



AGENDA

Ordinary Council Meeting Monday, 21 June 2021

I hereby give notice that an Ordinary Meeting of Council will be held on:

Date: Monday, 21 June 2021

Time: 10.30am

**Location: Tauranga City Council
Council Chambers
91 Willow Street
Tauranga**

Please note that this meeting will be livestreamed and the recording will be publicly available on Tauranga City Council's website: www.tauranga.govt.nz.

**Marty Grenfell
Chief Executive**

Terms of reference – Council

Membership

Chairperson	Commission Chair Anne Tolley
Members	Commissioner Shadrach Rolleston Commissioner Stephen Selwood Commissioner Bill Wasley
Quorum	<u>Half</u> of the members physically present, where the number of members (including vacancies) is <u>even</u> ; and a <u>majority</u> of the members physically present, where the number of members (including vacancies) is <u>odd</u> .
Meeting frequency	As required

Role

- To ensure the effective and efficient governance of the City
- To enable leadership of the City including advocacy and facilitation on behalf of the community.

Scope

- Oversee the work of all committees and subcommittees.
- Exercise all non-delegable and non-delegated functions and powers of the Council.
- The powers Council is legally prohibited from delegating include:
 - Power to make a rate.
 - Power to make a bylaw.
 - Power to borrow money, or purchase or dispose of assets, other than in accordance with the long-term plan.
 - Power to adopt a long-term plan, annual plan, or annual report
 - Power to appoint a chief executive.
 - Power to adopt policies required to be adopted and consulted on under the Local Government Act 2002 in association with the long-term plan or developed for the purpose of the local governance statement.
 - All final decisions required to be made by resolution of the territorial authority/Council pursuant to relevant legislation (for example: the approval of the City Plan or City Plan changes as per section 34A Resource Management Act 1991).
- Council has chosen not to delegate the following:
 - Power to compulsorily acquire land under the Public Works Act 1981.
- Make those decisions which are required by legislation to be made by resolution of the local authority.
- Authorise all expenditure not delegated to officers, Committees or other subordinate decision-making bodies of Council.
- Make appointments of members to the CCO Boards of Directors/Trustees and representatives of Council to external organisations.
- Consider any matters referred from any of the Standing or Special Committees, Joint Committees, Chief Executive or General Managers.

Procedural matters

- Delegation of Council powers to Council's committees and other subordinate decision-making bodies.
- Adoption of Standing Orders.
- Receipt of Joint Committee minutes.
- Approval of Special Orders.
- Employment of Chief Executive.
- Other Delegations of Council's powers, duties and responsibilities.

Regulatory matters

Administration, monitoring and enforcement of all regulatory matters that have not otherwise been delegated or that are referred to Council for determination (by a committee, subordinate decision-making body, Chief Executive or relevant General Manager).

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- 1 OPENING KARAKIA**
- 2 APOLOGIES**
- 3 PUBLIC FORUM**
- 4 ACCEPTANCE OF LATE ITEMS**
- 5 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN**
- 6 CHANGE TO THE ORDER OF BUSINESS**

7 CONFIRMATION OF MINUTES

7.1 Minutes of the Council Meeting held on 31 May 2021

File Number: A12623282

Author: Jenny Teeuwen, Committee Advisor

Authoriser: Robyn Garrett, Team Leader: Committee Support

RECOMMENDATIONS

That the Minutes of the Council Meeting held on 31 May 2021 be confirmed as a true and correct record.

ATTACHMENTS

1. Minutes of the Council Meeting held on 31 May 2021



MINUTES

**Ordinary Council Meeting
Monday, 31 May 2021**

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MINUTES OF TAURANGA CITY COUNCIL
ORDINARY COUNCIL MEETING
HELD AT THE TAURANGA CITY COUNCIL, COUNCIL CHAMBERS, 91 WILLOW STREET,
TAURANGA
ON MONDAY, 31 MAY 2021 AT 9AM

PRESENT: Commission Chair Anne Tolley, Commissioner Shadrach Rolleston, Commissioner Stephen Selwood and Commissioner Bill Wasley

IN ATTENDANCE: Marty Grenfell (Chief Executive), Paul Davidson (General Manager: Corporate Services), Barbara Dempsey (General Manager: Regulatory & Compliance), Nic Johansson (General Manager: Infrastructure), Christine Jones (General Manager: Strategy & Growth), Gareth Wallis (General Manager: Community Services), Daniel Smith (Manager: Environmental Planning), Janine Speedy (Team Leader: City Planning), Nick Swallow (Manager, Legal & Commercial), Ariell King (Team Leader: Policy), Brigid McDonald (Manager: Strategic Investment & Commercial Facilitation), Coral Hair (Manager: Democracy Services), Robyn Garrett (Team Leader: Committee Support), Raj Naidu (Committee Advisor) and Jenny Teeuwen (Committee Advisor)

1 OPENING KARAKIA

Commissioner Shadrach Rolleston opened the meeting with a Karakia.

2 APOLOGIES

Nil

3 PUBLIC FORUM

Nil

4 ACCEPTANCE OF LATE ITEMS

Nil

5 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN

Nil

6 CHANGE TO THE ORDER OF BUSINESS

Nil

7 CONFIRMATION OF MINUTES

7.1 Minutes, Open and Public Excluded, of the Council meeting held on 10 May 2021

RESOLUTION CO9/21/1

Moved: Commissioner Bill Wasley

Seconded: Commissioner Stephen Selwood

That the Council:

- (a) Confirms the open minutes of the Council meeting held on 10 May 2021 as a true and correct record.
- (b) Confirms the public excluded minutes of the Council meeting held on 10 May 2021 as a true and correct record.

CARRIED

8 DECLARATION OF CONFLICTS OF INTEREST

Nil

9 DEPUTATIONS, PRESENTATIONS, PETITIONS

Nil

10 RECOMMENDATIONS FROM OTHER COMMITTEES

10.1 Recommendation from Ngā Poutiriao ō Mauao

RESOLUTION CO9/21/2

Moved: Commissioner Bill Wasley

Seconded: Commissioner Stephen Selwood

That the Council accepts the recommendation to Council from Ngā Poutiriao ō Mauao that Commissioner Shadrach Rolleston be appointed to the position of Deputy Chair of Ngā Poutiriao ō Mauao.

CARRIED

11 BUSINESS

11.1 Executive Report

Staff Marty Grenfell, Chief Executive
Barbara Dempsey, General Manager: Regulatory & Compliance
Christine Jones, General Manager: Strategy & Growth
Paul Davidson, General Manager Corporate Services
Nic Johansson, General Manager: Infrastructure Services
Gareth Wallis, General Manager: Community Services

Key points

- Strategy and Growth
 - An update on the Papamoa East Interchange project was provided.
- Infrastructure Services
 - Kerbside Collection – the roll out of bins was on track. Communication to the community via a range of media was now focussed on education around how to use the bins.
 - Totara Street – as had been previously reported to the Commission at the Strategy, Finance and Risk Committee meeting on 17 May, funding from Waka Kotahi (New Zealand Transport Agency - NZTA) was not available in this financial year and the project was now on hold.
- People and Engagement
 - TCC were back in negotiations with PSA in terms of finalising the collective employment agreement.
 - A successful health and safety site visit had been undertaken of the Waiāri site.
- Regulatory and Compliance
 - The work load for the Building and Environmental Planning teams continued to increase and recruiting, training and retaining staff in these areas continued to be challenging.
 - \$330,000 in grants had been received to support TCC with the management of freedom camping and for three emergency management projects currently underway.
- Community Services
 - Just under 50 applications had been received for directors for Bay Venues Limited (BVL). Applications were now with the appointments panel.
 - Elizabeth Street streetscape project was progressing well.
 - The final design for Kulim Park was now on TCC's website with work starting in August.
- Corporate Services
 - The three external business activities - Airport, Marine Precinct and Beachside Holiday Park – continued to perform strongly.
 - Finance staff were currently extremely busy with the LTP submission process.
 - Cyber security – additional work to ramp up the organisation's cyber security (started prior to the Waikato District Health Board incident) was continuing and would be ongoing.

In response to questions

- Strategy and Growth
 - Engagement with tangata whenua for the Tauriko for Tomorrow project had been strong and was not identified as a risk so had not been highlighted in the report.
 - Once technical work had been completed for the long term transport options for the Tauriko for Tomorrow project, this would be brought back to Council to seek endorsement for a formal Tauranga City Council (TCC) position.
 - The Commissioners looked forward to receiving a comprehensive briefing on options for the strategic route through Tauriko to ensure a solution that worked strategically as well as locally.
- Infrastructure Services
 - Kerbside collection – Staff had worked with multi-unit dwellings to provide the best solution for them. There were bespoke truck options.
 - The Waiāri water supply scheme – the scheme was expected to be switched on by the end of 2022. Only 30% of the consented volume would be used initially so there was capacity for future growth.
 - Totara Street – it was frustrating and concerning that this project was now on hold. Commissioners were scheduled to meet with the regional manager of Waka Kotahi tomorrow and possible alternative options for funding for the Totara Street project would be raised at that meeting.

