi-modal corridor.
- Improvements to environmental quality and amenity in the industrial area.
- Recognising and enhancing the unique culture and identity of the area.

Community feedback has included a number of priorities for transport:

- More road maintenance and safer roads, including separated cycle and pedestrian infrastructure, and the deliberate slowing of traffic in residential areas using measures like roundabouts and speed bumps.
- Enhancing parking and accessibility at key centres.
- Managing traffic congestion.

Local active travel and public transport projects will be especially important to facilitate local movement and reduce the impact of traffic in the main urban centres, as well as local residential areas.

Whilst still at the planning stage, the initial 'key moves' include a significant focus on local transport improvements:

[37] Mount to Arataki Spatial Plan


Key
Centres/ Local Area Plan
Mount Industrial Improvements
Frequent Public Transport
Walking and Cycling
Mount Gateway Moments
Mount North
Support residential growth and visitor accommodation around the centre
Adapt to climate change
Enhance movement outcomes
Local area planning
Enhance cultural and identity
Omanu / Central Parade / Maunganui Road
Support residential growth around the centre
Buffer treatment between the industrial area and Maunganui Road
Maximise the multi modal function of this corridor
Local area planning
Enhance cultural and identity
Support a local connected centres network, including neighbourhood centres along Ocean Beach Road
Arataki / Bayfair Community
Support growth of the area overtime for housing
Focus on maintenance and safety
Enhancing local and wider movement connections
Local area planning
Overall enhancement of community wellbeing.
Enhance cultural and identity
Mount Industrial Area
Environmental improvements
Landscaping treatment
Stormwater treatment and stream restoration
Creating buffer areas with sensitive areas
Progressive change to appropriate uses where they interface with other activities
Whareroa
Enhance the wellbeing of the Whareroa community and Marae
Mauao
Mount North
Tauranga Harbour
Blake Park
Omanu
Tauranga Airport
Arataki
Waipu Bay
0 0.2 1 2km

Rotorua Future Development Strategy

To ensure growth happens in the right way, in the right places and at the right time, Rotorua Lakes Council, with Bay of Plenty Regional Council support, have developed a Rotorua Future Development Strategy (FDS)[38] to identify the best places for future housing and businesses.

Adopted in November 2023 the FDS examined and tested four main spatial scenarios for how Rotorua could provide for growth in the future, to arrive at the optimum growth strategy:

- Ngongotahā Growth Node: new residential development (greenfield) and business growth primarily in and around the village centre.
- Multi-nodal Intensification: intensification in and around Rotorua city centre and other centres with little to no greenfield land for new residential developments.
- State Highway 36 Growth Corridor: the 'urban sprawl' option in the north-west, with new residential developments (greenfield) and business growth primarily along the State Highway 36 corridor through to Hamurana.
- Eastside Growth Focus: the 'urban sprawl' option in the east, with new residential development (greenfield) and business growth primarily along State Highway 30 through to Tikitere.

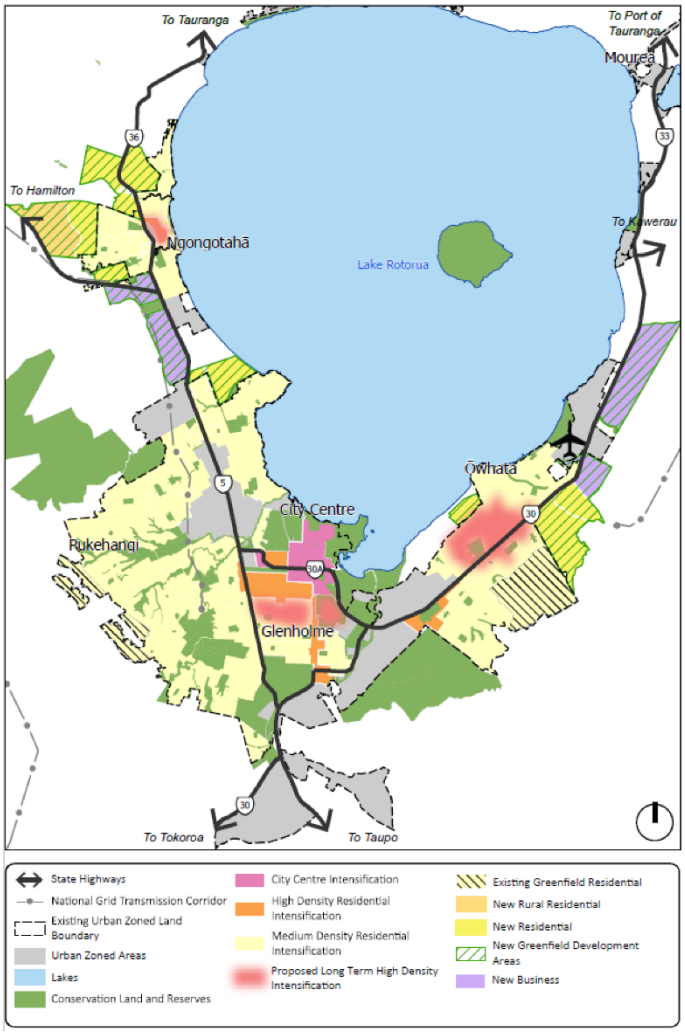


Figure 2.18 Rotorua Future Development Strategy
(Source: Rotorua Lakes Council)

[38] Rotorua Future Development Strategy

The FDS, based on the preferred growth scenario, promotes a compact city, with opportunities to grow in a managed way within existing neighbourhoods, and within new compact communities in and around Ngongotahā, and the eastern side of Rotorua. This includes:

- Apartments and more intensive forms of housing to be concentrated within and around the city centre, where there is a strong employment base and excellent access to quality public open spaces and amenities.
- Opportunities for apartments and more intensive forms of housing in the long term further south of the city centre in Glenholme, and around the Ōwhata centre in the east.
- Medium-density housing elsewhere in existing urban neighbourhoods where it is likely that a range of housing types will be delivered over time.
- New and compact residential communities in Ngongotahā and in the Eastside that will have a mix of housing types and will be located close to new employment areas in those communities.

The local public transport and active travel network will be critical in reducing the demand for travel and avoiding the negative consequences of traffic congestion, crashes and air pollution.

Eastern Bay Spatial Plan

Whakatāne, Kawerau and Ōpōtiki district councils are working with mana whenua representatives, government departments and Bay of Plenty Regional Council to prepare a spatial plan that will provide strategic direction based on shared outcomes that recognise spatial differences, constraints and opportunities from a four wellbeings approach (economic, social, cultural and environmental).

Our Places – Eastern Bay Spatial Plan[39] will provide guidance to government agencies that deliver infrastructure, housing development and other critical services (such as health and education) to meet the growth needs across the Eastern Bay of Plenty and deliver on partner aspirations.

The Spatial Plan will look at growth scenarios for where new housing and business land can be located. In 2024, it is proposed that the local community will be asked to provide feedback on the growth areas proposed.

[39] Our Places- Eastern Bay Spatial Plan

Our smaller towns

The Bay of Plenty region is not just about larger settlements that have most of the population and the highest profile transport issues. The region's smaller towns are the mainstay of economic sectors that focus on primary production, processing and industry. The following short case studies provide a flavour of the transport and wider challenges in a selection of four small Bay of Plenty towns.

Te Puke

Te Puke is a town of just over 10,000 people located 20 kilometres east of Tauranga. It promotes itself as the 'kiwi fruit capital of the world', with picking, storage and processing of the fruit being a major part of the town's economy. The Tauranga Eastern Link, completed in 2015, moved State Highway 2 away from Te Puke and removed large volumes of traffic from its streets. This has provided an opportunity for investment in active travel improvements for local journeys within the town (especially for school) and also to the growing Rangiuru Business Park.

With significant development planned for the area around Te Tumu, including a new town centre, Te Puke is faced with the challenge of retaining its own identity whilst also being better-connected to the Tauranga urban areas. Te Puke is the eastern arm of the Urban Form and Transport Initiative (UFTI) Connected Centres programme, which along with Rangiuru and Paengaroa, represents a significant growth node of over 1,000 additional dwellings. A key potential improvement will be to provide more frequent public transport services to both Mount Maunganui and Tauranga city centre.

Katikati

Located on the busy State Highway 2 between Tauranga and Auckland, the town of Katikati (population 5,800 in 2023) has achieved fame for a series of murals painted on commercial buildings, started in the 1990s to regenerate tourist interest in the town and district. Katikati is also recognised as the avocado capital of New Zealand, and picking and processing are a major source of employment in the area.

Plans for a bypass of the town have not yet eventuated, and increasing volumes of traffic, including heavy goods vehicles, continue to cause significant congestion and severance of local active travel routes. Aside from the challenges of crossing State Highway 2, Katikati is a town where active travel is both possible and pleasurable and there is a network of urban walking and cycling trails which provide access to the nearby coast.

Served by a weekday commuter bus service to Tauranga, Katikati is the northern end of the Urban Form and Transport Initiative (UFTI) Connected Centres programme, 40 kilometres from Tauranga. The town is popular with families which is leading to significant demand for housing development and generating commuter traffic towards Tauranga. Local community advocates and workers identify lack of public transport as a significant barrier, especially for the younger unemployed. This may point to the need to further improve the Katikati to Tauranga service, including extensions in the other direction to Waihī and Paeroa.

Kawerau

Kawerau is one of the youngest settlements in New Zealand, founded in 1953 as a town to house workers for the new Tasman pulp and paper mill. The site for the mill was chosen by the Tasman Pulp and Paper Company because of the ready availability of geothermal energy, water from the Tarawera River and the large supply of pine timber from the nearby Kaingaroa Forest. In common with any settlement that is reliant on one major industry, prosperity waxes and wanes in line with economic cycles and demand for product. Kawerau is currently struggling with the decline of

demand for paper newsprint, as the world goes increasingly digital. Just under 8,000 people currently live in the town, which represents a 10% decline since the early 1980s.

There has historically been a culture of active travel for work purposes, as people in Kawerau who work at the mills often live in proximity to their place of employment. Those working in Whakatāne either need access to a car or are reliant on a twice-daily bus service which runs four days per week.

The town is well connected to the national rail network and state highways and remains an attractive location for industrial development given its history and availability of land. A total of 95 hectares of industrial zoned land is currently undeveloped, most of this in the new Pūtauaki industrial zone. There is an opportunity to plan for further growth to support people living and working in the town, reducing the need for longer commutes and improving economic outcomes for local people.

Ōpōtiki

Located at the eastern end of the region, Ōpōtiki (population 5,350) is a small town with a rich history. It is thought to be one of the first places to be settled by Māori when they arrived in New Zealand from Polynesia roughly 800 years ago. Originally a military garrison town in the Māori wars, its highly-productive agricultural land and access to the sea encouraged rapid growth from the 1870s onwards.

As a coastal settlement, Ōpōtiki and its main transport links (State Highways 2 and 35) are vulnerable to disruption as a result of severe weather and gradual sea level rise. The town's relative isolation means that the role of local industry is critical in providing employment and general prosperity. There are well-advanced plans to create significant economic opportunities through off-shore seafood harvesting to supplement traditional land-based agriculture.

Public transport connections are very limited, but nonetheless vital for a large hinterland for which Ōpōtiki is the main service centre. For people who do not have access to a private car, or who cannot drive, access to jobs and services can be challenging. Located on flat coastal land, and with generally benign weather, the town is well-suited to active travel modes, including horses which are a common sight.

Common issues

Compared with larger towns the relatively infrequent public transport services and active travel conditions, which can sometimes be less than ideal, result in a lack of choice and create a strong dependency on the private car. All of these smaller towns in the Bay of Plenty have demographic challenges around both an ageing population and a growing number of younger people, who are largely dependent on non-car modes of travel.

For car drivers and their passengers, resilience of local infrastructure remains a significant challenge with the surface condition of many local road and state highways deteriorating (which also represents a significant safety hazard). Funding of infrastructural assets remains an ongoing issue in the face of relatively small rate paying bases.

Spatial and economic planning are likely to be critical to the future of these smaller towns. Creation of more local jobs, and location of new housing in proximity, provides the best opportunity to tackle deep-seated challenges where economic wealth is increasingly concentrated in larger towns and cities.

3 Pou tarāwaho rautaki - Strategic framework

Kōrero whakataki - Introduction

The RLTP Strategic Framework provides a clear statement of ambition as to how and why the Bay of Plenty region will invest in the transport system to deliver sustainable economic growth, following the process below.

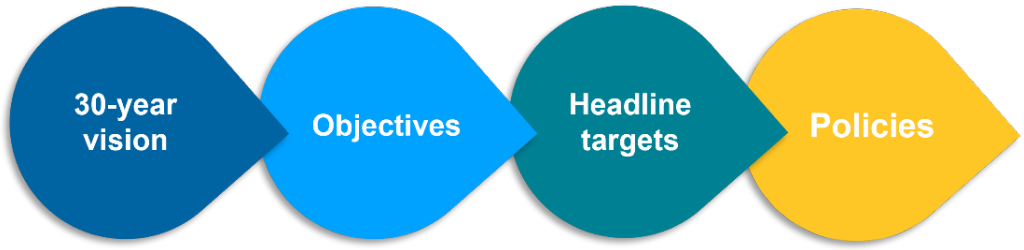


Figure 3.1 Summary of RLTP Strategic Framework process

Whakakitenga 30-tau - 30-year vision

The 30-year vision describes the region's desired long-term state, and what success looks like when we get there:

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

"Our transport system meets the needs of our diverse communities, our environment and our economy."

Ngā whāinga - Objectives

To deliver this vision, a series of objectives have been developed from the MOT Transport Outcomes Framework. Table 3.1 explains how each outcome is linked to at least one RLTP objective:

Table 3.1 MOT Transport Outcomes Framework and RLTP objectives

MOT Transport Outcome	Description	Corresponding Bay of Plenty RLTP objective
Healthy and safe people	The system protects people from transport-related injuries and harmful pollution and makes physically active travel an attractive option.	**Objective 1**: Deaths and serious injuries are minimised on the region's transport system.
Environmental sustainability	The transport system transitions to net zero carbon emissions, and maintains or improves biodiversity, water quality and air quality.	**Objective 2**: The environmental effects, including emissions, arising from the use of the transport system are minimised.
Inclusive access	The system enables all people to participate in society through access to social and economic opportunities such as work, education, and healthcare. To be inclusive, the transport system must be accessible to all people in New Zealand including those with disabilities, low-income earners, and people of different ages, genders, and ethnicities.	**Objective 3**: Communities have access to an inclusive, equitable and reliable transport system that provides them with a range of travel choices to meet their social, economic, health and cultural needs.
Economic prosperity	The transport system supports economic activity via local, regional, and international connections, with efficient movements of people and products based on value for money investment.	**Objective 4**: The transport system enables people and goods to move efficiently and reliably to, from and throughout the region. **Objective 6**: The transport system enables access to land for housing growth, and creates connectivity between places where people live, work, learn and play.
Resilience and security	The transport system minimises and manages the risks from natural and human-made hazards, anticipates and adapts to emerging threats, and recovers effectively from disruptive events.	**Objective 5**: Resilience issues in the transport system have been proactively identified and actioned so that the region can respond to, adapt, and rapidly recover from unplanned events and hazards.

