

Public Transport Committee Informal Workshop Pack

DATE: WEDNESDAY 24 MAY 2023

COMMENCING AT TIME: 9.30 AM

VENUE: Bay of Plenty Regional Council Chambers, Regional House, 1 Elizabeth Street, Tauranga

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Informal Workshop Paper



To: Public Transport Committee Workshop

24 May 2023

From: Bron Healey, Principal Advisor, Transport

Mike Seabourne, Director, Public Transport

Public Transport Committee Strategic Issues Workshop

1. Purpose

To seek guidance from the Committee on public transport priorities, emerging issues and the strategic shifts required to implement the direction in our Regional Public Transport Plan.

2. Guidance Sought from Councillors

Direction on the following matters (including overall approach, priority and programming of responses/interventions):

- Public transport service levels/infrastructure delivery (mode shift)
- Zero emission public transport
- On demand public transport
- Rapid transit
- Passenger rail/ferries
- Public transport and land use integration
- Fare policy
- Special events policy
- Network refreshes
- School services (Tauranga)
- Regional services
- Community Services
- Direct service provision/ownership of assets

3. **Discussion**

The workshop will be held as an in-person discussion (with an online option) structured around the content contained in the workshop pack (Attachment 1).

A summary of the operative Bay of Plenty Regional Public Transport Plan 2022-32 (adopted September 2022) is included as Attachment 2. This provides the strategic policy framework and direction for our workshop.

The workshop will conclude with an interactive, in-room prioritisation and programming exercise so attendance at the venue is the recommended option (online attendees will have the option of recording their preferences).

4. Next Steps

Guidance from the Committee will help to shape our roadmap to deliver the Regional Council's public transport programme in the next Long Term Plan.

Attachments

Attachment 1 - Public Transport Committee Strategic Issues Workshop Pack 4
Attachment 2 - Bay of Plenty Regional Public Transport Plan 2022-2032 Summary 4





Purpose

• To identify public transport priorities, emerging issues and the strategic shifts required to implement the direction in our Regional Public Transport Plan

Outcome sought

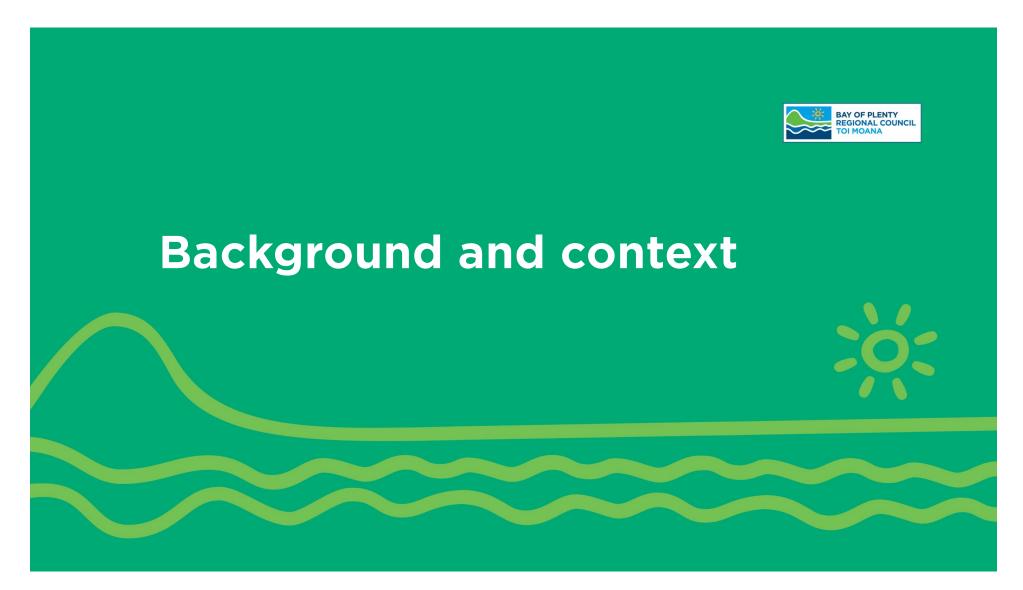
The Public Transport Committee provides direction on our priorities, and their order, as we prepare a roadmap to deliver the Regional Council's public transport programme in the next Long Term Plan