- **Community Services**
 - Some funding indicated from partners for the Kāinga Tupu work was for a one year commitment, some for slightly longer. The coordination function would remain with TCC in the short term, the next six to twelve months. The TCC share of funding was contained within the Long Term Plan (LTP).
 - Staff were working hard to influence TCC projects regarding accessibility for disabled persons. \$400,000 per annum over the next ten years for Spaces and Places accessibility initiatives was in the LTP, not just for TCC projects but also for projects happening in the community.
 - There were strong community views for and against the Kulim Park and Omanawa Falls projects. Engagement with those communities would continue so what was happening and why was clearly understood, and to enable those communities to continue to put forward their views and ideas.
- **Corporate Services**
 - Thousands of attempts to hack in to TCC systems were happening on a weekly basis and capacity and focus was being increased in this area. An external cyber review had been undertaken around six months ago. The review report and TCC's action plan would be brought back to a future Strategy, Finance and Risk Committee meeting.
 - Modelling of potential Development Contribution (DC) funding for future community infrastructure would be for both growth and existing areas.
 - The Airport had a \$2million per year return; the majority coming through commercial property rather than the airport operation. The Marine Precinct was comparable in the rates it offered; however, the services it offered were not as complete as other facilities and therefore was slightly behind in breaking even.

Overall comment from Commissioners

The Chief Executive report was a good commentary that provided Commissioners with a clear oversight across each department of where things were at; however, the following suggestions were made for other key data to be included, preferably graphed:

- Regulatory and Compliance - data on meeting consent timeline requirements, consents received that were rejected as not fit for purpose, and trends up and down for these.
- Infrastructure services - On time, on budget data.
- For each department - staff turnover rates, level of staff engagement, sentiment of staff and trends up and down for these.

RESOLUTION CO9/21/3

Moved: Commissioner Shadrach Rolleston

Seconded: Commissioner Stephen Selwood

That the Council receives the Executive Report.

CARRIED

11.2 Revocation of Independent Hearings Commissioners Policy

Staff Barbara Dempsey, General Manager: Regulatory & Compliance
Daniel Smith, Manager: Environmental Planning
Janine Speedy, Team Leader: City Planning

In response to questions

- Commissioner performance expectations and how those would be measured would be stipulated as part of the contract agreement. Timeframes had been pushed out in the past mostly due to the availability of commissioners.

RESOLUTION CO9/21/4

Moved: Commissioner Bill Wasley

Seconded: Commissioner Shadrach Rolleston

That the Council:

- (a) Receives the Revocation of Independent Hearings Commissioners Policy report.
 - (b) Revokes the current Independent Hearings Commissioners Policy effective from 31 May 2021, with the exception of clause 5.6 (Costs Associated with Independent Hearings Commissioners) which will continue until the date the Council adopts the Schedule of User Fees and Charges for 2021/22;
 - (c) Revokes the current Delegations to Independent Hearings Commissioners;
 - (d) Makes the delegations specified in Attachment 1 (titled *Delegations to Independent Hearings Commissioners*) to all persons who are accredited to conduct hearings in terms of sections 39A and 39B of the Resource Management Act 1991 (other than local body elected members), as named on the Ministry for the Environment's list of 'Making Good Decisions' Certificate holders - non-local body elected members or any equivalent list, as amended from time to time ("Independent Hearings Commissioner");
 - (e) Delegates to the Chief Executive, General Manager: Regulatory and Compliance and Manager: Environmental Planning ("Delegate/s")* for resource consents:
 - (i) the authority to select and appoint one or more Independent Hearings Commissioner(s) to act in respect of any particular matter; and
 - (ii) where there is more than one Independent Hearings Commissioner selected and appointed for the particular matter, the authority to appoint the chair and any deputy chair.
- * For the purposes of this delegation, the Delegate includes any staff member who performs or exercises the same or substantially similar role or function to the Delegate's position named above, whatever the actual name of their position.
- (f) For Schedule One processes Council continues to determine on a case-by-case basis the selection and appointment of persons for hearings on City Plan changes and variations under Schedule 1 of the Resource Management Act 1991;
 - (g) Requests that an administrative procedure to guide the selection and appointment of Independent Hearings Commissioners be developed and adopted by the Executive Leadership Team.
 - (h) Notes that resolutions (b) to (e) are effective as of 1 June 2021.

CARRIED

11.3 Bay Venues Limited Board Remuneration Review 2021

Staff Gareth Wallis, General Manager: Community Services

In response to questions

- The assessment methodology used was TCC developed, but was based on a model that Auckland Council used when they carried out the same exercise for their council controlled organisations.

RESOLUTION CO9/21/5

Moved: Commissioner Stephen Selwood

Seconded: Commissioner Bill Wasley

That the Council:

- (a) Receives the Bay Venues Limited Board Remuneration Review 2021 report.
- (b) Agrees that the remuneration for the directors of Bay Venues Limited Board should remain the same, being:
 - (i) Base director fee set at \$33,000 per annum; and
 - (ii) Chair fee at \$66,000 per annum.
- (c) Agrees a remuneration review for the Bay Venues Limited Board be included in the remuneration review for all council-controlled organisations, next scheduled for 2023.

CARRIED

11.4 Traffic & Parking Bylaw 2012 - Amendment No.29

Staff Nic Johansson, General Manager: Infrastructure Services

RESOLUTION CO9/21/6

Moved: Commissioner Shadrach Rolleston

Seconded: Commissioner Bill Wasley

That the Council:

- (a) Receives the Traffic and Parking Bylaw 2012 Amendments Report.
- (b) Adopts the proposed amendments to the Traffic and Parking Bylaw 2012 Attachment as per Appendix B, effective from 1 June 2021.

CARRIED

11.5 Amendment to the Traffic and Parking Bylaw 2012 to prohibit heavy vehicles in Mt Maunganui

Staff Nic Johansson, General Manager: Infrastructure Services

A copy of the tabled map for this item can be viewed on Tauranga City Council's website in the Minutes Attachments document for this council meeting.

In response to questions

- Application of the new bylaw and what it meant for the network would be monitored. Results from the monitoring exercise, along with any associated recommendations, would be reported back to council within six months after the bylaw had come into effect.

RESOLUTION CO9/21/7

Moved: Commission Chair Anne Tolley

Seconded: Commissioner Bill Wasley

That the Council:

- (a) Receives the Amendment to the Traffic and Parking Bylaw 2012 to prohibit heavy vehicles in Mt Maunganui report.
- (b) Specifies that pursuant to clause 8.2 of the Traffic and Parking Bylaw 2012 heavy motor vehicles are prohibited at all times from the following streets:
 - Aintree Place
 - Ascot Place

- Ascot Road
- Berescourt Place
- Berwick Place
- Carter Street
- Carysfort Street
- Compton Place
- Concord Avenue
- Crane Street
- Epsom Road
- Kinross Place
- Harris Street
- Huia Avenue
- Lachlan Avenue
- Leander Street
- Links Avenue
- Paterson Street
- Pukaki Street
- Salt Avenue
- Solway Place
- Spur Avenue
- Stawell Avenue
- Surf Road
- Part of Farm Street between Farm Street and Concord Ave
- Part of Taupo Avenue between Marlin Street and Paterson Street
- Part of Oceanbeach Road between Golf and Girven Roads

CARRIED**Attachment**

- 1 Map - Heavy vehicles ban in Mount Maunganui

11.6 Harington Street Transport Hub - advice from Office of the Auditor-General

Staff Nick Swallow, Manager: Legal & Commercial

In response to questions

- It was suggested that the recommendation in the McHale Group report regarding a regular independent probity auditor review, be included in the recommendations of this report.
- Implementation of the review recommendations, particularly in the project governance management space, would be difficult and would take some time. The report due back to council in September would be an audit of progress made against the recommendations.
- Supplier panels were set up to provide expertise in specific areas and had a good place in the procurement ecosystem; however, it was not ideal to appoint for expertise A, but actually engage for expertise B. The Auditor General had advised that this needed to be reviewed.
- If approved through the LTP process, the recruitment for two additional procurement roles would begin in August.

RESOLUTION CO9/21/8

Moved: Commissioner Stephen Selwood

Seconded: Commissioner Bill Wasley

That the Council:

- (a) receives the Harington Street Transport Hub - advice from Office of the

Auditor-General report.

- (b) Implements a regular (e.g. annual) independent probity auditor review of a sample of Council project governance and a review of procurement processes to provide assurance that the Council's policies and procedures and probity expectations are being complied with and probity-procurement risk exposure is being satisfactorily managed.

CARRIED

11.7 Hearing of submissions on the draft Acquisitions and Disposals Policy

Staff Ariell King, Team Leader: Policy

RESOLUTION CO9/21/9

Moved: Commissioner Stephen Selwood
Seconded: Commissioner Shadrach Rolleston

That the Council:

- (a) Receives the Hearing of submissions on the draft Acquisitions and Disposals Policy report.

CARRIED

The following submitters to the draft Acquisitions and Disposals Policy were then heard.

Barry Scott - Submission 102

A copy of the additional submission information tabled by Mr Scott can be viewed on Tauranga City Council's website in the Minutes Attachments document for this council meeting.