Ngā whāinga upoko - Headline targets

Each objective has a corresponding headline target which measures progress towards delivery. The target is based on achievement of beneficial outcomes for people and businesses in the region.

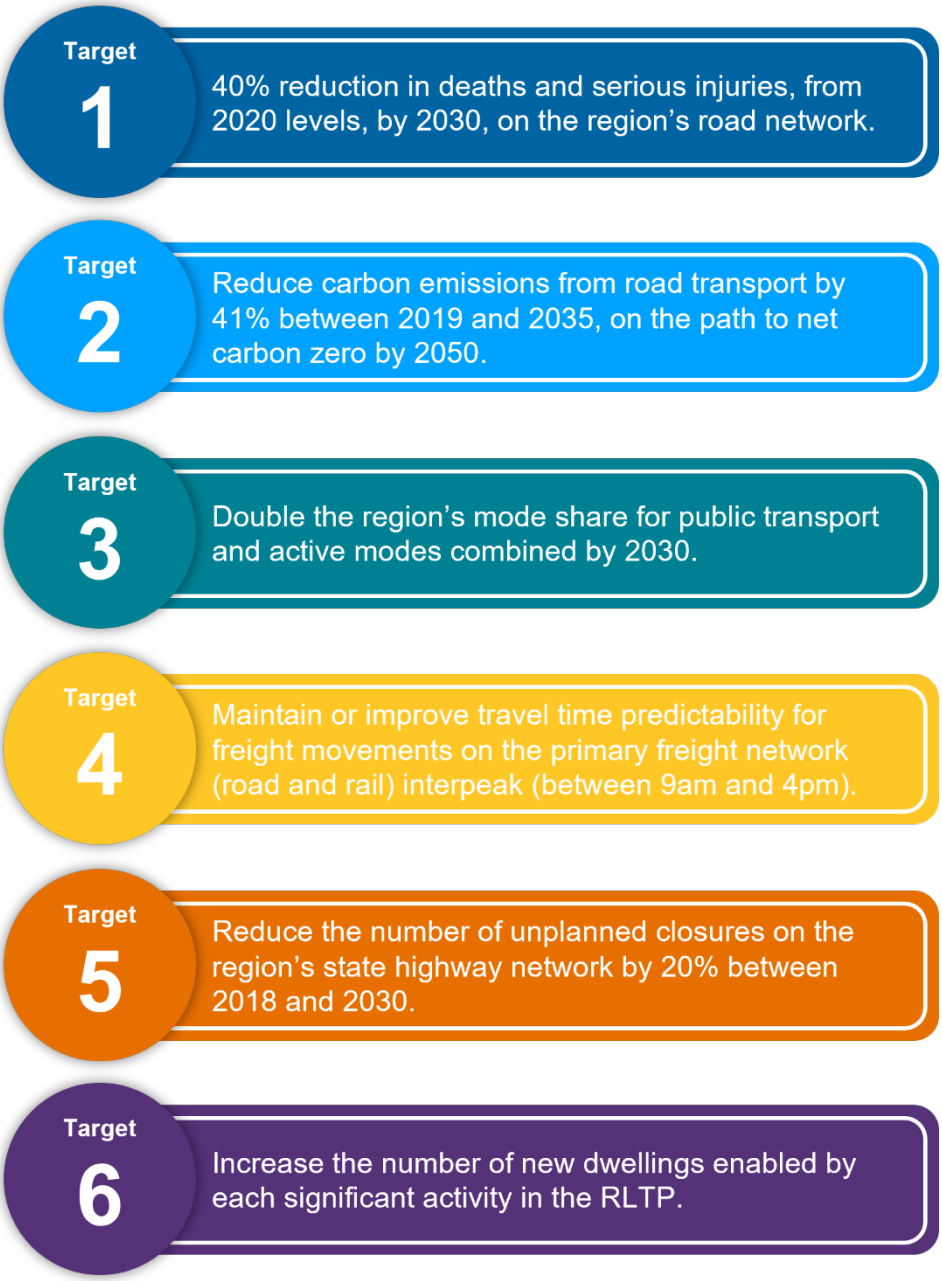


Figure 3.2 RLTP headline targets

Ngā kaupapa here - Policies

Each strategic objective requires an integrated set of policies which explain how it will be achieved. The policies are delivered by Bay of Plenty Regional Council, Territorial Authorities and partners such as NZTA and KiwiRail.

Figures 3.3 to 3.8 set out the RLTP policies against the objectives and headline targets.

Objective Deaths and serious injuries are minimised on the region's transport system.	**1**	**Headline Target** 40% reduction in deaths and serious injuries, from 2020 levels, by 2030, on the region's road network.

1.1	Adopt a 'safe system' approach to managing priority road safety issues (NZTA, city and district councils)
1.2	Implement school walking and cycling programmes to increase safety and reduce congestion associated with schools at peak times. (City and district councils)
1.3	Implement low speed and shared space environments in urban areas, particularly in town and suburban centres and residential areas. (City and district councils, NZTA)
1.4	Work collaboratively to reduce risk and improve safety across and along rail corridors. (KiwiRail, city and district councils, NZTA, BOPRC, Police)
1.5	Actively promote the adoption of technologies that improve transport safety and efficiency. (NZTA, city, and district councils, regional council)
1.6	Actively promote walking and cycling as travel options to improve public health. (City and district councils, district health boards, NZTA, regional council)
1.7	Ensure that connected networks are provided to improve safety, accessibility, and route options for walking, cycling and public transport. (City and district councils)
1.8	Proactively identify and implement road construction, renewal and maintenance techniques that minimise the public health and environmental impacts of noise, dust, vibration, air pollution, and storm water run-off. (NZTA, city, and district councils)

Figure 3.3 Healthy and safe people policies

Objective The environmental effects, including emissions, arising from the use of the transport system are minimized.	**2**	**Headline Target** Reduce carbon emissions from road transport by 41% between 2019 and 2035, on the path to net carbon zero by 2050.

2.1	Actively promote low carbon transport options and fuel technologies that reduce the use of fossil fuels, including electric vehicles. (MoT, NZTA, BOPRC, city and district councils)
2.2	Develop and implement plans that reduce greenhouse gas emissions and support resilience within our own councils and for our local communities. (City and district councils)
2.3	Manage the transition to a zero-emission public transport bus fleet to align with the New Zealand government target to decarbonise the public transport bus fleet by 2035. (BOPRC)
2.4	Work with central government to deliver on national emission reduction targets. (City and district councils, BOPRC, NZTA)
2.5	Develop appropriate action plans for single-occupancy vehicle travel demand reduction. (City and district councils, BOPRC, NZTA)
2.6	Work collaboratively with, and as, major employers, to develop travel planning tools for employees as a demand management initiative. (City and district councils, BOPRC, NZTA)
2.7	Develop and expand economically beneficial inter-connected walking and cycling networks in urban and rural areas that prioritise direct connections to key destinations and link communities and marae. (City and district councils, NZTA)
2.8	Develop and expand inter and intra-regional walking and cycling networks for commuting, recreation and tourism to build the national networks. (City and district councils, NZTA, BOPRC, community groups, external funders)

Figure 3.4 Environmental sustainability policies

Objective
Communities have access to an inclusive, equitable and reliable transport system that provides them with a range of travel choices to meet their social, economic, health and cultural needs.

3

Headline Target
Double mode share for public transport and active modes combined in the region's main urban areas by 2030.

3.1	Implement the Bay of Plenty Regional Public Transport Plan. (BOPRC, city and district councils, NZTA)
3.2	Recognise and provide for Māori land use and development aspirations, as identified in recognised iwi/hapū management plans, in land and transport planning and development processes. (City and district councils, BOPRC, NZTA)
3.3	Work with Māori to proactively identify opportunities to allocate national land transport funding to Māori roadways. (City and district councils, BOPRC, NZTA)
3.4	Ensure local parking policies set out a clear hierarchy for the use and management of on-street space in town and city centres to prioritise active travel, public transport, special purpose, and short stay parking. (City and district councils, NZTA)

Figure 3.5 Inclusive access policies

Objective
The transport system enables people and goods to move efficiently and reliably to, from and throughout the region.

4

Headline Target
Maintain or improve travel time predictability for freight movements on the primary freight network (road and rail) interpeak (between 9am and 4pm).

4.1	Co-ordinate planning and prioritise investment for roads, rail, and shipping to ensure that freight and commercial vehicle movements in the region and the upper North Island are managed in an integrated manner. (NZTA, KiwiRail, Port of Tauranga, BOPRC, WRC, city and district councils)
4.2	Collaborate with neighbouring regions, city and district councils, NZTA and KiwiRail to protect the function of existing and future inter-regional strategic transport corridors, particularly those in the upper North Island. (UNISA, BOPRC, WRC, AC, GDC, HBRC, HRC, NZTA, KiwiRail, local city and district councils).
4.3	Ensure that the location and design of new development supports and complements regional industry and businesses and the functionality of strategic transport networks. (City and district councils, BOPRC, NZTA, KiwiRail)
4.4	Ensure urban and transport planning minimises the impact of reverse sensitivity and access effects, reducing the need for single occupancy vehicle trips and supporting public transport, walking and cycling. (City and district councils, BOPRC, NZTA, KiwiRail)
4.5	Encourage and enable high freight trip generating activities to be developed in locations with good access to the region's strategic road and rail networks. (City and district councils, BOPRC, NZTA).
4.6	Promote, develop, and protect the State Highway 1/29 and East Coast Main Trunk corridors as the strategic long-term corridor connecting Auckland and the Waikato with the Bay of Plenty. (UNISA, NZTA, KiwiRail, BOPRC, WRC, AC, city and district councils)
4.7	Improve and maintain key inter and intra-regional routes to provide safe and efficient access to major tourist destinations. (NZTA, regional tourism organisations, BOPRC, WRC, city and district councils)
4.8	Strongly advocate for increased investment in rail capacity, rolling stock and future passenger rail in the region and the upper North Island to accommodate projected inter and intra-regional freight and people movements. (Regional Transport Committees, UNISA, KiwiRail, BOPRC, WRC, AC)
4.9	Ensure that rail assets are maintained to protect the safe and efficient operation of the network. (KiwiRail)

Figure 3.6 Economic prosperity policies

Objective		Headline Target
Resilience issues in the transport system have been proactively identified and actioned so that the region can respond to, adapt, and rapidly recover from unplanned events and hazards	5	Reduce the number of unplanned closures on the region's state highway network by 20% between 2018 and 2030.

5.1	Ensure the resilience of our communities and the regional transport network is continuously improved by identifying, prioritising, and addressing current network risks, vulnerabilities, critical lifelines, and alternative options. (City and district councils, BOPRC, NZTA, and KiwiRail)
5.2	Ensure the design of new transport infrastructure is resilient to low impact high probability (LIHP), high impact low probability (HILP) events, and the long-term effects of climate change. (City and district councils, BOPRC, NZTA)
5.3	Work with our communities to understand, prepare for and respond to the physical impacts of climate change on the transport system. (City and district councils, BOPRC, NZTA)
5.4	Work collaboratively to identify barriers to maintaining and improving access to regionally and nationally significant freight hubs in the region. (City and district councils, Port of Tauranga, KiwiRail, BOPRC, NZTA)

Figure 3.7 Resilience and security policies

Objective		Headline Target
The transport system supports access to land for housing growth, and creates connectivity between places where people live, work, learn and play.	6	Increase the number of new dwellings enabled by each significant activity in the RLTP.

6.1	Support regional strategic planning and investment initiatives that promote and enable a sustainable, integrated, and enduring approach to residential growth, and reduce the need to travel. (NZTA, BOPRC, Kainga Ora, and city and district councils)
6.2	Encourage the location of high person trip-generating activities in town centres or in central locations that provide good access to the region's strategic public transport and active mode networks. (City and district councils, BOPRC, NZTA)
6.3	Ensure district plans facilitate, invest in and support housing and business development that enables better travel choices, including public transport nodes and corridors, to minimise dependence on private vehicles. (City and district councils)

Figure 3.8 Enabling housing policies

These policies provide guidance through which the RLTP 10-year investment priorities are developed.

4 Ngā whakaarotau tūnuku 10-tau - 10-year transport priorities

Kōrero whakataki - Introduction

With significant pressure on both national and local government budgets, and competing demands for broader infrastructure investment, this RLTP sets out clear priorities for where money should be spent. Nevertheless, it must be recognised that an 'infrastructure deficit', whereby provision of efficient and resilient transport routes is failing to keep pace with demand, will require the pursuit of new and innovative funding / financing options. Most of the necessary investment will take place over a number of years, and risk being disrupted by short-term electoral cycles and regular changes in government policy. The proposal in the GPS 2024 to adopt a statutory ten-year horizon would go some way to addressing this challenge.

The 10-year transport priorities explain how the Bay of Plenty will aim to invest in a range of projects to give effect to the objectives, targets and policies set out in the RLTP Strategic Framework.