Agenda

- Background and context
 - o Long Term Plan
 - Regional Public Transport Plan (RPTP)
 - Challenges and headwinds
- Strategic shifts
 - o in RPTP
 - o emerging issues
- Critical questions
- Prioritising and programming
- Wrap up and next steps





BOPRC Long Term Plan 2024-34

- Initial planning underway
- Opportunity to identify planning priorities as we shape the Regional Council's public transport programme for 2024-27
- There are resourcing constraints (people and funding) so we will need to prioritise some issues over others, and sequence activities accordingly
- Public transport activities will then need to be considered alongside all other activities for local share funding in the LTP
- Once in the LTP programme, these activities will also need to be proposed in the Regional Land Transport Plan and compete against all other transport activities for (scarce) national funding



Regional Public Transport Plan 2022-32

- Statutory plan that provides the strategic direction for our public transport planning and delivery
- Adopted by the Regional Council in September 2022 following a comprehensive public consultation process
- Our commitment to the community



Whakakitenga Vision

Our vision for the future is simple, but compelling:

Tokomaha ake ngā tāngata e whakamahi ana i te waka tūmata nui māmā me te tomopai e whakapai ake i ō rātou oranga, ka tautoko i te whakahoutanga tāone me te hononga ā-rohe, ka whakaiti hoki i tō tātou pānga ki te taiao

More people using convenient, accessible public transport that enhances their lives, supports urban transformation and regional connectivity, while reducing our collective impact on the environment

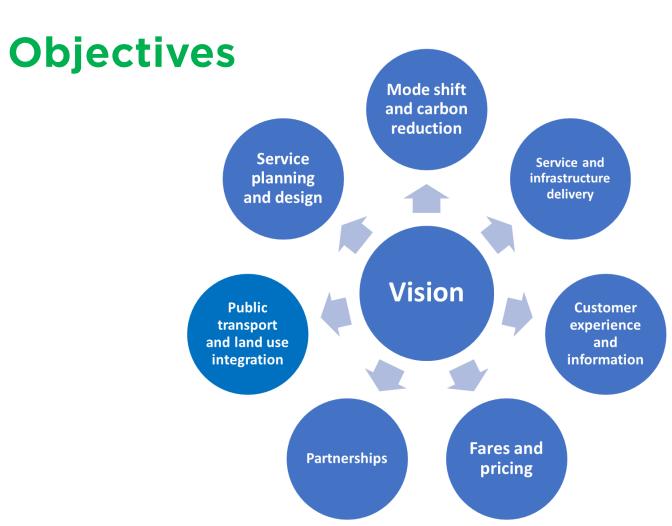
| Our network aspirations | | | | |
|-------------------------|-----------------------|---|--|--|
| Tackling climate change | Delivering mode shift | Supporting accessibility and social inclusion | | |



Opportunities

- ✓ Transforming our urban public transport networks
- ✓ Integrated delivery of public transport services and infrastructure
- ✓ Delivering interventions to create a competitive advantage over private vehicles
- ✓ Exploring new public transport delivery models, including for smaller urban centres and rural communities
- ✓ Transitioning to zero emission public transport
- ✓ Public transport marketing, branding and promotion
- ✓ Innovation and technology
- ✓ A strong collaborative approach with all of our partners and stakeholders







Ngā whāinga - Objectives

Objective 1:

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

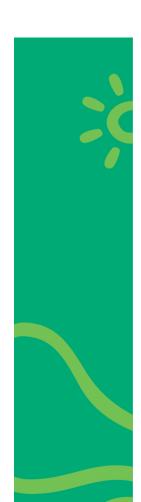
Public transport successfully contributes to the region's mode shift and greenhouse gas reduction goals.

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

Targets

Plan and deliver a network to achieve 20% public transport mode share in the region's main urban areas by 2032.

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



Focus areas

Customer centred

 We will work proactively to identify customer needs and deliver a safe and competitive service offering with pricing that encourages more frequent use.