Key points

- Believed proper and fair consultation had not taken place.
- Suggested that council set up a Round Table type of mechanism to go over the ground again and come back to the commissioners with more rounded recommendations. The Round Table could consist of council staff members, selected community representatives and members of tangata whenua.
- Believed that the granting of a right of first refusal (RFR) to Tangata Whenua was a badly thought out idea and could be open to a court challenge.
- Urged council to consider the establishment of community boards in Tauranga, to provide consultation and involvement at a grass roots level.

In response to questions

- Rather than making RFR mandatory in the policy it was suggested that council reserve the right, and let circumstances at the time decide whether it was appropriate to offer first right of refusal to iwi.
- The Commission were keen to find ways to bring more community feedback into council and would consider the Round Table idea.

Puhirake Ihake – Ngati Tapu Hapu - Submission 054

Key points

- The policy was important for tangata whenua and was a long time coming.
- The whenua that this policy related to went back historically to the way it originally came into council's hands; the large majority having been retained by the Crown who, via legislation, passed the land over to territorial authorities. Very little had been given back to Tangata Whenua and Council still had properties that had come through that original process.
-

- The Tangata Whenua collective was formed formally with council in 2002, had evolved since then and had grown stronger over the years.
- It had always been the main aspiration of Tangata Whenua to not only get compensation for the land that was lost through the Crown but also to try to get back the whenua.
- RFR gave Tangata Whenua the opportunity of fairly getting the land back, albeit having to purchase it back.
- The policy gave Council the opportunity to clearly spell out that it was honouring the principles of the Treaty of Waitangi, as well as acknowledging the relationship with Tangata Whenua over the past 20 years.
- Ngati Tapu were in absolute support of the policy.

Whitiora Mcleod - Submission 008

Key points

- Ngati Kahu believed the policy was nothing but positive and supported the policy as it read today.
- Ngati Kahu fully understood the process and objectives of the policy.
- If no wahi tapu was identified through the property search process, then the market value would be paid.
- Acknowledged Danna Leslie for her contribution to developing and writing the policy alongside tangata whenua.
- Also acknowledged Carlo Ellis for providing key strategy advice which should be used going forward.
- Commended Tenby Powell, Heidi Hughes, Tina Salisbury, Jako Abrie and Bill Grainger for their openness and vision to put the policy forward.
- Thanked past and present Te Rangapū Mana Whenua o Tauranga Moana hapu representatives and the commissioners for their part in the journey.
- Believed the policy was good not only for Tangata Whenua, but also for the city as a whole.

In response to questions

- Hapu boundaries were clear within the protocols developed by Te Pou Takawaenga for council processes, however within those boundaries there were historical overlapping interests. When dealing with these pieces of land, generally mana whenua would take the lead, but in discussion with other hapu leads. The main decisions would be made during these discussions and generally before they came to council.
- The way the land that was currently held by council had come to council, either originally through the Crown or other processes, supported the RFR being in the policy.

Buddy Mikaere – Ngai Tamarawaho - Submission 080 and 104

Key points

- Spoke in support of the policy.
- The policy provided the means for tangata whenua to acquire the land that council found surplus to its needs.
- Pleased that after many years and with the support of Te Rangapū Mana Whenua o Tauranga Moana and other iwi and hapu in Tauranga, this point had finally been reached.

Maureen Anderson - Submission 031

Key points

- Ms Anderson did not support the policy and believed it was only the squeaking minority who were being heard.
- Land had been acquired by council in many different ways. No matter how the land had been acquired, it had previously been owned by someone who had paid rates on it and maintained it at their cost. When the land came in to council ownership, it was the collective

ratepayer who paid the cost of maintaining and/or upgrading it. In Ms Anderson's opinion, it was untenable to give any one section of the community a prior right to the purchase of that land. It should be offered back to the prior owner at market value and if the offer was not taken up, the land should go to the open market at market value.

- The Commissioners were the best advocates to promote to government that it was an unfair burden on ratepayers to pay for land that was ultimately given to Māori, or any other section of the community, because it had been maintained and sometimes paid for by the ratepayers of the city generally.

In response to questions

- The sale of any land that was not under claim by Tangata Whenua and had been purchased by the public, should go to referenda for the public to decide if the land should be sold.
- Any council land coming up for sale should first be offered back to the previous landowner or the title holder at the time.

Jim Sherlock - Submission 026

Key points

- If ratepayers assets were to be disposed of, this should be done at market value.
- The method of disposal should be by auction. It was a transparent method that allowed for public participation and the sale price reflected what market was prepared to pay. Most importantly, it allowed ratepayers to know that the price paid on the day reflected what the assets were really worth.
- Suggested that once an asset had gone through the auction process, then a RFR could be given to Tangata Whenua at the auction price, with a 30 days option to buy the land post auction, otherwise the asset would be disposed of to the successful bidder.

In response to questions

- The need to give due compensation to tangata whenua for land that was confiscated, often without compensation, should be a matter for the government, not a council matter. Ratepayers should not have to keep paying for mistakes that were made 150 years ago.

Hayden Henry – Hungahungatoroa 1B2B2 Trust - Submissions 074 and 61

Key points

- Spoke in support of the policy.
- The connection to whenua was vital to Tangata Whenua.
- It was about how to bring balance; and balance was about people, not about economic gain.
- Land that had been taken by council had, in cases, been abused e.g. Whareroa and the management of air quality.
- Traditional boundaries were governed by maunga and awa, not boundaries imposed by council.

At 11.33am, the meeting adjourned.

At 1.12pm, the meeting resumed.

John Robson - Submission 055

Key points

- Spoke in support of the twin outcomes of policy.
- Expressed concern that the report failed to provide the content necessary for people to understand why the report recommendations were being made.
-

- None of the aspirations of Tangata Whenua spoken about today had been outlined in the report.
- Expressed concern that the policy did not help the community understand why they needed to support the seeking of some process that delivered the desired outcomes of the policy.
- Recommended that the process was paused and more thought be given to how to get informed consent from the community.

In response to questions

- There was an opportunity to inform the community of the history/background of the issue and the commissioners were urged to take this.

Rob Paterson – Citizens Advocacy Tauranga Incorporated (CAT) - Submission 088

A copy of the additional submission information tabled by Mr Paterson can be viewed on Tauranga City Council's website in the Minutes Attachments document for this council meeting.

Key points

- CAT did not support the merging of the three existing policies – Strategic Acquisitions Fund Policy, Council Land Recognition of Tangata Whenua Interests and Aspirations Policy (MAP) and Property Acquisitions and Divestment Road Stopping Policy.
- Considered that the current draft MAP policy financially disadvantaged Tauranga ratepayers and residents, and believed the current 2014 MAP policy adequately addressed the matter.
- The timeframes set were excessive and unworkable, effectively allowing for an option to purchase for up to a year.
- Requested that the status quo be retained and the three policies remain separate, and that TCC retained the 2014 MAP Policy which was working reasonably well.

In response to questions

- The current three policies had all gone through a submissions process.

Richard Prince - Submission 033

A copy of the additional submission information tabled by Mr Prince can be viewed on Tauranga City Council's website in the Minutes Attachments document for this council meeting.

Key points

- It appeared that the main reason why Tangata Whenua supported the RFR was to make money.
- Provided examples that clearly demonstrated problems with valuations under RFR, including what had occurred at 60 Chapel Street.
- Valuations were an art, not a science, which enabled valuers to tailor a valuation to meet their client's requirements, and for that reason market valuations might have little validation and were likely to short change ratepayers.
- Council land was in essence privately owned and Council was entrusted with the care of these assets on behalf of the community. It was not for Council to gift or sell community assets at a discount, to the disadvantage of ratepayers.
- Recommended that land assets be put to auction or tender so that all could participate and a true market value could be achieved.
- Requested that the RFR be removed from the draft policy.

Rob Paterson - Submission 101

A copy of the additional submission information tabled by Mr Paterson can be viewed on Tauranga City Council's website in the Minutes Attachments document for this council meeting.

Key points

- Did not support the merging of the three policies as previously stated when speaking to submission number 88.
- Did not support the current Maori Land Acquisitions Policy.

- Supported other submissions in opposition, particularly those of Richard Prince, Barry Scott and Maurice O'Reilly.
- Provided the examples of Dive Crescent, 60 Chapel Street and 11 Mission Street as matters that impinged on the current policy proposals.
- The flowchart indicated a timeline of up to 60 weeks. In Mr Paterson's view, it could be done in 14 days. An option to purchase at an initial offer price that could then be delayed for up to a year looked like a very good deal for the buyer, but not for the vendor; in this case, Tauranga city residents and ratepayers.
- Requested that the Commissioners reject the draft proposal in its entirety and retain the status quo.

In response to questions

- It was suggested that buyers were presented with TCC's valuation in the first instance and then had 30 days to decide on whether to purchase or not.
- If the land was a straight sale, then it was suggested it go out to the public with a very limited timeline to purchase. TCC could always go back to tangata whenua to see if there was any interest to buy if the offers that had been received were below TCC's valuation.

RESOLUTION CO9/21/10

Moved: Commissioner Stephen Selwood
Seconded: Commissioner Shadrach Rolleston

That the Council:

- (b) Receives the verbal and written submissions (**Attachment A**) to the proposed Acquisitions and Disposals Policy.