The process for identifying, testing, and deciding upon the 10-year investment priorities is summarised in the following diagram:

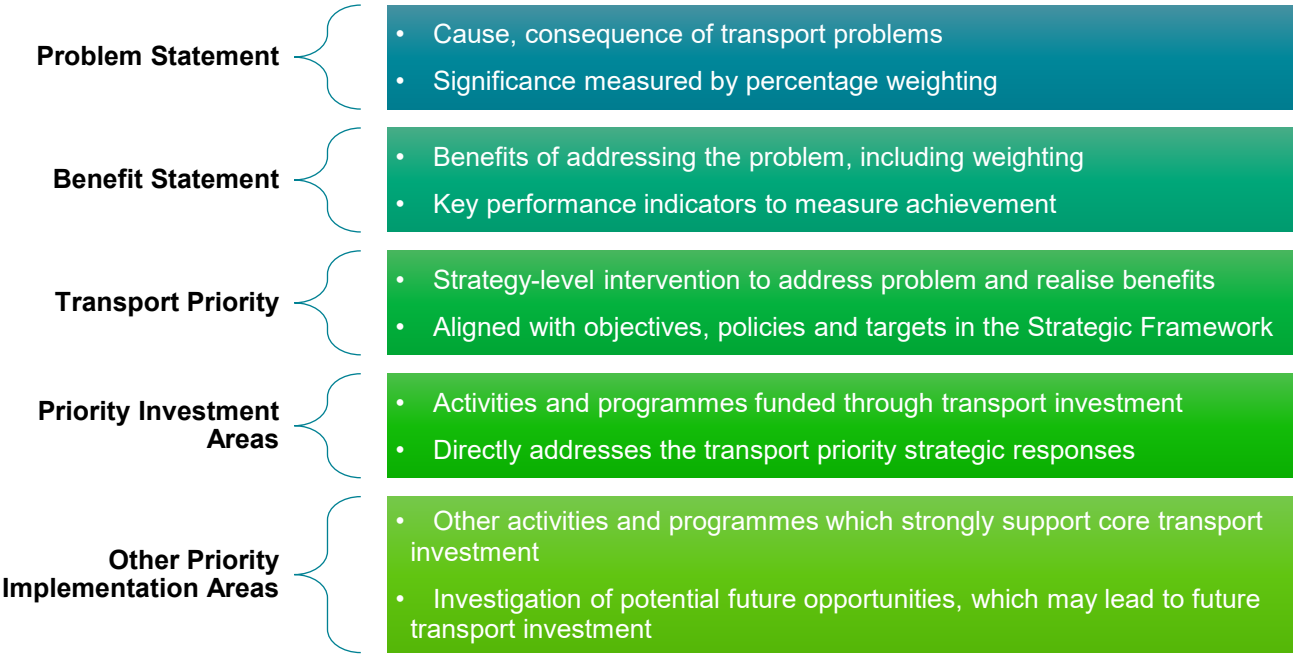


Figure 4.1 Process for establishing 10-year transport priorities.

Ngā taukī raru - Problem statements

Highlighted at the top of Figure 4.1 above, problem statements briefly describe the key challenges that RLTP investment seeks to address. Unless there is a clear problem to be solved, and a solid understanding of its causes, investment risks being misdirected into ineffective solutions. Projects which are identified and prioritised for investment are therefore based on evidence of what works and what does not.

Problem statements have been developed using the Investment Logic Mapping (ILM) process, which is aligned with NZTA's business case approach. Problems and benefits are ranked with a percentage to give a broad indication of priority, whilst recognising that they are inter-linked.

Figure 4.2 outlines the problem statements developed by the RTC in partnership with key stakeholders.

Ngā taukī painga - Benefit statements

Benefit statements succinctly summarise the intended positive outcomes of addressing the problem and include ensuring that other (unintended) problems are not generated by the investment. A benefit must be:

- Experienced by at least some groups of transport users, and/or local communities.
- Clearly attributable to the preferred solution.
- Measurable through robust data.
- Sustained over a reasonable period.

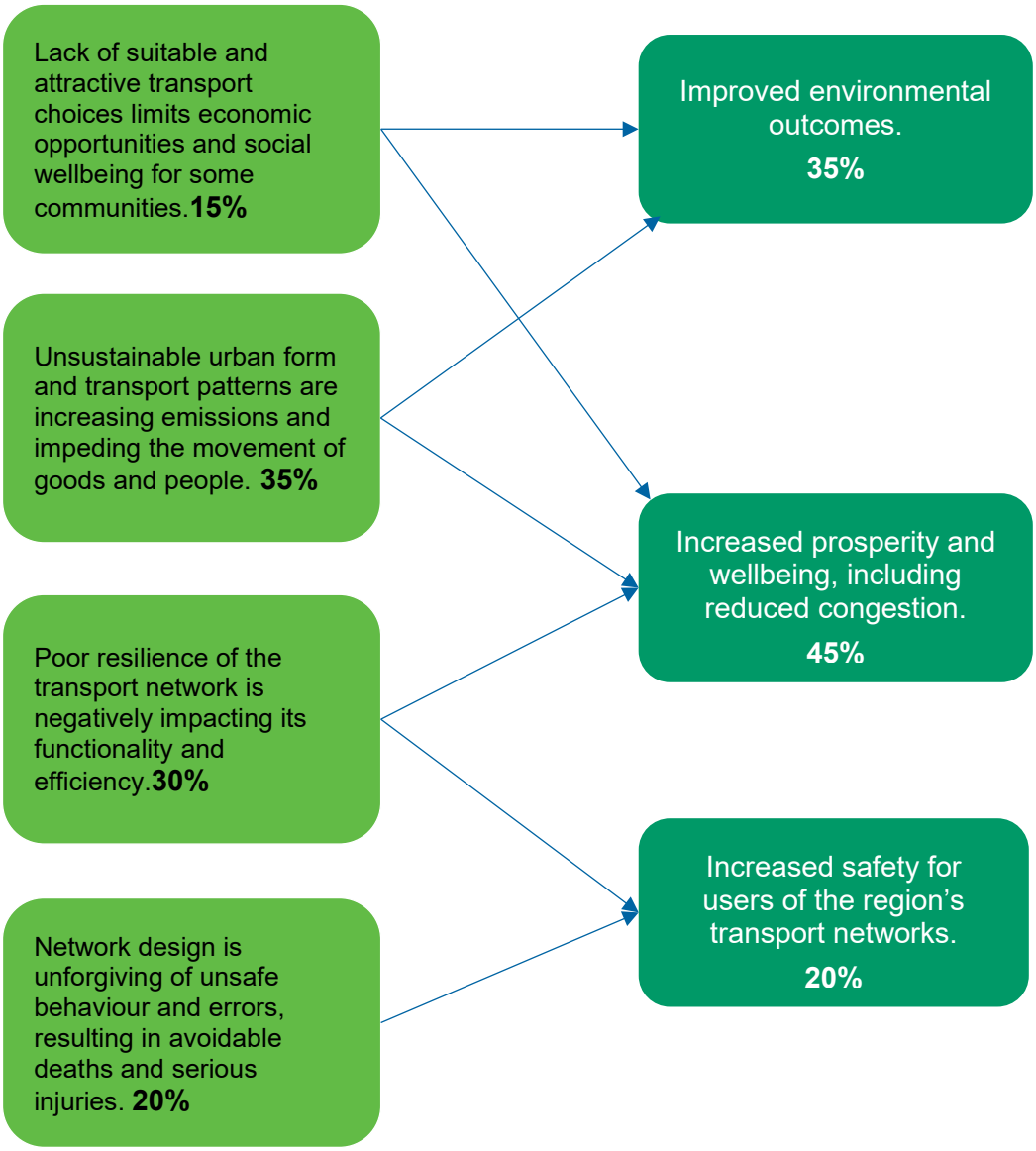


Figure 4.2 Bay of Plenty priority land transport problems and benefits

Ngā whakaarotau tūnuku - Transport priorities

As shown in Table 4.1 below, each problem requires a strategic response which is expressed through a transport priority describing how, over the next ten years, RLTP investment will aim to deliver a series of benefits to transport users and wider communities.

Priority investment areas and other priority implementation areas

Table 4.1 also shows how each transport priority will be delivered by:

- **Priority investment areas**, which provide a link between problems, benefits, and projects in the RLTP programme; and
- **Other priority implementation areas**, which encompass a range of broader policies, activities and investments which enable benefits to be realised (these are denoted in italics).

Table 4.1 From Problems to Transport priorities to Priority investment areas

Transport Priority (Strategic Response)	Priority Investment Areas and *Other Priority Implementation Areas*
Supporting sustainable regional growth through planning and investing in transport infrastructure and services that lift economic prosperity and enable housing	Investment in Roads of National Significance (RoNS) i.e. State Highway 29/29A Tauriko and Takitimu Northern Link. State Highway roading improvement projects along key corridors in urban centres, including SH2 Hewletts Road, Tauranga and SH5 and SH30, Rotorua. Local roading and intersection improvements to tackle congestion hot spots in the Western Bay. High-frequency urban bus networks in Tauranga and Rotorua. More frequent regional bus services between Tauranga, Rotorua, and Whakatāne, and also inter-regional bus services with the Waikato. Comprehensive on-road priority infrastructure to enable punctual and reliable urban services, supported by high-quality accessible bus stops and well-located central hubs. Completion of comprehensive and integrated pedestrian and cycle networks in cities and townships. *Spatial planning and urban development in locations with good public transport and active travel networks to unlock land for housing and enable sustainable urban form.*
An integrated freight system that optimises the efficient and effective movement of goods	Improvements to major inter-regional roading routes which prioritise freight movements. *Capacity, signalling and line speed improvements on the East Coast Main Trunk rail line.* *Electrification of the East Coast Main Trunk rail line.*

Transport Priority (Strategic Response)	Priority Investment Areas and *Other Priority Implementation Areas*
Building resilience into the transport system by strengthening essential connections, improving access to alternative routes, and delivering robust maintenance plans	Higher levels of investment in proactive roading maintenance, operations and renewals to improve overall condition of assets. Progression of major asset renewal projects to enhance resilience to severe weather and impacts of climate change. *Progression of proposals to re-route transport assets away from locations which are vulnerable to climate change-related events.* *Implementation of natural resilience solutions to protect transport assets from 'downstream' impacts of severe weather.*
Reducing road deaths and serious injuries	Delivery of road safety infrastructure projects targeted at high-risk areas, including intersections and active travel crossing points. Implementation of speed management plans in locations where there are particular risks for vulnerable road users, and when justified by cost / benefit assessment. Re-allocation of road space in urban areas to provide more priority protection for active transport modes. Further investment in road safety education, training and publicity programmes targeted at higher-risk areas / groups of people. Consideration of safety cameras to undertake additional enforcement without Police presence. *Enhancement of Police enforcement of road traffic laws and proactive campaigns targeting unsafe and illegal behaviour.*
Transitioning towards a more sustainable transport system to minimise environmental impacts	Conversion of the region's bus fleet to zero emission vehicles. Travel demand management and behaviour change programme that targets short and medium distance car trips. Car parking supply management and charging in Tauranga and Rotorua to manage demand and promote mode choice. *Progression of proposals for introduction of inter-regional passenger rail services.* *Development of a regional electric vehicle charging network.* *Progression of road pricing proposals in Tauranga.*
Enhancing availability of accessible, affordable, and efficient travel choices for people, goods, and services	Higher frequency and wider coverage of smaller town and rural fixed-route services. Introduction of a community transport policy and funding framework for areas without fixed routes. *Joint working with key government health, education, and social welfare agencies to optimise transport provision to essential services.*

The priority investment areas then feed into the RLTP programme and funding priorities through an investment strategy which targets:

- Significant improvements in environmentally-friendly public transport modes, which make very efficient use of road space when they are well-used.
- Safe active travel infrastructure networks and travel planning to encourage choice of healthy and sustainable modes for shorter distance urban trips, and also longer distance leisure/tourist travel.
- Asset management and maintenance, to address a significant backlog of work and deliver a ‘steady state’ situation where deterioration is arrested.
- Key housing and employment growth corridors for significant investment in new multi-modal capacity infrastructure to enable the region’s economy to develop.

5 Whakaritenga kaupapa me te pūtea - Programming and funding

Kōrero whakataki - Introduction

This section of the RLTP forms the regional programme of land transport activities in the Bay of Plenty which will be proposed for inclusion in the National Land Transport Programme (NLTP) and for which funding is sought from the National Land Transport Fund (NLTF).

This RLTP proposes to invest in the whole transport system to:

- Support the movement of freight and commercial trips by the most appropriate mode, better maintenance of assets on local, regional, and inter-regional corridors, and increased resilience of key routes to severe weather and climate change.
- Protect people from harm through vehicle crashes and encourage more healthy and active travel.
- Contribute to liveable cities and townships by providing people with good travel options, with all parts of the transport system - roads, rail, sea, public transport, and walking and cycling routes - working together.
- Prioritise a reduction in greenhouse gases emitted by transport to help to achieve central government targets and protect public health, through:
    - Location of new development along high-frequency public transport corridors or areas through future development strategies (FDS).
    - Provision for, and active promotion of, alternative modes of travel to the single occupancy private car.
    - Reducing the supply and availability of free car parking and using the space for both active travel routes and beneficial destination-based use of expanded pavements.
    - Active pursuit of decarbonisation of the regional bus fleet in line with government direction.
    - Planning for future provision of electric vehicle charging infrastructure.

As implementation of the RLTP progresses, the Bay of Plenty and NZTA will be proactive in identifying opportunities to deliver travel demand management programmes.

The transport system will be delivered through application of the NZTA intervention hierarchy, which is used to promote integrated planning, demand management and optimisation activities ahead of infrastructure solutions. The hierarchy is primarily used to help drive better value for money when planning for, and investing in, transport interventions. This means making better use of existing infrastructure before implementing longer-term increases in capacity.