Delivering a seamless journey

 We will focus on the integrated delivery of services and infrastructure to provide a seamless end-to-end journey for our customers

Changing perceptions and attitudes to public transport

 We will develop and implement strategies to positively influence peoples' perceptions of public transport and encourage travel behaviour change, particularly amongst commuters

Accessibility for all user groups

 We will take a flexible and responsive approach to delivering services that enable accessibility for all users

Transition to low impact public transport

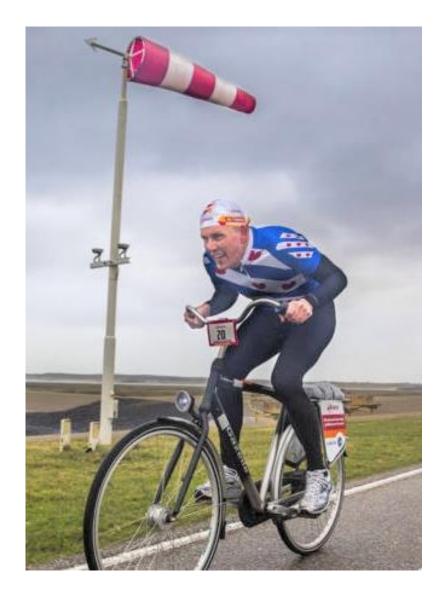
 We will demonstrate regional leadership in transitioning to zero emission and low impact public transport

Collaborative

 We will work with our partners and communities to consider innovative ways of delivering public transport solutions that meet peoples' needs

Challenges and headwinds

- Inflationary pressures mean the same level of service is costing more
- Service reliability issues are contributing to negative perceptions of public transport
- Funding constraints are limiting our ability to deliver the reliable and convenient network that will achieve mode shift
- Government policy changes are setting deadlines and impacting budgets
- Contract timelines mean deadlines for contract renewals are rapidly approaching
- Staff shortages a very competitive labour market for skilled transport staff is impacting our capacity to deliver both BAU and a pipeline of projects







RPTP strategic shifts from BAU

Mode shift and carbon reduction

- 1 Public transport service levels/infrastructure delivery
- 2 Zero emission public transport
- **3** On demand public transport
- 4 Rapid transit
- **5** Passenger rail/ferries

Service planning and design **Fares and pricing**

Public transport and land use integration

6 proactively planning for public transport and land use integration

- **9** Network refreshes
- **10** School services (Tauranga)
- **11** Regional services
- **12** Community services

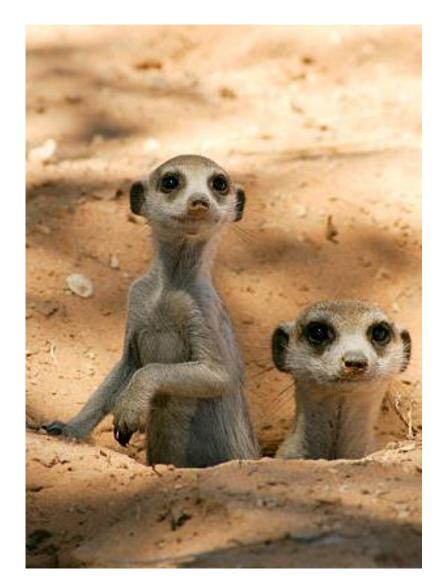


Broader actions linking to RPTP delivery

- Travel Demand Management programme
- Transport pricing study
- Transport Emissions Reduction Plan (TERP) development
- Tauranga/WBOP (Tier 1 urban area) VKT Reduction Programme

Emerging issues

- Sustainable Public Transport
 Framework (SPTF) proposes
 more flexibility for Regionals
 Councils to directly provide public
 transport services and own assets
- Maximising BOPRC's ability to invest in public transport
- Impending time critical decisions (contract renewals - bus decarbonisation; school services; fares)





Mode shift and carbon reduction

- 1 Public transport service levels/infrastructure delivery
- 2 Zero emission public transport
- 3 On demand public transport
- 4 Rapid transit
- **5** Passenger rail/ferries



1 Public transport service levels & infrastructure

What does the RPTP say?