CARRIED

Attachments

- 1 Tabled Item - Barry Scott - Additional information in support of submission #102
- 2 Tabled item - Rob Paterson - Information in support of submission #88
- 3 Tabled item - Richard Prince - Information in support of submission #33
- 4 Tabled item - Rob Paterson - Information in support of submission #101

12 DISCUSSION OF LATE ITEMS

Nil

13 CLOSING KARAKIA

Commissioner Shadrach Rolleston closed the meeting with a Karakia.

The meeting closed at 1.58pm.

The minutes of this meeting were confirmed as a true and correct record at the ordinary Council meeting held on 21 June 2021.

.....
CHAIRPERSON

8 DECLARATION OF CONFLICTS OF INTEREST

9 DEPUTATIONS, PRESENTATIONS, PETITIONS

Nil

10 RECOMMENDATIONS FROM OTHER COMMITTEES

Nil

11 BUSINESS

11.1 Alcohol Control Areas

File Number: A12564997

Author: Jane Barnett, Policy Analyst

Ariell King, Team Leader: Policy

Authoriser: Barbara Dempsey, General Manager: Regulatory & Compliance

PURPOSE OF THE REPORT

1. To consider the request for an alcohol ban to be put in place in the Twelfth Avenue area.
-

RECOMMENDATIONS

That Council:

- (a) Does not put in place an alcohol ban in the Twelfth Avenue area as there is insufficient evidence that the area has experienced a high level of crime and disorder caused or made worse by alcohol consumption in the area.
 - (b) Continues to work with the Police to investigate a potential action plan for Twelfth Avenue.
-

EXECUTIVE SUMMARY

2. Council has received two petitions regarding homelessness and behaviour in the Twelfth Avenue area. One of the petitions specifically requested an alcohol ban on Twelfth Avenue. This report briefs Council on the legal requirements for putting an alcohol ban in place. The legal conditions for introducing a new ban are high.
3. The available evidence is presented for Council to consider. This includes feedback from the petitions, complaints received by Council and New Zealand Police data and comments.
4. Police report that there is no demonstrable link between alcohol and offending in and around Twelfth Avenue. As a result, the Police do not support the imposition of an alcohol ban in that area.
5. In response to the key issue of some residents not feeling safe, Council and the Police are investigating a potential action plan for the area.

BACKGROUND

6. On the 10th May 2021, two petitions were presented to Council. One requested that 'Council stop all homeless people from being on our street' – Twelfth Avenue. The second petition requested an alcohol ban in the Twelfth Avenue area. This report responds to the request for an alcohol ban in the area.
7. Section 147 of the Local Government Act 2002 (the Act) gives Council the power to make bylaws to control alcohol in public places. The Alcohol Control Bylaw 2018 (the 'Bylaw') was made under this Act and sets alcohol-free areas across the city.
8. Clause 8 of the Bylaw allows Council, through publicly notified resolution, to put in place alcohol-free areas for a specific time period and/or event ('temporary alcohol-free area').
9. The Bylaw is enforced by the New Zealand Police. The Act provides the enforcement powers to the Police. Council's Bylaw Officer's do not have power to enforce alcohol-free areas.

Requirements for making an Alcohol Control Bylaw and Temporary Alcohol-free area

10. There are two options to consider for making a new alcohol-free area. One is to review and amend the bylaw to put in place a new area. The second option is to explore implementing a temporary alcohol ban under clause 8 of the Bylaw.
11. Both options require a high threshold for introducing a new ban. The criteria for making alcohol control bylaws changed in 2013 when the Local Government (Alcohol Reform) Amendment Act came into effect.
12. The Act requires that before it makes a new bylaw, continues an existing bylaw, or replaces an existing bylaw, Council must be satisfied that:
 - the bylaw can be justified as a reasonable limitation on people's rights and freedoms (section 147A(1)(a));
 - there is evidence that any new alcohol-free areas have experienced a high level of crime and disorder that can be shown to have been caused or made worse by alcohol consumption in that area (section 147A(1)(b)(i));
 - for expiring bylaws, that a high level of crime or disorder made worse by alcohol consumption is likely to arise in the area to which the bylaw is intended to apply if the bylaw was not made (section 147A(3)(b)); and
 - the alcohol ban is appropriate and proportionate in the light of that crime and disorder (section 147A(1)(b)(ii)).
13. All the conditions above must also be met when putting in place temporary alcohol-free areas (under clause 8 of the Bylaw) unless the area is part of a large-scale event.

Consideration of evidence

14. To put in place a new alcohol-free area in Twelfth Avenue Council must be satisfied that there is evidence that the Twelfth Avenue area has experienced a high level of crime and disorder that can be shown to have been caused or made worse by alcohol consumption in that area.

Community Feedback

15. Feedback from the Twelfth Avenue community presenting the petitions provided some evidence of crime (break in) but there was no conclusive evidence that this crime was caused by alcohol consumption in the area.
16. There was a strong message that some residents felt threatened and intimidated by the presence of people gathering in the area: *'Some people won't go past them as they are very intimidating'*, *'Staff felt unsafe and intimidated'*. They also reported (and provided photos) of the litter and mess in the area: *'The mess that is left behind is terrible'*.

Police data

17. The New Zealand Police have compared the temporal and spatial distribution of calls for service and incidents in the Twelfth Avenue area with Brookfield. Brookfield has a permanent 24-hour 7 day a week alcohol ban in place under the current bylaw. Brookfield is the same sized area of a similar use. It has a small shopping centre close to residential areas. The Police report that: *'Whilst there are naturally differences in the jobs attended, the data at the Twelfth Avenue site does not show any major inconsistencies with the compared area' (Brookfield)*.
18. The evidence provided by the call out data does not indicate a higher level of crime and disorder in Twelfth Avenue when compared to a similar area with an existing alcohol ban. 33 calls for service were received by the Police over the past 12 months compared with 30 for Brookfield.
19. It is also important to note that not all the calls for service may be directly attributable to alcohol.

20. Police have reviewed the data and conclude that *'there is no demonstrable link between alcohol and offending in and around Twelfth Avenue, as a result Police will not be in a position to support the imposition of a liquor ban in that area'*.

Council Complaints

21. Council has received four complaints since March 2021 reporting incidents in Twelfth Avenue. These complaints reported drinking in a public place, rubbish and at times obstruction of entrances and aggressive behaviour.
22. Council's Bylaws Officer responded to three of these reports by visiting the area and asking those drinking to relocate. The other complaint was regarding threatening aggressive behaviour so the person reporting this was asked to contact the Police.

The Issue

23. The residents and business operators in Twelfth Avenue do not feel safe and are frustrated with having to deal with rubbish and mess left by those gathering in the area.
24. However, on balance, the available evidence, does not indicate a high level of crime and disorder caused or made worse by alcohol. Even if Council was satisfied that a high level of crime and disorder caused by alcohol is currently occurring, it is important to acknowledge that an alcohol ban may not be the most effective way of addressing the community's concerns.
25. The concern is largely around the gathering of people on Twelfth Avenue. If an alcohol ban was in place and alcohol was being consumed in the area, the Police would have the power to seize and remove the alcohol. However, this may not result in people leaving the area. And if they did leave Twelfth Avenue area, they may cause an issue in another part of the community.
26. The issue is chronic and complex. It impacts on the entire Tauranga community. Tauranga has many social service agencies working to support individuals in need. Council has produced a flyer 'He Awhina Mōu - Need a Hand' that lists our local support agencies.
27. Council also has a resource that helps people work out who to contact when they are concerned for someone's wellbeing. This sets out the situations where Council can assist and when Police are required. This resource is available on our website <https://www.tauranga.govt.nz/Portals/0/data/community/homelessness/who-to-contact.pdf>.
28. Council will continue to raise awareness of these resources so that our community is aware of where to go for help and support.
29. In response to the concerns raised by the Twelfth Avenue community Police and our Safe and Resilient Communities Advisor are investigating a potential action plan for the community.

OPTIONS ANALYSIS

30. The key issue to be considered is whether Council is satisfied that Twelfth Avenue has experienced a high level of crime and disorder that can be shown to have been caused or made worse by alcohol consumption.
31. If Council decide that there is evidence for an alcohol ban, there are two options for putting it in place; a temporary ban or amending the current bylaw to create a permanent ban for the area.
32. The following options are provided for consideration:
- (a) Do not proceed with work on a new alcohol ban at this stage and continue to work with the Police to investigate a potential community action plan
 - (b) Bylaw review to amend the Bylaw

- (c) Put in place a temporary alcohol ban in Twelfth Avenue under clause 8 of the current Bylaw, with a view to investigating if this helps address the issues raised by the community.

Option (a): Do not proceed with work on a new alcohol ban and continue to partner with the Police to investigate a potential community action plan (*Recommended*).