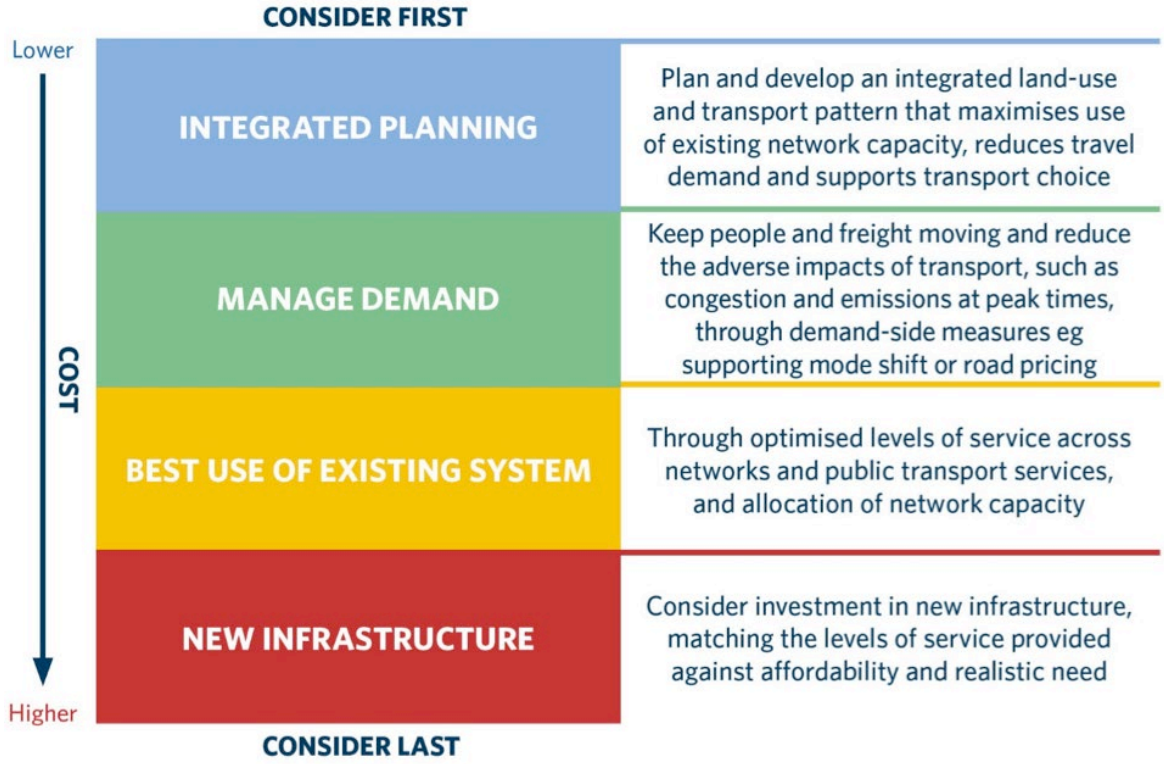


Figure 5.1 NZTA Intervention Hierarchy

Ngā mahi kaupapa - Programme activities

All activities to be undertaken by approved organisations[40] are allocated to an activity class within the NLTF. Activity classes are high-level groupings of activities identified in the GPS and used to provide direction to NZTA on funding allocations for types of investment. In GPS 2024 these are:

- State highway improvements.
- State highway pothole prevention.
- State highway operations.
- Local road improvements.
- Local road pothole prevention.
- Local road operations.
- Public transport services.
- Public transport infrastructure.
- Safety.
- Investment management.
- Rail network.
- Walking and cycling.

[40] Approved organisations (AOs) are organisations approved under the LTMA that invest jointly with Waka Kotahi in transport activities, i.e. regional councils, territorial authorities and approved public organisations e.g. DOC

Improvement activities below the threshold $2 million, including those deemed ‘business as usual’, do not need to be prioritised by the RLTP:

- **Investment management transport planning activities:** prepare the ground for future RLTPs and longer-term investment, through development of modelling, appraisal and business case capability.
- **Continuous programme activities**: ongoing business as usual investments relating to state highway and local road maintenance, public transport services and road safety (including road safety promotion). Approved organisations apply for continuous programme funding on a three-year cycle aligned with the LTP.
- **Low-cost low-risk (LCLR) activities**: have an individual total cost, from design through to implementation, below $2 million. These activities relate to public transport infrastructure, walking and cycling improvements, local road and state highway improvements. Approved organisations apply for LCLR funding on a three-year cycle aligned with the LTP.

These activities, for which approved organisations have already applied, are automatically included in this RLTP. As they are critical to ensuring the continued operation of the transport system and identifying required investment, they have first call on unallocated funding, ahead of activities to improve the transport system. The activities will still be subject to moderation and approval by NZTA but may also change as a result of Long Term Planning processes. A key requirement is to focus on obtaining best value for money invested. There have been significant challenges with high levels of inflation in the construction industry, which means that money does not deliver the same level of output as it might have done in years gone by.

New improvement activities including major infrastructure investments and those over $2 million are prioritised to signal those that should have first call on the remaining funding within each activity class.

Section 106 (2) of the LTMA requires each RTC to adopt a policy that determines ‘significance’, in respect of the activities that are included in the RLTP, and their order of priority when submitted for NLTF funding (see Appendix 3). In adopting the significance policy, the RTC has determined that the following activities are significant for the purposes of prioritisation:

- Improvement activities with a total anticipated cost exceeding $2 million over the duration of the activity, or
- Activities that the RTC deems will make a significant contribution to the objectives of the RLTP by way of resolution.

During the period of this RLTP, variations to the programmes or projects included in the RLTP may be required. Where a variation is requested, it shall be assessed against the Significance Policy - RLTP variations, by way of resolution.

Funding process

Funding of land transport in New Zealand is guided by the Government Policy Statement on land transport (GPS) which influences investment decisions.

The funding process, sources, and forecasts, in combination with the transport priorities outlined in the Strategic Framework, enable the region to progress the agreed policy direction of the RLTP.

The NLTF is critical to giving effect to the programme of regional transport activities included in the RLTP, and to the objectives, policies and transport priorities for the region. This high-level flow chart illustrates the New Zealand land transport planning and investment framework, with the NLTF at the centre, to support understanding of the RLTP funding process.

For each activity class, an upper and lower funding range is given in the GPS. The distribution of funds across activities is undertaken by NZTA. Funding occurs in a manner consistent with the GPS and is based on national priority until the funding available to each activity class is fully allocated.

The NLTP is a three-year programme of planned activities and a 10-year forecast of revenue and expenditure prepared by NZTA to give effect to the GPS. The NLTP is a partnership between NZTA, the Crown, and local government. NZTA has independent statutory responsibilities for the allocation and investment of the NLTF, which occurs through the NLTP.

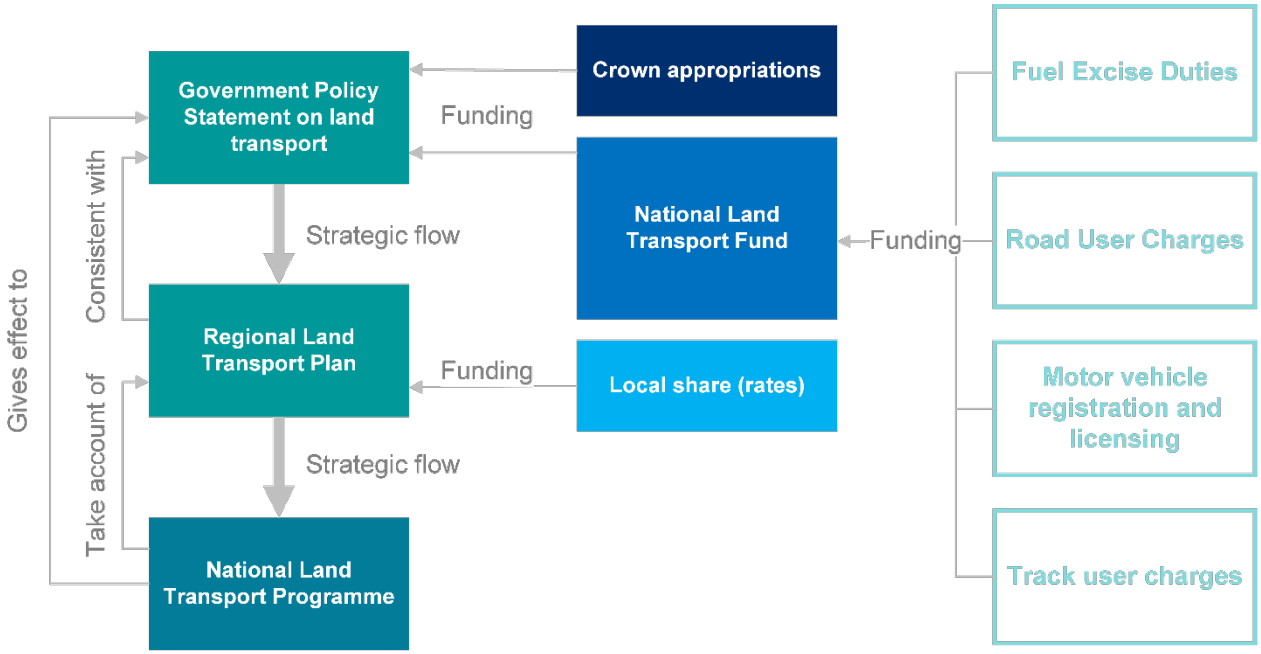


Figure 5.2 Summary of funding process

The NLTF is a fully ring-fenced transport fund made up of revenue from user charges such as fuel excise duty, road user charges, vehicle registration and tolls, and income from the sale and lease of state highway property. In addition, the NLTF is topped up by direct funding from the Crown in the form of grants and loans. For the three-year period 2024/25 to 2026/27 the GPS 2024 forecasts spending of over $22 billion.

Many transport activities undertaken by regional and territorial authorities are subsidised through the NLTF. Except for state highways, subsidy through the NLTF is contingent on the provision of a local contribution by councils. The contribution varies between authorities and is referred to as the Funding Assistance Rate (FAR). Table 5.1 summarises the FAR for the Bay of Plenty councils:

Table 5.1 Funding Assistance Rates and Council local share

Council	Funding Assistance Rate (%)	Council local share (%)
Bay of Plenty Regional	51	49
Tauranga City	51	49
Western Bay of Plenty District	51	49
Rotorua Lakes	57	43
Whakatāne District	65	35
Kawerau District	75	25
Ōpōtiki District	75	25

Approved organisations raise their local share from rates revenue, debt, developer contributions or other financial contributions and revenue.

RLTPs effectively bridge the gap between local and regional investment and the NLTP. Before a project can be considered for funding through the NLTP and the NLTF, it must first be included in an adopted RLTP and have the local share identified. For councils, this will be confirmed through the Long Term Plan (LTP) process.

The NLTP is finalised and released around three months after RLTPs are submitted to enable regional programmes to be considered for investment from the NLTF.

However, the regional land transport funding process through the NLTF is not able to fund all the land transport activities identified in RLTPs. Other sources of funding, outside the NLTF, are needed to give effect to the policy direction in the RLTP.

From time-to-time the Crown will identify a specific need for investment that may not fit neatly within the standard model for funding transport investment. This may be due to issues relating to timing of projects or central government priorities that are not being addressed through existing mechanisms.

Central government can also choose to fund land transport activities directly through Crown appropriations, or funding streams that are external to the NLTF. For example, the NZ Upgrade Programme (NZUP) is investing over $7 billion across road, rail, public transport and active travel infrastructure. This includes Takitimu North Link (TNL), with phase one between Tauranga and Te Puna currently under construction.

Other sources of funding include:

- Additional contributions from local authorities beyond that usually required for a subsidised activity.
- Public transport fares.
- SuperGold fare subsidy (administered by the Ministry of Social Development) to fund free off-peak bus travel for seniors.
- Community Connect fare subsidy for Community Services Card (CSC) holders.
- Contributions from community groups or other central government agencies to community programmes.
- Contributions from developers towards cost of transport infrastructure.

Matapae pūtea 10-tau - 10-year financial forecast

The programme outlines proposed transport investment by the region's approved organisations. This includes a total ten-year financial forecast for all activities included within the programme that make up the submission for funding from the NLTP.

Forecast expenditure for Bay of Plenty transport activities that are eligible for funding from the NLTF is illustrated in Table 5.1. The required NLTF share of this anticipated expenditure is $6.64 billion; the balance ($1.54 billion) is made up from local share and other funding sources. The forecast ten-year expenditure for the Bay of Plenty from the NLTF represents nearly a whole year of national investment over the next six years (as outlined in the GPS 2024). If, as a result of national funding constraints, the required $6.64 billion NLTF share is not available in its entirety, then other sources of funding will be urgently required to address the gap.

There is a need to explore new and innovative funding and financing opportunities that are outlined in the GPS 2024, including:

- Land value capture which reflects the uplift resulting from provision of new infrastructure.
- Public private partnerships (PPPs) which enable finance of infrastructure outside of the central government balance sheets and debt restrictions.
- Equity finance from the likes of large pension funds that seek investments for their fundholders.
- Road pricing and/or tolling which raises funding directly from transport users to pay for improved infrastructure.

The GPS 2024 also highlights the potential of city and regional deals between central and local government to integrate long-term strategy and planning across the transport system, and to address the challenge of short-term funding cycles which do not work well for long-term projects. The region warmly welcomes the proposed move to a 10-year GPS, which will provide greater long-term certainty, decoupled from the three-year election cycles.

A relatively 'quick win' would be for the government to enable local councils to retain the 15% GST on local rates bills, which would provide an immediate boost to the finances of councils who are facing multiple demands for new infrastructure. This option has been signalled as a possibility through Resource Management Act (RMA) reform. Infometrics analysis of 2022 data[41] suggests that this reform could raise around $65 million per year across the six Bay of Plenty territorial authorities (TAs), which is about 10% of operating income.

Figure 5.3 illustrates a comparison of forecast expenditure for the 2021 and 2024 RLTPs. It shows that the 2024 forecast for the next four years is 87% higher than what was forecast in 2021 (a total of $3.1 billion compared to the $1.7 billion in the previous forecast). This reflects a significant increase in construction costs in the last three years as well as increased anticipated expenditure on state highway improvements to address the growing infrastructure deficit and bring forward housing growth in key corridors such as SH29/SH29A.