- Plan and deliver a network to achieve 20% public transport mode share in the region's main urban areas by 2032
- Prioritise the delivery of frequent and reliable services on key urban corridors
- Target service levels: 6am -10pm all day every day; frequencies up to 10-15mins
- Deliver integrated mode shift packages in urban areas
- Implement bus priority on key corridors

Planning underway:

- Western Bay of Plenty Public Transport Reference Case (completed)
- Western Bay of Plenty Public Transport Services and Infrastructure Business Case (in progress)
- Western Bay of Plenty TSP programme (moving from business cases to implementation)

Is more required in this space to achieve our aspirational targets?

Staff are currently working collaboratively with our partner agencies

Does the Public Transport Committee need to be more proactive in championing the mode shift agenda?





2 Zero emission public transport

What does the RPTP say?

- Manage the transition to zero emission public transport to meet national targets:
 - -only zero-emission public transport buses to be purchased by 2025; and
 - -decarbonisation of the public transport bus fleet by 2035

Planning underway:

Bus decarbonisation feasibility study (in process)

What is the Public Transport Committee's appetite for trialling different types of zero emission vehicles?





3 On demand public transport

What does the RPTP say?

- Develop and implement the Tauranga ODPT trial
- Further explore the provision of ODPT in the region

Delivery:

- Tauranga ODPT trial moving from planning to implementation 2023-24 (subject to resourcing being approved in 2023-24 annual plan)
- Planning and delivery for additional services not currently resourced or budgeted

What is the PTC position on future resourcing of on demand public transport in the region?

Wait and see whether the Tauranga trial is a success first?

Or make provision for additional services in the next LTP?





4 Rapid transit

What does the RPTP say?

- Collaborate with UFTI partners and Government to futureproof WBOP corridors for a longer-term transition to rapid transit
- Undertake work to better understand what is required to future proof the WBOP sub-region for rapid transit
- Investigate potential planning and funding mechanisms

Delivery:

 Further work currently not budgeted or resourced (beyond optioneering in the Western Bay of Plenty Public Transport Services and Infrastructure Business Case)

To what extent does the Public Transport Committee want this work prioritised and resourced in the next 3 years?





5 Passenger rail/ferries

What does the RPTP say?

- Collaborate with central government and regional partners to continue exploring the potential for viable inter-regional passenger rail and/or commuter services in the longer term
- Undertake a high level business case for a ferry service in the western Bay of Plenty

Planning and delivery:

- Initial Tauranga & Western Bay of Plenty Ferries Feasibility Study completed
- Further work not currently budgeted or resourced
- The draft WBOP TSP programme proposes the following activities:
 - Ferry feasibility study (\$68k)
 - Passenger rail study (\$50k)

Passenger rail is likely to be a 10-15 year process – this means investing time and money now for potential future outcomes

To what extent does the Public Transport Committee want this work prioritised and resourced in the next 3 years?

If so, what do we want to investigate – inter-regional rail (i.e. with Waikato) or intra-regional rail (l.e. a local commuter service)?



Public transport and land use integration

6 proactively planning for public transport and land use integration



6 Public transport and land use integration

What does the RPTP say?

- Proactively engage with partner organisations and developers to identify, plan, consent and protect public transport corridors and infrastructure at the initial planning stages for new urban areas
- Match public transport service levels with urban intensification
- Consider public transport services in new urban areas which meet minimum thresholds

Delivery:

- BOPRC is currently resourced to support business case development and provide limited input into spatial planning processes
- A more proactive approach would require additional resourcing for specialist public transport input into a range of planning processes i.e. RMA plans; spatial plans; structure plans; developer plans; resource consents

What is the Public Transport Committee position on adopting a more proactive approach to ensuring public transport is factored into land use planning at all stages of development?



Fares and pricing

- **7** Fare policy
- 8 Special events policy



7 Fare policy

What does the RPTP say?

- Apply a set of fare principles (simple, customer focused, equitable, incentivised, balanced between social equity, system efficiency, financial sustainability)
- Deliver a simplified, flat fare structure across the region
- Implement fare pricing initiatives
- Undertake a region-wide fare review

Delivery:

Technical work for fare review currently underway

In the RPTP - equitable means fare pricing is weighted according to ability to pay

There is a clear distinction between 'ability to pay' and 'willingness to pay'

Where does the Public Transport Committee sit on the sliding scale of ability to pay v willingness to pay?