33. Under this option, Council would continue to partner with the Police and other community support organisations to investigate a potential action plan for the Twelfth Avenue community. Council would also continue to inform the community of where to get further help.
34. The advantages and disadvantages of this option include:

Advantages		Disadvantages	
<ul style="list-style-type: none"> Allows Council and the Police to focus and direct resources to addressing the fundamental issue Legal compliance with the requirements for putting in place an alcohol banAllows Council's Bylaw Officers to continue their work building relationships with the community. If a ban was in place the Police would be required to enforce it. 		<ul style="list-style-type: none"> The Twelfth Avenue community may not feel their concerns have been addressed sufficiently The Police would not have enforcement powers in respect of the Bylaw if people are drinking alcohol in Twelfth Avenue. 	
Budget - Capex		\$0	
Budget - Opex		Within existing budget	
Key risks		Risk that the community in Twelfth Avenue may not feel Council is responding to their concerns	

Option (b): Review the Alcohol Control Bylaw 2018

35. Under this option, Council would review the Alcohol Control Bylaw 2018 with a view to amending it to make Twelfth Avenue an alcohol-free area. Bylaw reviews must follow the specific process set out in the Act. Community consultation would be required.

Advantages		Disadvantages	
<ul style="list-style-type: none"> Police would have enforcement powers under the Bylaw to stop or arrest people who were drinking alcohol in the Twelfth Avenue area Alcohol related harm and crime may be reduced in the Twelfth Avenue area The Twelfth Avenue residents and business owners would be satisfied that Council had put in place an alcohol-free area The review allows other alcohol-free areas to be considered. 		<ul style="list-style-type: none"> Other policy and bylaw work would need to be delayed to accommodate this bylaw review into the work programme May not be effective in addressing the fundamental issue May be seen to not meet the legal requirements of an alcohol ban due to a lack of evidence to demonstrate that a high level of crime and disorder has been caused or made worse by alcohol consumption in that area (section 147A(1)(b)(i)) The bylaw review is a lengthy process 	

	<p>so any potential ban would not take effect immediately</p> <ul style="list-style-type: none"> • Implementation costs.
Budget - Capex	\$0
Budget - Opex	\$4 000 indicative estimate of implementations costs – for required signage, public notification and communications
Key risks	<p>Delay of other policy and bylaw work</p> <p>May not be effective in addressing the fundamental issue.</p> <p>May not be seen as meeting the legal requirements of the Act for alcohol bans.</p>

Option (c): Activate a temporary alcohol ban in the Twelfth Avenue area and examine if this helps address the issues raised by the community.

36. Under this option, Council would put in place a temporary alcohol-free area in place in the Twelfth Avenue area. This would be implemented by publicly notified resolution under clause 8 of the Bylaw.

Advantages	Disadvantages
<ul style="list-style-type: none"> • Police would have enforcement powers under the Bylaw to stop or arrest people who were drinking alcohol in the Twelfth Avenue area • This would allow further data to be gathered to determine if the ban was effective in addressing community concerns before considering a permanent ban • Alcohol related harm and crime may be reduced in the Twelfth Avenue area while the ban is in place • The Twelfth Avenue residents and business owners would be satisfied that Council had put in place an alcohol-free area. • 	<ul style="list-style-type: none"> • May be seen to not meet the legal requirements of an alcohol ban due to a lack of evidence to demonstrate that a high level of crime and disorder has been caused or made worse by alcohol consumption in that area (section 147A(1)(b)(i)) May not be effective in addressing the fundamental issue • May require an additional ban in other areas if people move away from Twelfth Avenue to consume alcohol in other areas of the city. • Implementation costs.
Budget - Capex	\$0
Budget - Opex	\$4 000 indicative estimate of implementations costs – for required signage, public notification and communications
Key risks	<p>May not be effective in addressing the fundamental issue.</p> <p>May not be seen as meeting the legal requirements of the Act for alcohol bans.</p>

FINANCIAL AND LEGAL CONSIDERATIONS

37. The financial and legal considerations are covered in the options analysis above.

SIGNIFICANCE

38. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
39. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the issue, proposal, decision, or matter
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
40. In accordance with the considerations above, the recommended decision on how to respond to the request for an alcohol ban in the Twelfth Avenue area, is considered of low significance. However, the fundamental issue facing the city (as outlined above) is significant.

ENGAGEMENT

Taking into consideration the above assessment, that the recommended decision is of low significance, officers are of the opinion that no further engagement is required prior to Council making a decision. However, if Council was to make a decision to proceed with either option two or three there would be engagement and consultation requirements as set out by the existing bylaw and the LGA.

NEXT STEPS

41. If Council support the recommendation not to put an alcohol ban in place Police and Council's Safe and Resilient Communities Advisor will continue to investigate an action plan for the Twelfth Avenue community.
42. If Council decide to review the Alcohol Control Bylaw 2018, Council staff will report back with the implications of this decision on the Policy and Bylaw's current work programme and a timeline for this work.
43. If Council decided to implement a temporary alcohol-free area, staff will report back on the specific area covered, the duration of the ban and what times of day the ban would apply. Under the Act any alcohol ban must be justified as a reasonable limitation on people's rights and freedoms and be appropriate and proportionate in the light of that crime and disorder.

ATTACHMENTS

Nil

11.2 Strategy, Finance and Risk Committee - Remuneration for appointed members**File Number: A12601222****Author: Coral Hair, Manager: Democracy Services****Authoriser: Susan Jamieson, General Manager: People & Engagement****PURPOSE OF THE REPORT**

1. This report recommends remuneration for external members appointed to the Strategy, Finance and Risk Committee.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Strategy, Finance and Risk Committee – Remuneration for appointed members".
- (b) Approves the remuneration of \$22,000 per annum for the external members appointed to the Strategy, Finance and Risk Committee who have voting rights.
- (c) Approves the remuneration of \$12,000 per annum for Te Rangapū Mana Whenua o Tauranga Moana Chairperson appointed to the Strategy, Finance and Risk Committee.
- (d) Approves the remuneration of \$26,400 per annum for the Deputy Chairperson of the Strategy, Finance and Risk Committee.

EXECUTIVE SUMMARY

2. The Council resolved on 27 April 2021 to establish the Strategy, Finance and Risk Committee and set the interim remuneration for the externally appointed members and requested that this be reviewed and reported back to the Council.
3. Strategic Pay was engaged to undertake the remuneration review and have recommended that the voting representatives be remunerated in the range \$20,000 to \$22,000 per annum, the non-voting representative be remunerated in the range of \$11,000 to \$12,000 per annum and the Deputy Chairperson be remunerated in the range of \$24,000 to \$26,400 per annum.
4. It is recommended that the remuneration be set at the higher end of the ranges.

BACKGROUND

5. The Council resolved on 27 April 2021:
 - (g) *Requests the Chief Executive review the remuneration for the external representatives and reports back to the Council as soon as practicable.*
 - (h) *In the interim until the remuneration has been reviewed, approves the remuneration for the external members of the Strategy, Finance and Risk Committee as follows:*
 - *Tangata Whenua Representatives \$8,000 per annum*
 - *Chairperson Te Rangapū Mana Whenua o Tauranga Moana \$8,000 per annum*
 - *External independent appointee - Chief Executive to negotiate an amount*
 - (i) *Delegates to the Chief Executive the authority to determine the contractual terms and conditions of appointment for the externally appointed members, excluding remuneration.*
6. Advice has been sought from Strategic Pay on the appropriate level of remuneration for the appointees to the Committee and their report is set out in Attachment 1.

7. Position descriptions were provided to Strategic Pay and are attached to the report as follows:
 - (a) Tangata Whenua representatives – Attachment 2
 - (b) Rangapū Chair – Attachment 3
 - (c) External independent appointee – Attachment 4
8. Strategic Pay's approach was to:
 - (a) Review the remuneration Councillors receive and the relativity to Committee remuneration;
 - (b) Consider the broader marketplace for governance fees including the Cabinet Fees framework and other broader work they have conducted;
 - (c) Look at Committee fee levels and overall fee levels compared to data collected and analysed in their annual February 2021 New Zealand Directors' Fees Survey.
9. Strategic Pay recommend that the voting representatives be remunerated in the range of \$20,000 to \$22,000 per annum based primarily on the relationship between Councillor remuneration and estimated time commitments for the externally appointed members, which are estimated to be double that of the previous appointed committee members. The fees of around 20% of the Councillors remuneration without positions of responsibility of \$105,628 per annum would arrive at an annual fee of \$21,125.
10. Strategic Pay also considered that all roles, except the Chairperson of Te Rangapū Mana Whenua o Tauranga Moana, are full voting members of the Committee and that the Committee provides input into the long term strategic direction of Tauranga City Council. The extent, context and scope of the workload was important in setting the fee levels and they applied the State Services Commission's Fee Framework scoring methodology which positioned this as median, with a base annual fee of \$21,700.
11. Strategic Pay also considered the Director Fee market. The roles were positioned in the lower quartile with a base annual fee of \$20,000.
12. Given this consistency Strategic Pay has recommended a range of \$20,000 to \$22,000 per annum for the voting representatives.
13. The Chairperson of Te Rangapū Mana Whenua o Tauranga Moana was appointed to the Committee in an advisory position, without voting rights, designed to ensure mana whenua discussions are connected to the committee. Strategic Pay has recommended remuneration in the range of \$11,000 to \$12,000 per annum which aligns with the State Services Commission Framework. This lower fee recognises the role is advisory in nature and is similar to their previous recommendations in 2019 for remuneration for Tangata Whenua representatives who were appointed without voting rights at that time.
14. Dr Wayne Beilby was elected as the Deputy Chairperson of the Committee. Strategic Pay has recommended the remuneration for the Deputy Chairperson be in the range of \$24,000 to \$26,400 per annum based on a ratio of 1.2 or 20% more than the remuneration for the voting representatives.
15. In 2019 Strategic Pay reviewed and benchmarked remuneration levels for external representatives of standing committees, including the independent chairperson of the Finance, Audit and Risk Committee (with voting rights and casting vote) and the Tangata Whenua representatives (without voting rights at that time).