[41] The cost of returning GST from rates to local councils, Infometrics 2024

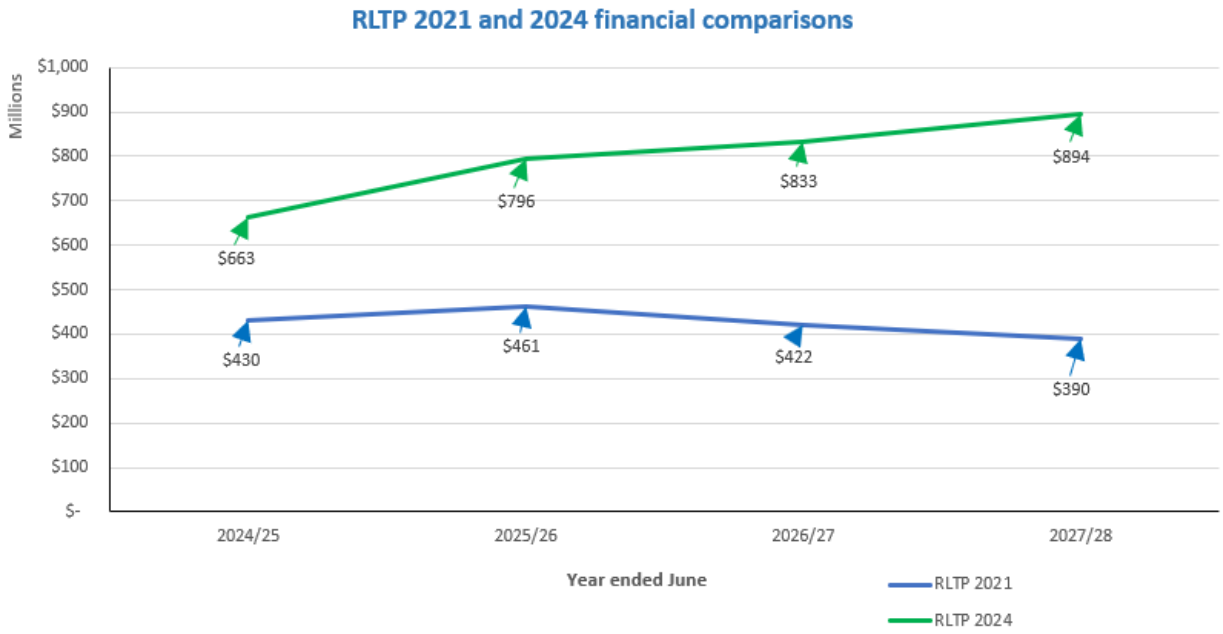


Figure 5.3 RLTP 2021 and 2024 financial comparisons.

Table 5.2 Financial forecast 2024-2034

Activity Class	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	Total	NLTF Share
EXPENDITURE ($ 000)												
Road safety	18,408	7,724	9,199	8,570	8,570	8,570	8,570	8,570	8,570	8,570	95,322	49,516
Public transport services	47,491	49,947	47,920	80,687	80,479	65,229	66,201	67,173	75,935	77,231	658,291	335,728
Public transport infrastructure	39,818	24,792	20,237	12,195	6,208	8,755	6,208	6,208	6,258	6,208	136,888	73,296
Walking and cycling improvements	14,533	16,411	28,514	27,421	29,135	31,196	32,263	25,605	24,252	24,422	253,754	146,840
Local road improvements	79,962	140,349	111,243	94,392	89,632	66,194	29,894	30,666	33,308	38,476	714,116	375,313
State highway improvements	225,643	311,680	366,778	432,964	769,597	773,012	588,618	297,021	101,421	64,761	3,931,496	3,931,496
State highway maintenance	98,557	99,639	98,857	88,768	88,768	88,768	88,768	88,768	88,768	88,768	918,428	918,428
Local road maintenance	134,435	139,190	146,738	146,781	146,380	146,435	146,494	146,542	146,590	146,643	1,446,228	793,479
Investment management	4,034	6,096	3,619	2,345	2,365	2,384	2,022	2,037	2,052	2,074	29,029	19,031
Total	**662,822**	**795,830**	**833,105**	**894,123**	**1,221,125**	**1,190,541**	**969,038**	**672,591**	**487,153**	**457,153**	**8,183,554**	**6,643,129**
REVENUE ($ 000)												
Fare revenue and supplementary funding *	1,926	1,981	2,033	2,089	2,147	2,206	2,266	2,325	2,384	2,445	21,801	
SuperGold revenue	1,044	1,077	1,108	1,141	1,176	1,211	1,246	1,282	1,317	1,353	11,955	
Total ($ 000)	**2,970**	**3,057**	**3,141**	**3,230**	**3,322**	**3,417**	**3,512**	**3,607**	**3,701**	**3,798**	**33,756**	

* *Includes fare revenue, targeted rates, and tertiary institute funding for public transport services*

Ngā mahi ū - Committed activities

Under Section 16(6)(c) of the LTMA the RLTP is required to include a list of activities that have previously had funding committed through the NLTF but are not yet completed. These projects may be in the pre-implementation or implementation phase.

Table 5.3 Committed activities

Activity	Org	Phase	Description
Rangiuru Business Park Multi-Modal Transport Improvements	WBOPDC	SSBC	Sustainable development of the Business Park through multi-modal transport improvements, infrastructure and services, including upgrade of existing internal road network.
Ōmokoroa Transport Improvements	WBOPDC	SSBC	Urbanisation upgrading of local roads to support planned land use changes in Ōmokoroa.
Papamoa East Interchange (PEI) - Eastern Corridor Growth (HIF)	TCC	Pre-implementation Construction	Infrastructure to support residential growth in the Eastern Corridor (Housing Infrastructure Fund).
Western Corridor Growth Management – Tauriko West Connections	TCC	Property Pre-Implementation Implementation	Long-term solution for the Tauriko area to support freight movement along SH29, safety of the network, and multi-modal options to enable transport choice.
Maunganui Road Walking and Cycling improvements	TCC	Implementation	Development of a long-term plan to improve access to Port of Tauranga and Mt Maunganui and make it safer to move through and around this part of town.
TSP028 Bus facility imp Tga Crossing	TCC	Pre-Implementation	Construction of PT hub at Tauranga Crossing (endorsed activity as part of Tauriko long-term business case).
Regional Consortium Ticketing Solution	BOPRC	Implementation	Implementation of interim ticketing solution across Regional Consortium Councils as part of the National Ticketing System Programme.
Whakatāne West integrated growth and resilience improvements	WDC	Property Pre-implementation	Improvements to form and function of Keepa Road to support strong residential and industrial growth on the back of substantial PGF investment, address safety deficiencies, ensure multi modal access, and improve resilience and route security from flooding / climate change.
Thornton Road – Blueberry Curves – safety improvements	WDC	Pre-implementation	Identified as a priority safety project (speed management treatments) under the safe speeds and infrastructure programme.

Activity	Org	Phase	Description
Takitimu North Link Stage 1 (NZUP)	NZTA	Property Implementation	Takitimu North Link is a new 14km four-lane expressway connecting Tauranga and Ōmokoroa with provision for public transport and a shared path for walking and cycling. Stage 1 is Tauranga to Te Puna.
CIP SH30 Eastern Corridor, Rotorua	NZTA	Implementation	Stage 2 of the upgrade of SH30/Te Ngae Road from Iles Road to Rotorua Airport.
Combined PT services and infrastructure	BOPRC/ TCC/NZTA	SSBC	Business case for the Hybrid PT Service Model (Tauranga).
SH2 Ōmokoroa to Te Puna safety improvements	NZTA	Pre-Implementation Implementation	Short-term safety improvements on SH2 between Ōmokoroa and just north of Te Puna to address safety problems until TNL Stage 2 is implemented.
SH30 Awakeri to Whakatāne	NZTA	Pre-Implementation	Package of safety-related improvements between Awakeri and Whakatāne.
SH2 Wainui Rd to Ōpōtiki, NSRRP	NZTA	Pre-Implementation Implementation	Works to improve the roadside environments and reduce DSIs under National Safer Roads and Roadsides Programme.
SH33 (Te Ngae Junction to Paengaroa) NSRRP	NZTA	Pre-Implementation Implementation	Works to improve the roadside environments and reduce DSIs under National Safer Roads and Roadsides Programme.
W2T Waihī to Ōmokoroa (Safer Corridor)	NZTA	Pre-Implementation Implementation Property	Safety works including wide centre line, side barrier and intersection improvements.

Ngā mahi hirahira ā-rohe e whakahirahira ana - Prioritised regionally significant activities

'Significant' activities are improvement projects which are anticipated to cost more than $2 million. They are required to be ranked by order of priority in the RLTP. Each project is allocated to an activity class within the NLTF, which is then prioritised by NZTA who consider the merits of investments across the country. Therefore, a high priority project in an RLTP is not guaranteed funding, if the NLTF activity class is over-subscribed and has little funding headroom. Similarly, a lower priority project in an RLTP may still get funded if it is higher up in the NLTF activity class.

Significant activities have been prioritised using a methodology based on the region's desired benefits and objectives identified in Section 3, i.e. the extent to which a significant activity contributes to the RLTP strategic objectives: inclusive access, resilience and security, economic prosperity, enabling housing, healthy and safe people and environmental sustainability, relative to other significant activities. The scoring of activities was moderated by the Regional Advisory Group to the Regional Transport Committee.

Table 5.4 Regionally significant activities

**** Approved organisation has no local share allocated to this activity***	***** Approved organisation has local share funding programmed for this activity, likely beyond 2024-2027***	******activity requested for inclusion by RTC***

#	Activity	Description	Phase(s)	Approved Organisation	Primary RLTP Objective	Timing	Cost NLTP 2024-27 ($)	Indicative Total Cost ($)	Activity Class
PRIORITISED ACTIVITIES:									
1a	**SH29/29A Western Corridor Growth Package** (Road of National Significance)	See table below for list of all state highway activities making up this package.	see below	NZTA	see below	2024-2034	534,600,700	1,642,826,299	SHI
1b	**SH29/29A Western Corridor Growth – Local Road Connections**	See table below for list of local road activities enabling growth in this corridor.	see below	TCC	see below	2024-2034	2,349,606	39,636,609	LRI
2	**SH2 Northern Corridor Growth Package** RoNS Takitimu North Link Stage 2 (Road of National Significance)	Stage 2 is the extension of the Stage 1 project (i.e. Tauranga to Te Puna) from Te Puna to Ōmokoroa. This package is a proposed 7 km 4-lane highway, with off-road shared path. It includes overbridges for local traffic and a grade separated interchange at SH2/Ōmokoroa Road.	Pre-Implementation Implementation	NZTA	Economic Prosperity	2024-2032	92,976,999	929,769,999	SHI
3	Hewletts Road sub-area accessibility improvements	Development of a long-term plan to improve access to Port of Tauranga and Mt Maunganui and make it safer to move through and around this part of town.	DBC Pre-Implementation Property	TCC	Inclusive Access	2023-2034	17,504,692	292,046,146	LRI
4	Connecting Mount Maunganui	Improvements to the transport network along SH2 and the broader Mount Maunganui area to enhance public transport and active modes, provide greater reliability for freight, and reduce the impact of transport on the environment.	DBC Property Pre-Implementation Implementation	NZTA	Economic Prosperity	2024-2033	43,586,000	455,440,000	SHI
5	Cameron Rd Multi-Modal Stage 2 (17th Ave to Barkes Corner)	Public transport, cycling, walking and public realm improvements to Cameron Rd between Tauranga Hospital and Barkes Corner to move people safely and support urban developments.	Pre-Implementation Implementation	TCC	Economic prosperity	2023-2030	81,175,010	232,781,102	LRI
6	Welcome Bay Rd, Turret Rd, 15th Ave to Takitimu Dr & CBD	Improvements to support multimodal access and improve safety for 15th Ave, Turret Road and Welcome Bay Road. Includes active mode connections to city centre and Te Papa peninsula (Tauranga South).	Pre-Implementation Implementation	TCC	Inclusive Access	2024-2027	73,691,357	146,364,094	LRI
7	PT S&I Transformation (UFTI)	The Hybrid PT Service Model (Tauranga) as provided for via the Public Transport Services and Infrastructure Business Case.	Pre-Implementation Implementation	BOPRC/ TCC	Inclusive Access	2024-2034	7,940,452	161,353,602	PTS
8	BOP System Plan PBC	Programme to update Programme Business Case plans for the region's state highway network.	PBC	NZTA	Economic Prosperity	2024-2026	2,398,000	2,398,000	IM
9	Ōmokoroa Transport Improvements	Upgrading of local roads to support the planned land use changes in Ōmokoroa Structure Plan 2 & draft Structure Plan 3, specifically Prole Road, Ōmokoroa Road (Prole Road to Railway Line) and Ōmokoroa South Industrial Road.	Implementation	WBOPDC	Economic Prosperity	2024-2027	32,000,000	32,000,000	LRI

#	Activity	Description	Phase(s)	Approved Organisation	Primary RLTP Objective	Timing	Cost NLTP 2024-27 ($)	Indicative Total Cost ($)	Activity Class
10	CBD PT HUB (Long-term) SSBC City Centre bus facility	A safe and accessible bus interchange in the Tauranga CBD, also connected to other travel facilities such as cycleways for bikes and scooters.	Pre-Implementation Implementation	TCC	Inclusive Access	2023-2030	11,373,207	15,742,578	PTI
11	*** Rangiuru Business Park Multi Modal Transport Improvements*	*Multi-modal transport improvements, infrastructure and services over and above what is already identified in the RBP Structure Plan. Includes upgrade of existing internal road network and development of new key corridors that provide for multiple modes and new off-road connections including walkways, cycleways and shared user paths, and connections to the railway.*	*Pre-Implementation* *Implementation*	*WBOPDC*	*Economic Prosperity*	*2024+*	*15,200,000*	*15,200,000+*	*LRI*
12	Spatial Plan - Additional River Crossing IBC / DBC	Design of more specific investments required for additional Whakatāne access to support growth components of the Spatial Plan and improve network resilience.	IBC/DBC	WDC	Inclusive Access	2026-2027	557,261	TBC	LRI
13	Spatial Plan – Transport System Programme	A transport programme and new investment pathways will be needed to support delivery of the Whakatāne Spatial Plan (linked to Spatial Plan - Urban Transport Model).	PBC	WDC	Inclusive Access	2024-2027	218,077	TBC	IM
14	Spatial Plan - Urban Transport Model	Development of network demand modelling tool(s) to assist with the Transport System Programme.	PBC	WDC	Inclusive Access	2025-2027	275,498	TBC	IM
15	BOP Share VFM Safety Improvement Programme	Programme of safety interventions including speed management and median & side barriers	Implementation	NZTA	Healthy and Safe People	2024-2034	9,217,671	30,725,570	SHI
16	** Ōpōtiki Urban Growth and Resilient Access Improvements*	*Intersection improvements at the SH2 and Woodlands Rd intersection to enable housing supply in the Hukutaia Growth Area, improving Safety, access, and resilience for the community.*	*SSBC*	*ODC*	*Enabling Housing Supply*		*300,000*	*7,000,000*	*SHI*
17	**** Katikati Bypass Business Case*	*Requested by RTC: Realignment of SH2 to create an alternative route (bypass) around Katikati.*							
18	Malfroy Road / Old Taupō Road (SH5) Intersection Improvements	Intersection capacity upgrade and safety improvements due to housing growth projections.	SSBC	RLC	Enabling Housing Supply	2024-2025	150,000	5,000,000	LRI
19	Whakatāne West integrated growth and resilience improvements	Improvements to form and function of Keepa Road (SH30 to Kope Canal) to support strong residential and industrial growth on the back of substantial PGF investment, address safety deficiencies, ensure multi modal access, and improve resilience and route security from flooding / climate change.	Implementation	WDC	Inclusive Access	2024-2026	4,814,940	7,000,000	LRI
20	SH29 Piarere to Tauranga	SH29 is the preferred route for road-based freight between Tauranga and Auckland. SH29 has a low safety record, poor resilience and a higher cost of travel due to the gradients over the Kaimai Range. The 2017 corridor business case included operational and capital improvements which were safety focused to improve DSIs and improve freight reliability on that route.	PBC	NZTA	Healthy and Safe People	2024-2027	2,725,000	2,725,000	IM
21	Western Bay of Plenty Managed Lanes	State highway contribution to a Western Bay of Plenty-wide study on the potential to implement sub-regional managed lanes across the full network.	DBC Property Pre-implementation Implementation	NZTA	Environmental sustainability	2024-2028	8,051,000	14,264,000	SHI
22	** Lund Road resilience project*	*Road reinstatement and access treatment for slow moving slip.*	*Implementation*	*WBOPDC*	*Resilience and Security*		*200,000*	*2,500,000*	*LRI*
23	Park and Ride Trial Pāpāmoa	The provision of a direct route bus service to support a Park and Ride Trial in Pāpāmoa (linked to #27 below).	Implementation	BOPRC	Inclusive Access	2024-2026	3,564,900	3,564,900	PTS
24	Rangiuru Business Park interchange	Interchange to provide access to the RBP from the Tauranga Eastern Link.	Pre-Implementation Implementation	WBOPDC	Economic Prosperity	2024-2025	15,500,000	15,500,000	LRI