8 Special events policy

What does the RPTP say?

- Consider providing public transport services for special events where there are clear community benefits and costs can be fully covered by passenger fares and the event organisers
- Regional Council may support delivery of public transport for special events by:
 - undertaking promotional/marketing activities; and
 - leveraging the existing public transport network
- Develop a set of more comprehensive criteria for when the Regional Council will provide support for public transport to special events

Planning and delivery:

Not currently budgeted or resourced as a separate item

To what extent does the Public Transport Committee want this work prioritised and resourced in the next 3 years?



Service planning and design

- 9 Network refreshes
- 10 School services (Tauranga)
- 11 Regional services
- 12 Community services



9 Network refreshes

What does the RPTP say?

• Implement network refreshes in Tauranga/WBOP, Rotorua and Eastern BOP

Delivery:

- Tauranga Network Refresh Stage 1 (Eastern services) completed
- Tauranga Network Refresh Stage 2 (Western services) in process (public consultation has recently closed)
- Rotorua Bus Network Refresh approved with preparation for implementation currently underway (requires infrastructure changes)
- Eastern BOP Network Refresh (on hold subject to additional resourcing)

This work requires specialist network planning skills - BOPRC currently has one network planner and therefore capacity to deliver one process at a time

To what extent does the Public Transport Committee want network refreshes prioritised over other work?





10 School services

What does the RPTP say?

- Provide dedicated school services in Tauranga
- Assess proposals for new/additional services against a number of criteria (demand, geographical, PT system impacts)
- Implement a fare free system for school students subject to fare principles, Waka Kotahi funding policy, financial sustainability

Planning and delivery:

- School Free Fares Trial (due to end December 2023)
- Some school service contracts up for renewal end of 2023

What is the Public Transport Committee's direction on how we deliver services to school students in Tauranga in the future?

Status quo or develop a roadmap towards a more integrated service?

What outcome should we planning for when the current free fares trial ends?





11 Regional services

What does the RPTP say?

- Design and implement a regional services network that provides a convenient and attractive service to customers
- Prepare a regional bus services strategy (scope to include consideration of inter-regional services e.g. Waikato)

Planning and delivery:

- Staff currently work with partner agencies as opportunities arise
- Development of a comprehensive regional services strategy is currently not currently budgeted or resourced as a separate workstream

To what extent does the Public Transport Committee want this work prioritised and resourced in the next 3 years?





12 Community services

What does the RPTP say?

- Explore targeted, innovative services in smaller urban centres and rural communities, including ODPT and community shared transport initiatives
- Undertake work to better understand the current community services landscape and identify potential transport opportunities
- Develop a policy and decision-making framework to support the provision of community transport services

Planning and delivery:

- Not currently budgeted or resourced as a separate workstream
- Staff are currently progressing a proposal for a Community Transport Forum but additional resourcing would be required for developing a framework and budgeting of future service delivery

To what extent does the Public Transport Committee want this work prioritised and resourced in the next 3 years?







13 Direct service provision/ownership of assets

- Sustainable Public Transport Framework (SPTF) enabling legislation (Land Transport Management Amendment Act) is currently progressing through the select committee process
- In its current form, the SPTF enables more flexibility for Regional Councils to directly provide public transport services and own assets
- high complexity: significant work is required if we want to seriously look at different options – many implications for future contractual models; likely to require a range of skill sets we don't currently have inhouse i.e. running a bus company, developing and maintaining different types of assets; there are also strong links to bus decarbonisation pathways

What is the Public Transport Committee direction on the approach we should take to this issue?

Watching brief or a more proactive approach?



Prioritising Strategic Issues

There are finite resources available for public transport planning, programme management and delivery - some issues will need to be prioritised and programmed over others

What strategic issues do members of the Public Transport Committee want prioritised and programmed in the Regional Council public transport work programme in the next 1, 2-4, 5+ years?