STRATEGIC / STATUTORY CONTEXT

16. Clause 31(1) Schedule 7 of the Local Government Act (LGA 2002) provides that Council may appoint or discharge any member of a committee. Clause 31(3) provides for the Council to appoint persons who are not members of the Council to its committees if, in the opinion of

the local authority, that person has the skills, attributes, or knowledge that will assist the work of the committee.

17. Section 14 of the LGA 2002 requires a local authority, in performing its role, to act in accordance with the principles specified. These principles include, in subsection 14(1)(d), that a local authority should provide opportunities for Māori to contribute to its decision-making processes.
18. Section 81(1)(a) and (b) of the LGA 2002 require that a local authority must (a) establish and maintain processes to provide opportunities for Māori to contribute to the decision-making processes of the local authority; and (b) consider ways in which it may foster the development of Māori capacity to contribute to the decision-making processes of the local authority.

OPTIONS ANALYSIS

Option 1 – Set remuneration based on Strategic Pay advice – Recommended option

19. In this option the Council would accept the expert advice provided by Strategic Pay and set the remuneration for voting members, the non-voting member and the Deputy Chairperson based on the ranges supplied.
20. The Council has the option of setting remuneration anywhere in the ranges provided by Strategic Pay.
21. This option would be consistent with the previous decisions regarding remuneration for externally appointed members based on advice from Strategic Pay.

Option 2 – Set remuneration not based on Strategic Pay advice

22. In this option the Council could set remuneration at levels that are not based on Strategic Pay advice.
23. This option is not recommended as the Council would not be guided by expertise in this matter.

FINANCIAL CONSIDERATIONS

24. The current budget provides for remuneration for representatives appointed to Council committees of \$77,000 per annum. An increase of \$27,400 per annum would be required to accommodate the increases proposed in this report. This increase can be absorbed into the current remuneration budgets.

LEGAL IMPLICATIONS / RISKS

25. There are no legal implications or risks associated with remunerating externally appointed members to Council Committees.

SIGNIFICANCE

26. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
27. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
 - (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the remuneration of externally appointed representatives.

- (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.

28. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of low significance.




ENGAGEMENT

29. Taking into consideration the above assessment, that the decision is of low significance, officers are of the opinion that no engagement is required prior to Council making a decision. *Click here to view the [TCC Significance and Engagement Policy](#)*

NEXT STEPS

30. Update the Agreements with the representatives.

ATTACHMENTS

1. **Strategic Pay - Review of remuneration for appointed members of Strategy, Finance and Risk Committee - A12601111** [↓](#) 
2. **Position Description - Tangata Whenua Representative to SFRC - A12633212** [↓](#) 
3. **Position Description - Rangapu Chair to SFRC - A12633214** [↓](#) 
4. **Position Description External Independent Appointee to SFRC - A12633213** [↓](#) 



Tauranga City Council

Fees Review for Strategy, Finance and Risk Committee

Prepared by:
Cathy Hendry, Managing Director
Strategic Pay
May 2021

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Overview

Susan Jamieson, General Manager: People and Engagement for Tauranga City Council ("TCC" hereafter), has commissioned Strategic Pay Ltd to provide a review of fee levels for the four Tangata Whenua representatives, the independent external appointee and the Te Ranapū representative of the newly formed Strategy, Finance and Risk Committee. TCC are also seeking advice on what an appropriate rate would be for an independent Deputy Chair.

We understand that the Tangata Whenua and external appointee will have full voting rights of on the Committee. The Te Ranapū representative will not have voting rights and will serve more as an advisor ensuring there is an active and up to date link into current tangata whenua discussions.

The role of the Committee is to assist and advise the Council in discharging its responsibility and ownership of with regards to Finance, Health and Safety (including cultural safety) and Risk Management. The Committee will also consider strategic issues facing the city and monitor progress on long term and annual plans. They will also be required to review and determine the policy and bylaw framework that will assist in achieving the strategic priorities and outcomes for TCC.

This new Committee is one of only two standing Committees at TCC, previously there were as many as 6. As a result, the workload and responsibilities have increased significantly since we last reviewed such fees. The other key change for these representatives are the full voting rights.

Our approach involved:

- Reviewing what similar roles would be paid if the Committees were under the purview of the NZ Government's State Services Commission's Cabinet Fees Framework;
- Looking at Committee fee levels and overall fee levels compared to data collected and analysed in our annual February 2021 [New Zealand Directors' Fees Survey](#)
- Reviewing the fees paid to the previous TCC Councillors and understanding the relativities between Councillor roles and pay and those of Tangata Whenua Representatives, External Representatives and Te Ranapū reps.



This report presents the following:

- 1 Overview
- 2 Background information
- 3 Recommendation
- 4 State Services Commission Analysis
- 5 Director Fee Revenue analysis
- 6 Relativities Analysis – Councillors and external representative Committee members
- 7 Appendix 1 - February 2021 [New Zealand Director Fees Survey](#) highlights on Committee Fees and Committee Practice



Recommendation Summary

We recommend that annual Committee fees for external representatives (both the Tangata Whenua and external appointees) of the Strategy Finance and Risk Committee to be set in a range from **\$20,000 to \$22,000**.

We recommend that annual Committee fees for the Ranapū Chair Appointee to be set at a range of **\$11,00 - \$12,000** (to align to the SSC framework).

We recommend that Deputy Chair fees to be set at **\$24,000 - \$26,400**

CONTEXT AND PROCESS TO FEE SETTING RECOMMENDATION

In setting fee levels the importance of understanding both the extent, context and scope of the workload is important. We have done this through application of the State Services Commission's Fees Framework scoring methodology.

In reviewing the fee levels we have taken into account:

- The fees Councillors receive, and respective relativities to Committee Fees
- The broader marketplace for governance fees including the Cabinet Fees framework, other broadly similar work we have conducted
- Our annual [New Zealand Directors' Fees Survey](#) as of February 2021.

In assessing fee levels for external representatives, we believe that relativity is important and our view is that fees paid to Councillors should be factored into a final determination on fee levels of such committees. We also had to consider that all roles except the Rangapū Chair appointee are full voting members of the Committee. In addition this Committee provides input into the long term strategic direction of TCC and time commitments are estimated to be double that of the previous committee members.

State Services Commission – Cabinet Fees’ Framework

In our view, the State Services Commission’s Cabinet Fees Framework, last reviewed in June 2019, is the most applicable methodology for TCC’s request for assessment of fee levels for Tangata Whenua members and external appointees. It is designed to address appropriate fees for members appointed to bodies in which the Crown has an interest which is applicable to TCC.

Such Bodies are classified into four groups as follows:

- Royal Commissions, Commissions of Inquiry and Ministerial Inquiries
- Statutory Tribunals and Authorities
- Governance Boards
- All Other Committees and Other Bodies.

In our view, the Strategy Finance and Risk Committee falls into Group 4: All Other Committees.

Within the Group 4 assessment, there are four Factors as follows:

- Skills, Knowledge and Experience Required for Members
- Function, Level and Scope of Authority
- Complexity of Issues
- Public Interest and Profile.

Each Factor has its own range of Scores.

We have scored the Strategy Finance and Risk Committee as follows, based on our understanding;

- Skills, knowledge and experience **Score: 10** out of 12 maximum
- Function, Level and Scope of Authority; **Score: 5** out of a maximum of 6
- Complexity of Issues: **Score: 4** out of a maximum of 5
- Public Interest and Profile: **Score: 4** out of a Maximum of 5
- **Total Score: 23.**

Daily rates: SSC Fees Framework Group 4; Level 2

Total Score	Level	Daily Rate Fees Range Member
20 to 23 points	2	\$290 to \$560

This framework also specifies that fees for audit and risk committees can be up to \$1,085 per day for a maximum of 30 days per annum. We believe this rate would be appropriate for the voting representatives while the daily rates in the table above should be applied to the Rangapū Chair appointee. We would however recommend aligning to the upper end of the range.



Our analysis in 2019 estimated committee commitment to be around 10 days. Based on our discussions with Coral Hair, it is our understanding that the time commitment has increased significantly due to the move to only 2 standing committees at TCC. We would suggest an appropriate estimate of days to be around 20 per year and would therefore recommend the following:

- Tangata Whenua Representative \$1,085 daily rate. Estimated days = 20. 20 x \$1,085 = **\$21,700.**
- External Representative \$1,085 daily rate. Estimated days = 20. 20 x \$1,085 = **\$21,700.**
- Rangapū Chair Appointee \$560 daily rate. Estimated days = 20. 20 x \$560 **\$11,200**

Independent Director Fee Analysis

Directors Fee Market Data – Revenue Analysis

Our research consistently demonstrates that in the NZ market, company turnover is most strongly correlated with Director fee levels, and consequently results of revenue samples are a key consideration as we develop Board fee recommendations.