#	Activity	Description	Phase(s)	Approved Organisation	Primary RLTP Objective	Timing	Cost NLTP 2024-27 ($)	Indicative Total Cost ($)	Activity Class
25	SH30A Urban Revitalisation, Connect Rotorua	Urbanisation of SH30A including Amohau Street and consequential local road and SH corridor changes.	Pre-Implementation Implementation	NZTA	Inclusive Access	2024-2027	36,624,000	37,763,429	SHI
26	Takitimu North Link Stage 1 Revocation	Revocation of the existing State Highway 2 replaced by Takitimu North Link Stage 1.	Property Pre-Implementation Implementation	NZTA	Inclusive access	2024-2029	4,003,000	42,044,000	SHI
27	Park and Ride – Pāpāmoa	Parking areas connected with regular bus services to enable park and ride and slow the growth of traffic volumes. Operation depends on direct route PT (linked to #24 above).	Pre-Implementation Implementation	TCC	Inclusive Access	2024-2025	2,800,900	2,800,900	PTI
28	National Ticketing Solution (NTS)	The National Ticketing Solution project aims to improve public transport through a standardised convenient, reliable and cost-effective solution to paying for public transport which will provide a common customer experience no matter where they are in the country. Existing ticketing services will need to be migrated to NTS.	Implementation	BOPRC	Inclusive Access	2025-2028	2,961,264	2,961,264	PTI
29	SH2 Awakeri to Ōpōtiki Resilience	Review of how to effectively provide resilient access in the Eastern Bay of Penty between Awakeri and Ōpōtiki, which is very vulnerable to extreme weather events.	SSBC Property Pre-implementation Implementation	NZTA	Resilience and Security	2026-2031	436,000	66,400,000	SHI
30	Tauranga Transport Model	Transportation model capital spend according to approved business case. Joint project with NZTA, WBOPDC and BOPRC.	PBC	TCC	Economic Prosperity	2022-2034	2,556,800	10,825,650	IM
31	Bus decarbonisation improvements (region-wide)	Activities to transition region to zero emission public transport.	SSBC Pre-Implementation	BOPRC	Environmental Sustainability	2024-2029	1,383,002	47,481,002	PTS
32	Tauranga Eastern Corridor Growth - Te Tumu Internal Infrastructure	Networks servicing growth areas along the eastern coastline need to be safer and make it easier for people to move within, and along, coastal suburbs. Roads, dedicated busway, bus stops, cycleways and footpaths to support urban development, new housing and employment in Te Tumu.	Property Implementation	TCC	Inclusive Access	2024-2025	20,393,505	128,000,000	LRI
33	Welcome Bay Road Improvements	Safety improvements, including minor realignment and seal widening.	Pre-Implementation Implementation	WBOPDC	Healthy and Safe People	2024-2027	8,200,000	8,200,000	LRI
34	Passenger Rail - Hamilton to Tauranga (IMP-10)	Business case to investigate potential for passenger rail between Hamilton and Tauranga.	IBC	BOPRC	Inclusive Access	2025-2026	532,500	532,500	PTS
35	*** Domain Road upgrade (urbanisation of southern sections)*	*Upgrade of road including stormwater, lighting and facilities for active modes and bus users to support urban development.*	*SSBC*	*TCC*	*Inclusive Access*	*2030+*		*9,818,528*	*LRI*
36	Pokairoa/Ngamotu - Rerewhakaitu Resilience (SH5 Alternative)	Shortest viable alternative freight route to SH30 (SH30 is rated as a moderate resilience risk by NZTA, prone to closure at Rotomā Bluff). Sealing of Pokairoa and Ngamotu Roads will reduce maintenance burden and improve resilience of this alternate route.	SSBC	WDC	Resilience and Security	2026-2029	55,726	15,000,000	LRI
37	*** Te Puke to Rangiuru Business Park shared path*	*Te Puke to Rangiuru Business Park off-road walking and cycling shared path.*	*Implementation*	*WBOPDC*	*Inclusive Access*	*2024-2026*	*12,050,000*	*12,050,000*	*WCI*
38	Primary cycle route Area B (Otumoetai/ Bellevue/ Brookfield)	Improved walking and cycling connections for the Otumoetai peninsula.	SSBC Implementation	TCC	Healthy and Safe People	2024-2027	13,800,000	112,211,736	WCI
39	Network-wide Resilience - Whakatāne DC	A network improvement programme is needed to protect assets from failure caused by unplanned events, keep more of the network open when they happen and save on significant future road reinstatement costs.	PBC	WDC	Resilience and Security	2024-2027	215,756	TBC	IM

#	Activity	Description	Phase(s)	Approved Organisation	Primary RLTP Objective	Timing	Cost NLTP 2024-27 ($)	Indicative Total Cost ($)	Activity Class
40	** Matua area pedestrian and cycle improvements*	*Facilities for active modes and bus users in Matua as defined in the Otumoetai Spatial Plan.*	*SSBC*	*TCC*	*Environmental Sustainability*				*WCI*
41	** Bethlehem to Otumoetai cycleway*	*Protected cycleway to complete route between Ōmokoroa cycleway and Otumoetai cycleway.*	*SSBC*	*TCC*	*Environmental Sustainability*				*WCI*
42	Primary cycle route Area A (Mount/Pāpāmoa/CBD)	Improved walking and cycling connections for the Mount Maunganui/Arataki area.	DBC Pre-implementation	TCC	Healthy and Safe People	2023-2033	4,601,643	72,912,888	WCI
43	** Bethlehem bus facility*	*A safe location to access and change between buses in Bethlehem town centre.*	*SSBC*	*TCC*	*Environmental Sustainability*			*10,600,000*	*PTI*
44	Chapel Street Bridge resilience works	Chapel Street Bridge resilience works.	SSBC	TCC	Resilience and Security	2023-2026	786,725	97,676,000	LRI
45	*** Matua Bridge Resilience*	*Project 713 in Resilience Projects. The Otumoetai rail overbridge is an essential structure and the only access in and out of the Matua Peninsula and is threatened by natural hazards. Project will provide alternative access in and out of Matua and/or bridge strengthening works.*	*SSBC*	*TCC*	*Resilience and Security*	*2027-2034*		*30,746,298*	*LRI*
46	Shaw Road - Mill Road Connection	The Mill Road/Shaw Road intersection has safety deficiencies which will be compounded by planned growth between Shaw Road and Huna Road.	SSBC	WDC	Economic prosperity	2026-2029	111,452	5,000,000	LRI
47	Turret Road Bridge Resilience	Project 753 in Resilience Projects. The Turret Road Bridge and causeway are susceptible to natural hazards and climate change - sea level rise, inundation and earthquakes. The project aims for the corridor to remain open and operational, and the resilience of this asset is assured for the long term by providing solutions to accommodate potential inundation, slope stability, liquefaction and lateral spread hazards.	SSBC Pre-implementation Implementation	TCC	Resilience and Security	2026-2029	4,296,700	14,980,053	LRI
48	Waihī Road Bridge Resilience	Project 739 in Resilience Projects. The Waihī Road Bridge is susceptible to natural hazards and climate change - sea level rise, inundation and earthquakes. The project aims for the corridor to remain open and operational, and the resilience of this asset is assured for the long term by raising the bridge deck and providing solutions to accommodate potential liquefaction and lateral spread hazards.	SSBC	TCC	Resilience and Security	2026-2028	108,930	41,720,788	LRI
49	*** Tara Road Cycleway*	*Tauranga City Council is required to install a cycleway on the south side of Tara Road under ENV-2010-AKL-0042.*	*Implementation*	*TCC*	*Inclusive Access*	*2029-2032*		*5,259,876*	*WCI*
50	TSP Programme Management	TSP Programme Management.	PBC	TCC	Inclusive Access	2024-2027	1,937,430	1,937,430	IM
51	UFTI Monitoring Framework	UFTI Monitoring Framework 24/27.	Implementation	TCC	Inclusive Access	2024-2027	150,000	150,000	IM
52	**** Katikati Urban*	*Requested by RTC: Works to mitigate issues on and around SH2 in the absence of the bypass.*							
53	*** Arataki to Pāpāmoa East Multimodal Stage 2*	*To make it easier and safer to move along, and within, the eastern coastal suburbs (Domain to Girven).*	*SSBC*	*TCC*	*Inclusive Access*	*2031-2032*		*1,043,500*	*WCI*
54	Brookfield Road network improvements to support OSP outcomes	Road network improvements in Brookfield supports connected neighbourhood outcome and particularly seeks to improve access to shops and open space (and through movement for buses and cycles) as well as improve the intersection for all modes.	SSBC Pre-implementation Implementation	TCC	Healthy and Safe People	2026-2033	286,228	22,177,707	LRI
55	End of Trip Facilities and Bike Parking in the City Centre	Provision of high-quality end-of-trip facilities in the city centre for cyclists.	Implementation	TCC	Inclusive Access	2024-2034	2,753,833	13,974,813	WCI

#	Activity	Description	Phase(s)	Approved Organisation	Primary RLTP Objective	Timing	Cost NLTP 2024-27 ($)	Indicative Total Cost ($)	Activity Class
56	** Existing Te Okuroa Drive Bus / HOV lanes (Parton Road east)*	*Completion of road lanes to add priority for buses or high occupancy vehicles on Te Okuroa Drive, Pāpāmoa.*	*Design*	*TCC*	*Environmental Sustainability*			*5,000,000*	*PTI*
57	*** Mount Maunganui Bus Facility*	*A safe location to access and change between buses in the Mt Maunganui area, making it easier to reach the shopping centre. Needed for PT service model.*	*SSBC Pre-implementation Implementation*	*TCC*	*Inclusive Access*	*2028-2034*		*5,767,517*	*PTI*
58	Travel demand management (TDM) and behaviour change	Implementation of measures to reduce the need to travel by private car and support alternative modes.	Implementation	TCC	Environmental Sustainability	2025-2034	3,589,921	19,161,281	WCI
59	TSP028 Bus facility imp Tga Crossing	Construction of PT hub at Tauranga Crossing (endorsed activity as part of Tauriko long-term business case)	Implementation	TCC	Inclusive Access	2024-2028	22,786,196	28,603,065	PTI
60	Cycling Facilities – Waihī Beach to Athenree	Cycleway from Waihī Beach (Island View) to Athenree.	Implementation	WBOPDC	Environmental Sustainability	2025-2027	4,000,000	4,000,000	WCI
61	Willow Street Cycle Connection	Providing cycle connection on Willow Street as part of the city centre movement framework.	SSBC Pre-implementation Implementation	TCC	Inclusive Access	2025-2028	600,000	4,600,000	WCI
62	*** Brookfield Public Transport Improvements*	*A safe location to access and change between buses in Brookfield. Bus hub is required in Brookfield to service the forthcoming PT service model.*	*Pre-Implementation Implementation*	*TCC*	*Inclusive Access*	*2028-2029*		*3,438,000*	*PTI*
63	Grenada Street Cycleway	Grenada Street Cycleway.	Implementation	TCC	Inclusive Access	2026-2031	219,000	10,168,857	WCI
64	Grey Street Cycle Provision	Providing cycle provision down Grey Street as part of the city centre movement framework.	SSBC Pre-implementation Implementation	TCC	Inclusive Access	2024-2028	1,730,000	2,730,000	WCI
65	**** Elizabeth Street Business Case*	*Requested by RTC: BC for grade separation at Elizabeth Street/SH2 junction.*							
66	Truman Lane Reconstruction	Resurfacing and improvements on Truman Lane.	SSBC Pre-implementation Implementation	TCC	Healthy and Safe People	2023-2029	11,204,728	18,169,673	LRI

Activities that make up SH29/29A Western Corridor Growth Package (NZTA)

#	Activity	Description	Phase(s)	Approved Organisation	Primary RLTP Objective	Timing	Cost NLTP 2024-27 ($)	Indicative Total Cost ($)	Activity Class
1a	**SH29/29A Western Corridor Growth Package** SH29A Tauriko Stage 3 Improvements (Road of National Significance)	Tauriko West Stage 3 PT Prioritisation Corridor and Improvements. Package of improvements to support access, freight, growth and safety along SH29 and surrounding areas. Early stages include route protection of long-term offline state highway, public transport and active modes package and replacement of an end-of-life bridge at the future offline location.	Pre-Implementation Implementation	NZTA	Economic prosperity	2025-2031	71,940,000	1,096,540,000	SHI
	SH29 Tauriko Stage 2 Omanawa Bridge (Road of National Significance)	This bridge is on SH29 into Tauranga, and forms part of the crucial freight connections to and from the Port of Tauranga. It is coming towards the end of its life and must be replaced and is included within the alignment for the DBC. Additional costs have been included in the end-of-life replacement programme should this funding not be available in a timely manner.	Pre-Implementation Implementation	NZTA	Economic prosperity	2024-2027	251,914,000	251,914,000	SHI
	SH29 Tauriko Stage 1 Route Protection (Road of National Significance)	TNP SH29 Freight and Tauriko West Access - A clear scope of investigation for DBC 1 delivers the SH29 freight and safety investment objectives whilst developing appropriate access to Tauriko West and the industrial estate. Appropriate access means it does not compromise the freight objective and provides direct connectivity (without using the SH) between different parts of the local community. This DBC allows the inter-dependencies between Tauriko West structure planning and network planning to be progressed and aims to jointly notify changes to designations, District Plan and RPS.	Pre-Implementation	NZTA	Economic prosperity	2024-2028	6,540,000	7,630,000	SHI
	BOP Share RoNS Project Development	'Bundled' funding for BOP RoNS projects. A component of this cost will also apply to Takitimu North Link Stage 2 activity (#2 in prioritised list).	DBC	NZTA	Economic prosperity	2024-2030	686,700	1,602,300	SHI
	BOP Share RoNS Property	'Bundled' funding for BOP RoNS projects. A component of this cost will also apply to Takitimu North Link Stage 2 activity (#2 in prioritised list).	Property	NZTA	Economic prosperity	2024-2034	203,520,000	285,139,999	SHI
	^ *Tauriko West Network Connections Stage 4*	*New SH29 offline alignment and revocation of existing SH29 to local road.*	*Implementation*	*NZTA*		*2040+*			*SHI*

^ Tauriko West Network Connections Stage 4 is forecast for delivery beyond 2034 and is not in the State Highway Investment Programme, but the RTC has requested delivery of the project be brought forward.