[prioritisation and programming exercise]





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

Bay of Plenty Regional Public Transport Plan 2022-32 Summary



Te hono i Te Moana a Toi!

Nui ake te tomonga, iti iho te waro

Connecting the Bay!

More Access, Less Carbon



Whakakitenga Vision

Our vision for the future is simple, but compelling:

Tokomaha ake ngā tāngata e whakamahi ana i te waka tūmata nui māmā me te tomopai e whakapai ake i ō rātou oranga, ka tautoko i te whakahoutanga tāone me te hononga ā-rohe, ka whakaiti hoki i tō tātou pānga ki te taiao

More people using convenient, accessible public transport that enhances their lives, supports urban transformation and regional connectivity, while reducing our collective impact on the environment

Our network aspirations

Te hono i Te Moana a Toi! Nui ake te tomonga, iti iho te waro Connecting the Bay! More Access, Less Carbon

The Bay of Plenty is a world class place to live and destination to visit. We want to deliver a public transport system to match. Within ten years we want public transport to be the automatic choice for a wide range of journeys across the region.

In many parts of the world, a first class public transport passenger experience comes as standard. With good planning, investment and community participation, we can co-design an improved service that meets people's lifestyle needs.

Tackling climate change

The New Zealand Emissions Reduction Plan aims to reduce greenhouse gas emissions from transport by 41% by 2035. By 2035, all local buses will need to be zero emissions. Mode shift to a decarbonised public transport system will also be essential for reducing carbon emissions and tackling climate change.

Delivering mode shift

We have set ourselves the aspirational goal of planning and delivering a public transport network to achieve 20% public transport mode share during the life of this plan. We acknowledge there is still much work to be done to understand how we will get there and how much investment is required, but we are committed to the journey.

Supporting accessibility and social inclusion

As a fast-growing region, urban areas in the Bay of Plenty are aiming to promote smart growth types of development, based around high-density living. We want public transport to enable this by moving people in a high capacity system which minimises traffic congestion.

Our aspiration is for our public transport system across the region to help people of all ages and abilities access employment, education and services, while maintaining the social ties that support their wellbeing.

Ngā kōwhiringa Opportunities

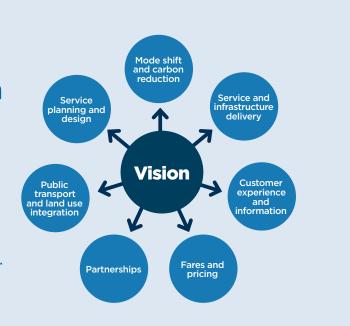
The Plan recognises a number of important opportunities for public transport in the region:

| Opportunity | What we will deliver |
|---|--|
| Transforming our urban public transport networks | Fast, frequent, reliable and high-capacity express and primary services - where people can simply turn up and go. |
| | ✓ Services from 6am up to 10pm, all day every day. |
| | Supporting networks that connect neighbourhoods, using smaller vehicles and on-demand technology where appropriate. |
| | Using comprehensive public transport data to optimise our services. |
| | Investigating the potential of alternative modes, including rail and ferries for travel both within and between urban centres. |
| Integrated delivery of public transport | High quality interchanges, bus priority measures, convenient bus stops and shelters. |
| services and infrastructure | Building facilities that allow easy service transfer: accessible footpaths and crossings, bike parking, and park and ride. |
| Delivering interventions to create a competitive advantage over private vehicles | Dedicated peak time lanes and priority at signals to bypass traffic congestion and therefore offer faster journeys than the car. |
| | Managing demand for car travel through supply and pricing of parking. |
| Exploring new public transport delivery models, including for smaller urban centres and rural communities | Investigating and delivering new cost-effective ways of meeting rural access needs. |
| | Improving transport affordability – the daily and ongoing costs of car use. |
| | Assessing potential for intra-community, on-demand services and partnerships with providers of other community services. |
| Transitioning to zero emission public transport | The government target to decarbonise the public transport fleet no later than 2035. |
| | A clear pathway to replacing diesel buses with zero or low emission alternatives. |
| | Branding public transport as the clean and green alternative to the private car. |
| Public transport marketing, branding and promotion | Developing a compelling public transport brand that engenders community ownership of services through a clear promise. |
| | Working alongside major employers, community organisations and education providers to promote public transport use as part of their travel planning initiatives. |