The table below details Directors' base annual fee for 19 Public Sector organisations with total annual revenues between \$200M to \$500M. There are 19 Chairs and 124 Directors in the sample.

TABLE 1: FEES IN PUBLIC SECTOR ORGANISATIONS WITH REVENUES BETWEEN \$200 M AND \$500 M

\$	Lower Quartile	Median	Upper Quartile	Average
Chair	\$44 050	\$56 000	\$68 680	\$59 970
Deputy Chair	\$28 325	\$31 138	\$36 646	\$33 124
Directors	\$20 000	\$26 950	\$36 439	\$31 410



Relativities to Councillor Roles and Fees

We have considered the respective complexity, scope, workload and decision-making powers of previous TCC Councillors and the External representatives on this core Committee.

It is our view that the work of the committee does not equate to the workload of an elected councillor, specifically in three areas:

- 1 The work is limited to one committee while Councillors would attend all Council meetings.
- 2 Councillors' workloads and mandate requires them to work across a number of committees and understand a wide variety of issues hence their volume of work would typically be higher overall.

If we were to apply a fee based on the estimated meeting commitments compared to our knowledge of typical Councillor responsibilities, we would recommend setting fees at around 20% of current council fees. This would equate to fees of around **\$21,125 (based on the previous Councillor fees of \$105,628)**

Recommendation

MARKET DATA

SUMMARY RESULTS FOR TANGATA WHENUA AND EXTERNAL APOINTMENT

Director Market Comparators	Positioning	Base Annual Fee (\$)
SSC Framework	Median	\$21,700
Director fees public sector based on revenue	Lower Quartile	\$20,000
Comparison to Councillor Fees	20%	\$21,125

We believe the above comparators show a lot of consistency and support our recommendation to set annual fees in a range of \$20,000 to \$22,000.

We recommend setting base annual fees for the Tangata Whenua and External appointee members into a range from:

- **\$20,000 to \$22,000 per annum**

We recommend setting base annual fees for the Deputy Chair into a range from:

- **\$24,000 to \$26,400 per annum**
- **Based on a Deputy Chair 1.2:1X ratio to base annual Directors Fees**

We recommend that annual Committee fees for the Ranapū Chair Appointee to be set at a range of **\$11,000 - \$12,000** (to align to the SSC framework). This lower fee recommendation recognises that this role has no voting rights and aligns to recommendations made on fees for other non-voting Tangata Whenua reps.



APPENDIX 1: NEW ZEALAND DIRECTORS' FEE SURVEY – FEBRUARY 2021

This annual Survey is the basis for understanding current trends and practices in the payment of Directors Fees' at New Zealand organisations. This is the 29th annual survey of its type conducted by Strategic Pay Ltd (the longest running survey of directors' fees in the country). 403 organisations contributed data to the 2021 New Zealand Directors' Fees Survey. 2,554 individual directorships were analysed for the Directors' fees data.

The Survey combines information from three sources:

- Organisations from the Strategic Pay database;
- Questionnaires sent to Strategic Pay master mailing list;
- Publicly available annual reports and NZX listings.

The data is reported as at 1 February 2021.

INCREASES REPORTED BY ORGANISATIONS

Annual Movements in Median 2012 – 2021

Non-Executive Chairs and Directors - All Organisations

This year we have seen Chair fees and directors drop from 2020, to be closer to 2019 reporting levels – pre-pandemic and subsequent lockdown. During a series of pulse surveys Strategic Pay ran during 2020 around business response to the Covid-19 pandemic, 15% of organisations cited they were making plans to reduce board fees, or that a fees reduction was under consideration.

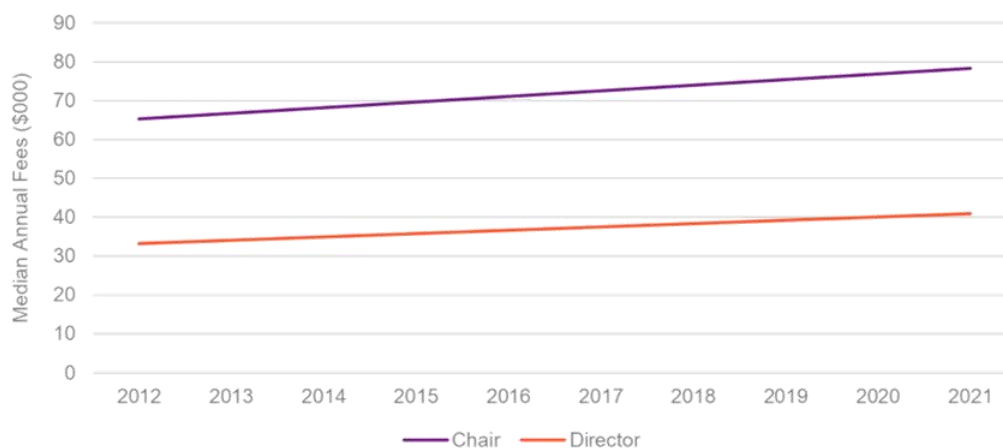
The following table summarises median movements of the overall sample, by director category, year on year, based on the actual fees reported.

Period	Chairs	Directors
	Median	Median
2021	-6.3%	-2.4%
2020	6.7%	2.5%
2019	1.1%	4.6%
2018	1.6%	3.5%
2017	1.8%	2.1%
2016	2.4%	1.5%
2015	2.9%	2.5%
2014	3.3%	2.4%
2013	1.3%	1.2%
2012	3.8%	-4.0%



Overall Trend in Median Director Fees 2012 – 2021

As illustrated below, the rate of increase may vary more for chairs than for directors. The graph illustrates the overall trend in median director fees from 2012 to 2021.



INCREASES IN THE YEAR TO FEBRUARY 2021

Three Year Rolling Trend in Median 2017 – 2021

Non-Executive Chairs and Directors – General Market

Traditionally our data has shown quite variable movements from one year to the next, with subsequent difficulty in using it as a guide for setting directors' fees. We have included a three-year rolling average for median to assist organisations in tracking overall trends. We recommend the use of the following figures when applying market movements to set current directors' fees.

Period	Chairs	Directors
	Median	Median
2019 - 2021	0.5%	1.5%
2018 - 2020	3.1%	3.5%
2017 - 2019	1.5%	3.4%

An additional factor in market movements is that fees are not always increased annually so fluctuations are common and analysing movements over a longer time span is necessary, particularly if there has been a disruption in the market.

Strategic Pay recommends a formal annual review of Directors' Fees, which may or may not result in an increase. This ensures that costs are known and minimises larger periodic increases/catch-ups.



Executive Summary

MARKET TRENDS FOR CHAIRS AND DIRECTORS

Non-Executive Chairs – General Market

- > Fee levels of 381 non-executive chairs were analysed in 2021 (sample size in 2020 was 372).
- > Of the 381 chairs, 278 are the same individuals as in 2020.
- > The median base annual fee paid to a non-executive chair in 2021 is \$75,000, down from \$80,000 in 2020.
- > Highest fees were paid to non-executive chairs within the mining / petroleum and manufacturing industries and lowest fees to chairs within the education industry.
- > Chairs of private sector publicly listed NZX companies are paid 62% more (at the median) than those of unlisted private sector organisations.

Non-Executive Deputy Chairs

- > Fee levels for Deputy Chairs were only analysed at the public and private sector levels this year, as the sectors pay substantially different to each other, with public sector organisations more likely to have deputy chairs.

Non-Executive Directors

- > Fee levels of 1,923 non-executive directors were analysed in 2021 (sample size in 2020 was 1,885).
- > Of the 1,923 directors, 1,373 are the same individuals as in 2020.
- > The median base annual fee paid to non-executive directors in 2021 is \$40,000 the same as \$41,000 in 2020.
- > Highest fees were paid to non-executive directors within the mining / petroleum and manufacturing industries, and lowest fees to directors within the education sector.
- > Directors of private sector publicly listed companies are paid 68% more (at the median) than those of unlisted private sector organisations.

Subsidiary Boards and Additional Fees

Eighty-eight percent of boards that responded they have subsidiary or parent boards, require directors to participate on the subsidiary or parent board. Of these organisations, 38% pay additional fees to some or all directors concerned.

Special Project Fees

Forty-nine percent of boards ask directors to perform additional or special project work beyond the scope of their normal responsibilities. Twenty-four percent of these boards pay their directors a special rate for the extra responsibilities. The average daily rate is \$1,890 for this work and the average hourly rate for these projects is \$200.

Position outline: Tangata Whenua Appointee

Title	Tangata Whenua Appointee
Committee	Strategy, Finance and Risk Committee
Date	09/05/2021

Position purpose

This is a strategic and significant governance role with accountability for overseeing the organisations strategic direction, risk management, internal control and financial management practices.

In particular, the Tangata Whenua Appointees are selected and recommended by Te Rangapū Mana Whenua o Tauranga Moana and endorsed by Tauranga City Council. The Tangata Whenua Appointee is expected to bring their understanding of Te Ao Maori alongside their relevant expertise and experience to contribute to the decision making of Tauranga City Council.