Activities that make up SH29/29A Western Corridor Growth Package (TCC)

#	Activity	Description	Phase(s)	Approved organisation	Primary RLTP Objective	Timing	Cost NLTP 2024-27 ($)	Indicative Total Cost ($)	Activity Class
1b	**SH29/29A Western Corridor Growth – Local Road Connections** Marshall Avee Footpath upgrade	Improved walking/cycling connections on Marshall Avenue. This is a TCC element to be completed as part of the Tauriko Network Connections project.	Implementation	TCC	Inclusive Access	2026-2031	555,543	12,336,609	WCI
	Western Corridor Ring Route (SH29-SH36 & Keenan Urban Growth Area)	New transport connections to support housing and commercial developments in Tauriko.	Pre-Implementation	TCC	Economic Prosperity	2024-2034	411,640	6,300,000	LRI
	Belk Road Improvements	Preliminary design and route protection for future road improvement to enable Tauriko growth	SSBC Property	TCC	Inclusive Access	2024-2025	1,382,423	21,000,000	LRI
UNPRIORITISED ACTIVITIES:									
EOL SH36 Hauraki Stream Culvert	End of life bridge replacement.		Implementation	NZTA	Resilience and Security	2024-2026	3,815,000	3,815,000	SHI
SH2 BOP Ōpōtiki to Napier High Resilience Risk Sites	Rebuilding of roading infrastructure damaged by recent cyclone and weather events.		SSBC Pre-Implementation Property Implementation	NZTA	Resilience and Security	2024-2034	115,386,666	343,923,332	SHI
SH2 Waioeka Gorge	Rebuilding of roading infrastructure damaged by recent cyclone and weather events.		SSBC Pre-Implementation Property Implementation	NZTA	Resilience and Security	2024-2029	111,000,000	189,480,000	SHI
SH35 BOP Ōpōtiki to Gisborne Priority 1	*Rebuilding of roading infrastructure damaged by recent cyclone and weather events.*		*Pre-Implementation* *Property* *Implementation*	*NZTA*	*Resilience and Security*	*2029-2034*		*201,312,000*	*SHI*
Weigh Right Tauranga Port			Property Implementation	NZTA	Healthy and Safe People	2024-2026	11,519,500	11,519,500	SHI
UNPRIORITISED AND UNFUNDED ACTIVITIES:									
SH5/SH30 Intersection Improvements	*Intersection improvements providing safety and freight access benefits for the new Peka Industrial area, Red Stag Mill and Waipa Valley tourist area.*			*NZTA*					
Sala St Corridor Improvements	*Improvements to Sala Street/SH30A between Hemo roundabout and Sala St/Te Ngae Road intersection, to accommodate additional traffic resulting from the SH30A Urban Revitalisation project.*			*NZTA*					
SH5 Corridor 4-laning - Fairy Springs – Ngongotahā	*Improved safety and increased capacity for this key freight route. Also supports future residential development round Ngongotahā.*			*NZTA*					
SH30/Rotorua Airport Intersection	*New intersection providing safer and more efficient access to Rotorua Airport, proposed industrial development by Rotorua Airport, and Eastgate Industrial Park.*			*NZTA/RLC*					

Inner City Revitalisation and Improved Accessibility	*Safety and accessibility improvements into and within Rotorua CBD.*		*NZTA/RLC*					
On demand permanent service – Tauranga South			*BOPRC*					
Tauranga harbour public transport – ferries			*BOPRC*					
Hydrogen bus trial			*BOPRC*					

Activity classes

LRI – Local Roading Improvements

SHI – State Highway Improvements

WCI – Walking and Cycling Improvements

PTI – Public Transport Infrastructure

IM – Investment Management

PTS – Public Transport Services

The region's activities, as listed within this RLTP, are submitted to the NLTP alongside the activities from across New Zealand. These are then prioritised at a national level before funding is allocated for each activity class – as prescribed by the GPS – and then distributed to the highest-ranking activities within the NLTP. Therefore, the above priority rankings do not necessarily mean that any higher-ranked project will be delivered before those lower down.

Factors other than the priority of an activity can contribute to the timing of its implementation and construction. For example, an activity may not proceed if it is not ready for construction, and therefore may be programmed for delivery later than an activity with a lower priority, but ready to go.

Ngā mahi hirahira ā-rohe - Inter-regionally significant activities

Tables 5.5 and 5.6 summarise inter-regionally significant activities between the Bay of Plenty and its two adjacent regions – Waikato and Tairāwhiti (Gisborne). Figure 5.4 summarises the high-level investment programme for the Tauranga to Hamilton corridor.

Table 5.5 Bay of Plenty - Waikato

Activity	Description
East Coast Main Trunk Rail Network	Provide safe and reliable journeys for people and freight and support urban development within this nationally strategic corridor. Investments in electrification, signalling, linespeed improvements and passing loops will support capacity and maintenance requirements across the network. Support re-introduction of inter-regional passenger rail services between Tauranga, Hamilton and Auckland.
SH1 Cambridge - Piarere	Offline extension of the Waikato Expressway to improve safety and reliability. Safety improvements to existing section of SH1, include replacing SH1/SH29 T-intersection with roundabout (NZUP). This latter project has commenced construction.
Tauriko Network Plan	Transport solutions to support housing and employment development in the Tauriko West area. To include upgrades to SH29, 29A and 36 to provide travel choice and protect strategic freight routes to / from the Port.
Takitimu North Link Stage 1	Project to provide transport choice and protect strategic freight routes to / from the Port. Includes a new four-lane expressway; separated shared active travel path; Omanawa bridge replacement; public transport priority improvements; and revocation of existing SH2 through Bethlehem to local road. Currently under construction.

Activity	Description
Tauranga – Te Puna (alternative to SH2)	Package of work focused on improving road safety, providing more reliable journey times, and supporting growth along one of New Zealand's fastest growing travel routes.
SH2 Paeroa to Waihī	Extension of Waihī Beach bus service to connect to Paeroa.
SH2 Paeroa to Waihī	Road safety improvements through the Karangahake Gorge.
SH30 Rotorua Eastern Corridor - Stage 2	Safety and connectivity improvements that accommodate future growth and provide people with better travel choices.

Table 5.6 Bay of Plenty - Tairāwhiti

Activity	Proposed Solution
SH 2 Waioeka Gorge – Cyclone Rebuild (Gisborne to Ōpōtiki)	Inter-regional improvements. Includes bridge strengthening to enable full HPMV capability between Gisborne and Ōpōtiki.
SH2 BOP Opotiki to Napier - Highest Resilience Risk Sites	
SH35 BOP Ōpōtiki to Gisborne Priority 1	Replacement of damaged / destroyed infrastructure and resilience improvements to withstand future events.
SH38 Resilience Programme Wairoa to Murupara	Business case for minor resilience enhancements, focus on retaining access between Wairoa and Waikaremoana.

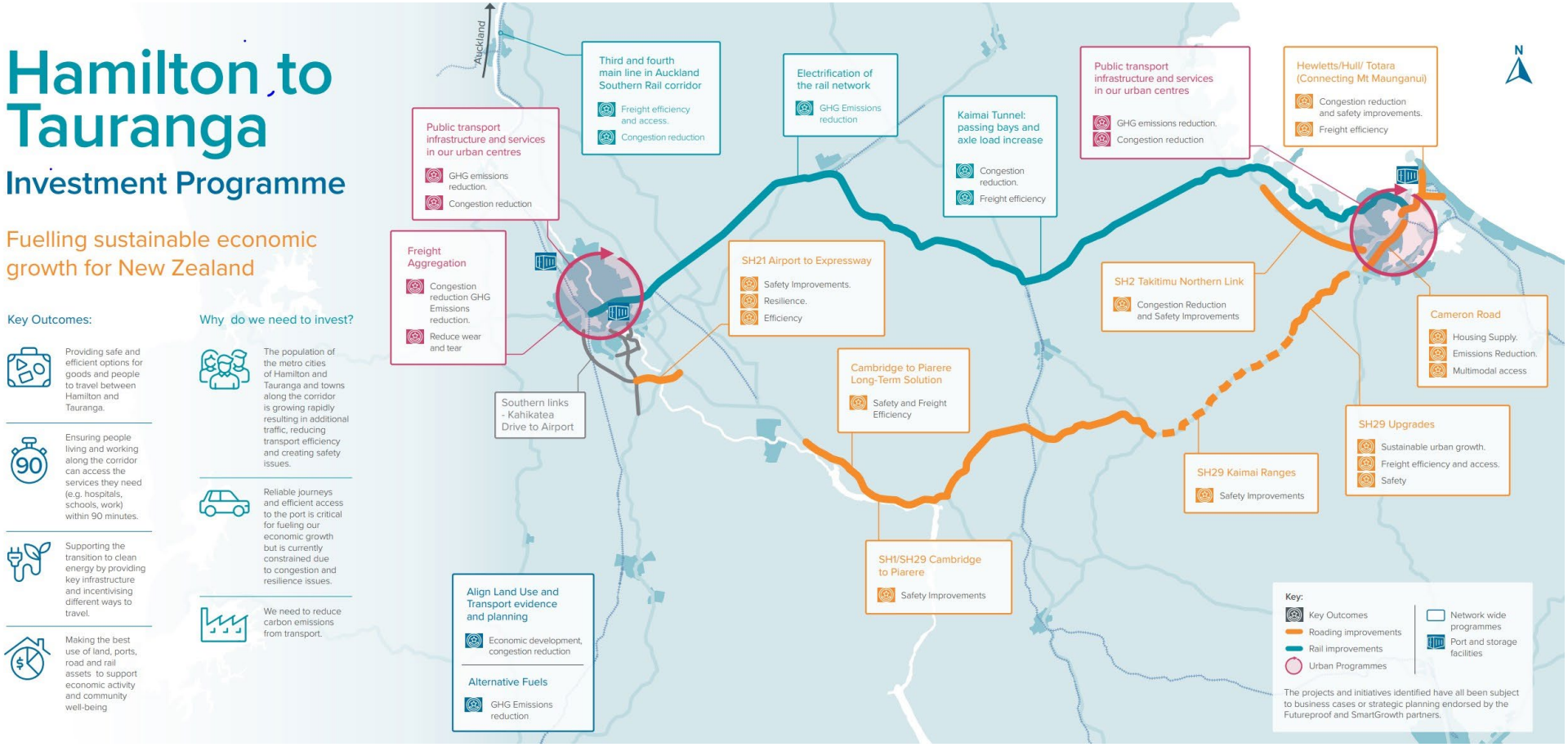


Figure 5.4 Hamilton to Tauranga high level investment programme (Source: Waikato Regional Council)

Te utu hirahira i ngā mahi e kore whai pūtea ana i te NLTF - Significant expenditure on activities not funded from the NLTF

There are several land transport activities in the region which make a significant contribution to the objectives of the RLTP that have received funding from sources other than the NLTF. In 2021-24, this included NZUP and the Crown Resilience Programme, with delivery by NZTA.

Ongoing and forecast population and economic growth in Tauranga city requires significant infrastructure investment from TCC across many areas of its business, including the local road network. Much of the work required to increase existing capacity, and provide new roads and access, is funded by TCC through developer contributions and local rates. Table 5.7 details significant expenditure on non-NLTF funded activities programmed for 2024-2027. The exact sources of this funding could change.

Table 5.7 Significant expenditure on activities not funded from the NLTF

Year	NZUP Takitimu North Link Stage 1 ($ 000)	NZUP Takitimu North Link Stage 2 ($ 000)	Housing Infrastructure Fund ($ 000)	Crown Resilience Programme ($ 000)	Other ($ 000)
2024/25	135,160	26,982	33,937	3,154	19,230
2025/26	118,337	0	37,305	0	0
2026/27	143,537	0	4,741	0	0
Total	**531,715**	**26,982**	**75,983**	**3,154**	**19,230**

6 Pou tarāwaho aroturuki - Monitoring framework

Monitoring efficiency and effectiveness of investment is critically important for the Bay of Plenty region, as it demonstrates both value for money and (even more importantly) a positive impact on people's lives.

Ngā whāinga me ngā tohu mahi matua - Key Performance Indicators and targets

A series of Key Performance Indicators (KPIs) will help to track and drive the progress of the strategic objectives and policies, and to assess the ability of the priority investment areas to deliver against key targets. Regular monitoring of the KPIs will be undertaken to assess implementation of the Regional Land Transport Plan (RLTP) in accordance with Section 16(6)(e) of the Land Transport Management Act.

Appendix 1 summarises the KPIs and targets:

Tūtohu ture - Legislative compliance

The RLTP programmes have been prepared in accordance with the legislative requirements under the Land Transport Management Act 2003, as set out in Appendix 2.