| Opportunity | What we will deliver | |
|--|--|----|
| Innovation and technology | Meeting customer expectations for information needed to ensure an efficient and high-quality public transport journey. | 1 |
| | Improving our ability to plan and deliver public transport by using powerful analytical tools and richer data sources. | |
| A strong collaborative | Committed to genuine collaboration and co-investment with all of o partners to ensure best outcomes. | ur |
| approach with all of our partners and stakeholders | Working alongside community groups, social service providers, businesses and employers to identify new opportunities for public transport. | |
| | Building effective partnerships with Māori to explore opportunities t better serve their public transport access needs. | to |

Ngā whāinga Objectives

The vision is supported by seven key objectives with associated targets which will guide our delivery of public transport over the next ten years. These objectives also provide the framework for the policies and actions in the Plan.

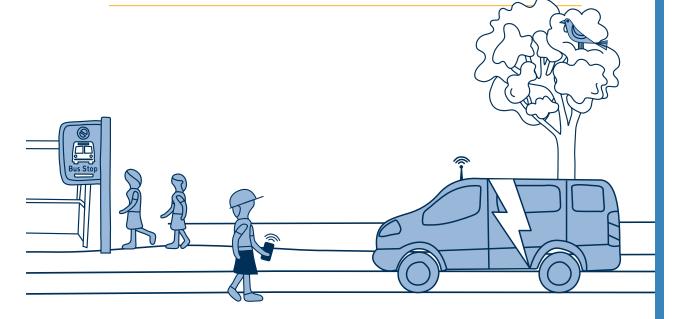


| Ngā whāinga – Objectives | | Targets |
|--|--|--|
| Objective 1: Te neke aratau me te whakaitinga waro Mode shift and carbon reduction | Public transport successfully contributes to the region's mode shift and greenhouse gas reduction goals. Reduce public transport emissions by decarbonising the region's fleet. | Plan and deliver a network to achieve 20% public transport mode share in the region's main urban areas by 2032. Zero tailpipe emissions from the region's public transport fleet by 2035. |
| Objective 2: Te whakamahere ratonga me te whakaahua Service planning and design | Convenient public transport that is accessible to all existing and potential customers. | 70% of dwellings in Tauranga and Rotorua urban areas are within 500m of frequent public transport services by 2030. 80% of residential dwellings in the region are within 500m of a public transport service by 2030. |
| Objective 3: Te tukunga o te ratonga me te tūāhanga Service and infrastructure delivery | Public transport services and infrastructure combine to deliver a safe, reliable, punctual and convenient customer experience while providing value for money. | <0.5% of total scheduled trips are missed annually. >95% of services operate within 5 minutes of schedule annually. 75% of services consistently meet the minimum patronage expectations in Policy 2.3. |
| Objective 4: Te whakakotahinga o te waka tūmatanui me te whakamahi whenua Public transport and land use integration | Integrated public transport and land use planning supports well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. | A minimum of 47% of jobs in our main urban centres are accessible within 45 minutes travel time by public transport from all dwellings in the morning peak in 2030. |
| Objective 5: Te wheako o te kiritaki me ngā mōhiohio Customer experience and information | An excellent customer experience that grows passenger numbers. | 85% of customers are very satisfied with the public transport service by 2030. Public transport boardings increase on average by 10% per annum to 2030. |
| Objective 6: Ngā rangapū Partnerships | Quality partnerships ensure that we are responsive to customer and community needs. | High levels of satisfaction expressed in an annual survey of partners. |
| Objective 7: Ngā utu Fares and pricing | An equitable fare and pricing system that attracts new customers and rewards frequent use. | 90% of customers are very satisfied with bus service value for money by 2030. |

Ngā wāhi aro Focus areas

We have identified six focus areas which define how we will work to deliver our objectives, policies and actions.

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



Find the full Regional Public Transport Plan online at:

www.boprc.govt.nz/regional-public-transport-plan



www.boprc.govt.nz