Ngā panonitanga me te hiranga - Variations and significance

Section 106(2) of the LTMA requires each RTC to adopt a policy that determines significance in respect to variations made to its RLTP. The significance policy applies to any process initiated under Section 18D of the LTMA, which states that a variation of the RLTP in the six years to which it applies does not require public consultation providing the variation is not significant or arises from the declaration or revocation of a state highway.

The significance of proposed variations to the Bay of Plenty RLTP will be determined on a case-by-case basis. In reaching its decision, the RTC will be guided by whether the variation involves:

- The addition or removal of an activity with a total anticipated cost in the six years of the programme of more than $20 million.
- The addition or removal of a phase or phases of a prioritised activity that varies the total anticipated cost of the activity by more than $20 million in the six years of the programme.
- A scope change to a prioritised activity that impacts on the contribution of the activity towards GPS objectives, or varies the total anticipated cost of the activity by more than $20 million in the six years of the programme.
- Any other variations the Bay of Plenty RTC deems to be significant by way of resolution.

Any variation request will be reported to council officers, who will make a recommendation to the RTC. The RTC will undertake public consultation according to the requirements of the LTMA on any variation that is deemed significant. The RTC has adopted the significance policy in Appendix 3 to guide its decision making.

Āpitihanga 1. Ngā whāinga - Appendix 1. Targets

The following table sets out the RLTP KPIs and targets:

KPI Theme	Indicator	Target	Data Source	Baseline (Value)	Baseline (Period)
Healthy and safe people	Total number of Deaths and Serious Injuries (DSIs) on roads	**Headline target:** 40% reduction in deaths and serious injuries, from 2018 levels, by 2030, on the region's road network	NZTA Crash Analysis System (CAS)	260 DSI	2018
	Total number of DSIs on the rail network (including where roads cross the rail line)	Reduce deaths and serious injuries on the region's rail network below 2020 levels (five year rolling average)	NZTA	3.6 DSI	2016 – 2020 annual average
	Active travel time in hours	Increase the annual time each person in the region walks or cycles above 2022 levels	MOT Household Travel Survey	27.2 hours	2019 - 2022
	DSIs for active transport	Reduce number of deaths and serious injuries for cyclists and pedestrians below 2020 levels	NZTA Communities at Risk Register	32	2020
Economic prosperity	Variability of actual journey times compared with optimal journey times	**Headline target:** Maintain or improve travel time predictability for freight movements on the primary freight network (road and rail) interpeak (between 9am and 4pm)	Google Maps & Transport Model & TCC		
		Tauriko to Port (Totara St)		6 min (14-20)	2021
		Tauriko to Port (Sulphur Pt)		4 min (16-20)	2021
		Rangiuru to Port (Totara St)		10 min (18-28)	2021
		Rangiuru to Port (Sulphur Pt)		17 min (28-45)	2021

KPI Theme	Indicator	Target	Data Source	Baseline (Value)	Baseline (Period)
	Ability of rail network to provide consistently reliable levels of service for freight traffic	No adverse movement in the rail network Track Quality Index on National Strategic Routes from 2020 levels	KiwiRail Asset Management Plan	30.91	2020
	Economic activity as measured by volume of goods transported by sea	Import & export cargo volume (# of containers) loaded/unloaded at Port of Tauranga annually	Port of Tauranga	848787 TEU	2020
	Quality of customer experience on the road network	Maintain or improve sealed road network condition at or above 2023 levels (Smooth Travel Exposure of Local Roads & State Highways)	Transport Insights	92%	2022/23
Environmental sustainability	Greenhouse Gas Emissions from the land transport system	**Headline target:** Reduce carbon emissions from road transport by 41% between 2019 and 2035, on the path to net carbon zero by 2050	Stats NZ	951 tCO_2e	2019
	Shift of freight traffic from road to rail	Increase rail mode share out of the Port of Tauranga above 2020 levels	Ministry of Transport		
		% gate in		45.55%	2020
		% gate out		40%	2020
	Local air quality resulting from transport pollutant emissions	Reduce nitrogen dioxide (NO_2) concentrations at sites in Tauranga and Rotorua below 2020 levels	NZTA		
		Rotorua		21.8	2020/21
		Tauranga		27.6	2020/21

KPI Theme	Indicator	Target	Data Source	Baseline (Value)	Baseline (Period)
	Decarbonisation 0.78%of private cars and vans	Increase the proportion of EVs in the light vehicle fleet to 30% by 2035	Ministry of Transport	0.78%	2023 (30/11/23)
	Demand for motor vehicle travel	Reduce total person kilometres travelled in cars and vans within the region below 2020 levels	MOT Household Travel Survey	8682	2019/20
Inclusive access	Demand for non-car modes of travel	**Headline target:** Double the region's mode share for public transport and active modes combined by 2030	MOT Household Travel Survey	8%	2022
	Demand for bus services	Increase public transport boardings on average by 10% per annum to 2030	BOPRC	2,253,818	2021/22
	Access to employment	Increase the proportion of the region's jobs that can be accessed within 45 minutes on Public Transport above 2022 levels	Transport Insights	10%	2021/22
	Demand for cycling and walking activity on off-road infrastructure	Increase cycle path/ shared use pathway kilometres within the region above 2023 levels	NZTA and Councils	418.9	2022/23
Resilience and security	Reliability and resilience of strategic transport routes	**Headline target:** Reduce the number of unplanned closures on the region's state highway network by 20% between 2018 and 2030	NZTA TREIS	55	2018
Enabling housing supply	Sustainable and accessible development enabled by roading, public transport and active travel	**Headline target:** Increase the number of new dwellings enabled by each significant activity in the RLTP	Councils	TBC	2023/24

Āpitihanga 2. Tūtohu ture ki te LTMA -
Appendix 2. Legislative compliance with the LTMA

LTMA Reference	Provision	Assessment
s14(a)(i)	The RTC must be satisfied that the RLTP contributes to the purpose of the LTMA: to contribute to an effective, efficient, and safe land transport system in the public interest.	The RLTP contributes to the purpose of the LTMA in the following manner: **Effective and efficient** The region's strategic response considers a hierarchy of interventions, including low-cost interventions such as integrated planning, demand management and network optimisation before investing in new infrastructure. Various programme-level options and alternatives were tested before the most efficient and effective investment model was selected. **Safe** Improved safety is one of the key objectives in the RLTP. Safety is also identified as one of the regional transport priorities. The RLTP has adopted a safe system approach to the transport network and contains a number of policies, key performance indicators and a headline target, to improve safety outcomes. **Public interest** As representatives of the public interest, the RTC has reviewed the RLTP, having regard to the views of representative groups of land transport users and providers (s18CA(2)). The RLTP has undergone a full public consultation process (Special Consultative Procedure) to allow the wider public to provide input into the plan development process.
s14(a)(ii)	The RTC must be satisfied that the RLTP is consistent with the GPS on land transport.	The RLTP has been written to reflect the regional transport priorities in the Bay of Plenty. It shows strong consistency with the GPS 2024, but also reflects additional objectives prioritised by the RTC.
s14(b)(i) & (ii)	The RTC must have considered alternative regional land transport objectives that would	The RTC has considered alternative objectives at a plan development workshop. Different programme-level options and alternatives were subsequently developed

LTMA Reference	Provision	Assessment
	contribute to the purposes of the LTMA, and their feasibility and affordability.	and considered to test the feasibility of alternative policy settings before an optimal programme was selected.
14(c)(i)	The RTC must take into account any national energy efficiency and conservation strategy.	The RLTP includes a set of policies which supports utilising energy efficiently and three key performance indicators support the transport goal and target in the NZEECS.
14(c)(ii)	The RTC must take into account relevant national policy statements and any relevant regional policy statements or plans that are for the time being in force under the Resource Management Act 1991.	The RLTP has been assessed for consistency with relevant national and regional policy statements and regional plans. The assessment found that the RLTP is consistent with these policy statements and plans.
14(c)(iii)	The RTC must take into account likely funding from any source.	The RLTP funding section (Section 5) takes into account all likely funding sources, including those that sit outside the national land transport funding system.
16(6)(b)	The RLTP must include an assessment of the relationship of Police activities to the RLTP	Road policing is funded centrally but planned regionally. Road safety activities are also undertaken by the TAs, BOPRC, ACC and NZTA. Police enforcement is central to the delivery of region's road safety objective. Police use an evidence-based approach to influence road user behaviour through risk targeted, general and specific deterrence enforcement strategies.

Āpitihanga 3. Kaupapa here hiranga - Appendix 3. Significance policy

Ngā panonitanga RLTP - RLTP variations

Section 106(2) of the LTMA requires each RTC to adopt a policy that determines significance in respect to variations made to its RLTP. The significance policy applies to any process initiated under Section 18D of the LTMA, which states that a variation of the RLTP in the six years to which it applies does not require public consultation providing the variation is not significant or arises from the declaration or revocation of a state highway.

The significance of proposed variations to the Bay of Plenty RLTP will be determined on a case-by-case basis. In reaching its decision, the RTC will be guided by whether the variation involves:

- the addition or removal of an activity with a total anticipated cost in the six years of the programme of more than $20 million,
- the addition or removal of a phase or phases of a prioritised activity that varies the total anticipated cost of the activity by more than $20 million in the six years of the programme, and
- a scope change to a prioritised activity that impacts on the contribution of the activity towards GPS objectives, or varies the total anticipated cost of the activity by more than $20 million in the six years of the programme.

Any other variations the Bay of Plenty RTC deems to be significant by way of resolution.

Whakahiranga RLTP - RLTP prioritisation

Section 16(3)(d) of the LTMA requires the prioritisation of all significant activities for the six years from the start of the RLTP. Several business-as-usual activities will be excluded from prioritisation based on the expectation that these activities will be funded ahead of significant new improvements.

The determination of significance for activities prioritised in the RLTP is:

- improvement activities with a total anticipated cost exceeding $2 million over the duration of the activity, or
- activities that the RTC deems will make a significant contribution to the objectives of the RLTP by way of resolution.

Paunga hiranga i ngā ahunga anō - Significant expenditure from other sources

Section 16 (2)(c) of the LTMA requires the identification of all regionally significant expenditure on land transport activities to be funded from sources other than the NLTF during the first six years of the RLTP. Regionally significant expenditure has been defined as:

- Any expenditure from sources other than the NLTF likely to contribute more than $2 million to land transport activities during the 6 financial years from the start of the RLTP; and
- Any other expenditure that the RTC deems to be significant by way of resolution.

Whakahiranga whitiwhiti ā-rohe - Inter-regional significance

Section 16 (2)(d) of the LTMA requires the identification of any activities that have inter-regional significance. Inter-regional significance has been defined as: activities that have an impact on inter-regional connectivity or require collaboration with other regions.

Kuputaka - Glossary

Term	Meaning
AO	Approved Organisation
BOP	Bay of Plenty (Region)
BOPRC	Bay of Plenty Regional Council
CAS	Crash Analysis System
CBD	Central Business District
CSC	Community Services Card
DBC	Detailed Business Case
DC	District Council
DHB	District Health Board
DSI	Deaths and Serious Injuries
ECMT	East Coast Main Trunk rail line
EV	Electric Vehicle
FAR	Funding Assistance Rate (% of total cost of an activity paid for by NZTA)
FDS	Future Development Strategy
FED	Fuel Excise Duty
GDC	Gisborne District Council
GDP	Gross Domestic Product
GPS	Government Policy Statement on land transport
HBRC	Hawke's Bay Regional Council
HILP	High Impact Low Probability
HOV	High Occupancy Vehicle
HPMV	High Productivity Motor Vehicle
HRC	Horizons Regional Council
IBC	Indicative Business Case
ICT	Information and Communications Technology
ILM	Investment Logic Mapping
IMD	Index of Multiple Deprivation
KPI	Key Performance Indicator
LCLR	Low-cost Low-risk
LIHP	Low Impact High Probability
LTMA	Land Transport Management Act
LTP	Long Term Plan (Plan prepared by all local authorities under the Local Government Act and covering a period of at least ten years)
MOR	Road Maintenance, Operations & Renewals

MVR	Motor Vehicle Registration
MoT	Ministry of Transport
NEECS	New Zealand Energy Efficiency and Conservation Strategy 2017-2022
NLTF	National Land Transport Fund
NLTP	National Land Transport Programme
NO_2	Nitrogen Dioxide
NTS	National Ticketing System
NZIER	New Zealand Institute of Economic Research
NZTA	New Zealand Transport Agency - Waka Kotahi
NZUP	New Zealand Upgrade Programme
ODC	Ōpōtiki District Council
ONF	One Network Framework
PBC	Programme Business Case
PGF	Provincial Growth Fund
PT	Public Transport
PT S&I	Public Transport Services & Infrastructure
RAB	Roundabout Intersection
RLC	Rotorua Lakes Council
RLTP	Regional Land Transport Plan
RNIP	Rail Network Investment Programme
RoNS	Roads of National Significance
RPS	Regional Policy Statement
RTC	Regional Transport Committee
RUC	Road User Charges
SH	State Highway (managed by NZTA)
SHA	Special Housing Area
SHIP	State Highway Investment Proposal
SIP	Speed Infrastructure Programme
SmartGrowth	Western Bay of Plenty sub-regional growth management collaboration including partners: Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, tāngata whenua and central government
SSBC	Single Stage Business Case
TBC	To be confirmed
TCC	Tauranga City Council
tCO_2e	Tonnes of Carbon Dioxide equivalent
TDM	Travel Demand Management (A generic term for strategies used to reduce demand for road-based travel and improve energy efficiency in the transport sector)

TEUs	Twenty-foot equivalent units
TNL	Takitimu Northern Link
TSP	Western Bay of Plenty Transport System Plan
UFTI	The Western Bay of Plenty Urban Form and Transport Initiative
Upper North Island Strategic Alliance (UNISA)	A long-term collaboration between Auckland Council, Bay of Plenty Regional Council, Northland Regional Council, Waikato Regional Council, Hamilton City Council, Tauranga City Council and Whangarei District Council to respond to and manage a range of interregional and inter-metropolitan issues.
VKT	Vehicle Kilometres Travelled
VLR	Very Light Rail
WBOPDC	Western Bay of Plenty District Council
WC	Work Category
WDC	Whakatāne District Council
WRC	Waikato Regional Council