The role of the Committee is:

- to assist and advise the Council in discharging its responsibility and ownership of health and safety, risk management, internal control, financial management practices, frameworks and processes to ensure these are robust and appropriate to safeguard the Council's staff and its financial and non-financial assets;
- to consider strategic issues facing the city and develop a pathway for the future;
- to monitor progress on achievement of desired strategic outcomes;
- to review and determine the policy and bylaw framework that will assist in achieving the strategic priorities and outcomes for the Tauranga City Council.

The role has full voting rights for this committee.

Competencies

Competencies	Description
Governance Experience	<p>General Requirements</p> <ul style="list-style-type: none"> • Understands Local Government obligations, financial, legal and risk <p>Specific Requirements</p> <ul style="list-style-type: none"> • Board/ Governance Experience • Understands and respects the differing roles of the Commission, Committee Chairs, Mayor and Councillors • Recognises that the external appointee role does not extend to operational matters or to the management of any implementation • Develops and maintains a working knowledge of Council services, management processes, powers, duties and constraints that fall

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Competencies	Description
	<p>under the Strategy, Finance & Risk Committee's delegated areas of responsibility</p> <ul style="list-style-type: none"> Familiar with and complies with the statutory requirements of a committee member including appropriate recordkeeping in accordance with the Public Records Act 2005 and the Local Government Official Information and Meetings Act 1987
Leadership and Strategic Experience	<p>General Requirements</p> <ul style="list-style-type: none"> Strategic and/or leadership experience within a significant and complex organisation or similar field/sector <p>Specific Requirements</p> <ul style="list-style-type: none"> Committed to promoting the effectiveness of the Strategy, Finance & Risk Committee Committee experience in an audit, risk, strategy and/or finance context
Te Ao Maori	<ul style="list-style-type: none"> Is recommended by Te Rangapū Mana Whenua o Tauranga Moana as a Tangata Whenua representative to the Committee; Brings and maintains a strong understanding of issues relating to Maori in Tauranga Moana; Demonstrates an ability to apply a Maori lens to issues placed before Tauranga City Council, bringing to the attention of the Committee those aspects that may not usually be considered well or with strong understanding; Takes into consideration the wider Tauranga community when advising how to recognize Te Ao Maori.
Te Tiriti o Waitangi	<p>General Requirements</p> <ul style="list-style-type: none"> Understanding of, or a commitment to develop capability, with respect to Te Tiriti o Waitangi A commitment to demonstrating strong relationships as intended by Te Tiriti o Waitangi
Relevant Technical Experience	<p>General Requirements</p> <ul style="list-style-type: none"> Knowledge and understanding of the Local Government sector Knowledge, experience in audit, risk, strategy and/or finance <p>Specific Requirements</p> <ul style="list-style-type: none"> Proven experience in reviewing and analysing both financial and non-financial reports Local Government experience preferred The ability to ask relevant and pertinent questions, and evaluate the answers Understanding of the development and oversight of Treasury Management policy and the interaction with the LGFA Risk management experience Business acumen

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Competencies	Description
Financial	General Requirements <ul style="list-style-type: none"> Financial acumen and literacy
Legal	General Requirements <ul style="list-style-type: none"> Broad legal knowledge and experience relevant

Personal Attributes

Personal Attributes	Description
Integrity	<ul style="list-style-type: none"> High organisational ethics, accepts collective responsibility, respects confidentiality Identifies, is aware of and declares any potential personal conflicts of interest, whether of a pecuniary or non-pecuniary nature
Communication	<ul style="list-style-type: none"> Listens actively and accurately, encourages input from others, debates in reasoned and calm way Ability to communicate complex and technical information appropriate to the audience
Decision Making	<ul style="list-style-type: none"> Sophisticated, analytically based decision making, intellectual rigor Broad perspective - both short and long term, fully considers options
Teamwork/ Collaboration	<ul style="list-style-type: none"> Actively participates in and facilitates team effectiveness of the Committee Works productively and openly with colleagues An appreciation of the public entity's culture and values, and a determination to uphold these A proactive approach to advising the governing body and Chief Executive of matters that require further attention Supports the decision of the Committee outside the Council environment
Leadership	<ul style="list-style-type: none"> Proven skills and willingness to apply leadership in a governance context Demonstrated leadership or service within the audit, risk, strategy and/or finance sectors
Geographic Considerations	<ul style="list-style-type: none"> Has whakapapa or strong connection to Tauranga Moana Prefer someone based regionally and/or with the ability to attend Committee meetings in person (6 weekly)

A12561577

Position outline: Rangapū Chair Appointee

Title	Rangapū Chair Appointee
Committee	Strategy, Finance and Risk Committee
Date	09/05/2021

Position purpose

This is a strategic and significant governance role with accountability for overseeing the organisations strategic direction, risk management, internal control and financial management practices.

The Rangapū Chair Appointee is a position reserved for the Chair of Te Rangapū Mana Whenua o Tauranga Moana on the Committee. The role is designed to ensure an active and up to date link into current tangata whenua discussions to inform the Committee on areas requiring consideration.

This role is an advisory role and, as such, does not hold any voting rights.

The role of the Committee is:

- to assist and advise the Council in discharging its responsibility and ownership of health and safety, risk management, internal control, financial management practices, frameworks and processes to ensure these are robust and appropriate to safeguard the Council's staff and its financial and non-financial assets;
- to consider strategic issues facing the city and develop a pathway for the future;
- to monitor progress on achievement of desired strategic outcomes;
- to review and determine the policy and bylaw framework that will assist in achieving the strategic priorities and outcomes for the Tauranga City Council.

Competencies

Competencies	Description
Governance Experience	<p>General Requirements</p> <ul style="list-style-type: none"> • Understands Local Government obligations, financial, legal and risk <p>Specific Requirements</p> <ul style="list-style-type: none"> • Board/ Governance Experience • Understands and respects the differing roles of the Commission, Committee Chairs, Mayor and Councillors • Recognises that the role does not extend to operational matters or to the management of any implementation • Develops and maintains a working knowledge of Council services, management processes, powers, duties and constraints that fall under the Strategy, Finance & Risk Committee's delegated areas of responsibility

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Competencies	Description
	<ul style="list-style-type: none"> Familiar with and complies with the statutory requirements of a committee member including appropriate recordkeeping in accordance with the Public Records Act 2005 and the Local Government Official Information and Meetings Act 1987
Leadership and Strategic Experience	<p>General Requirements</p> <ul style="list-style-type: none"> Is the duly elected Chair of Te Rangapū Mana Whenua o Tauranga Moana <p>Specific Requirements</p> <ul style="list-style-type: none"> Committed to promoting the effectiveness of the Strategy, Finance & Risk Committee Committee experience in an audit, risk, strategy and/or finance context
Te Ao Maori	<ul style="list-style-type: none"> Brings and maintains a strong understanding of issues before Te Rangapū Mana Whenua o Tauranga Moana and can speak to the collective position on each issue (where a collective position exists)
Te Tiriti o Waitangi	<p>General Requirements</p> <ul style="list-style-type: none"> Understanding of, or a commitment to develop capability, with respect to Te Tiriti o Waitangi A commitment to demonstrating strong relationships as intended by Te Tiriti o Waitangi

Personal Attributes

Personal Attributes	Description
Integrity	<ul style="list-style-type: none"> High organisational ethics, accepts collective responsibility, respects confidentiality Identifies, is aware of and declares any potential personal conflicts of interest, whether of a pecuniary or non-pecuniary nature
Communication	<ul style="list-style-type: none"> Listens actively and accurately, encourages input from others, debates in reasoned and calm way Ability to communicate complex and technical information appropriate to the audience
Decision Making	<ul style="list-style-type: none"> Sophisticated, analytically based decision making, intellectual rigor Broad perspective - both short and long term, fully considers options
Teamwork/ Collaboration	<ul style="list-style-type: none"> Actively participates in and facilitates team effectiveness of the Committee Works productively and openly with colleagues An appreciation of the public entity's culture and values, and a determination to uphold these

A12561576

Personal Attributes	Description
	<ul style="list-style-type: none">• A proactive approach to advising the governing body and Chief Executive of matters that require further attention• Supports the decision of the Committee outside the Council environment
Leadership	<ul style="list-style-type: none">• Proven skills and willingness to apply leadership in a governance context• Demonstrated leadership or service within the audit, risk, strategy and/or finance sectors
Geographic Considerations	<ul style="list-style-type: none">• Prefer someone based regionally and/or with the ability to attend Committee meetings in person (6 weekly)

A12561576

Position outline: External Appointee

Title	External Appointee
Committee	Strategy, Finance and Risk Committee
Date	09/05/2021

Position purpose

This is a strategic and significant governance role with accountability for overseeing the organisations strategic direction, risk management, internal control and financial management practices.

The role of the Committee is:

- to assist and advise the Council in discharging its responsibility and ownership of health and safety, risk management, internal control, financial management practices, frameworks and processes to ensure these are robust and appropriate to safeguard the Council's staff and its financial and non-financial assets;
- to consider strategic issues facing the city and develop a pathway for the future;
- to monitor progress on achievement of desired strategic outcomes;
- to review and determine the policy and bylaw framework that will assist in achieving the strategic priorities and outcomes for the Tauranga City Council.

The role has full voting rights for this committee.

Competencies

Competencies	Description
Governance Experience	<p>General Requirements</p> <ul style="list-style-type: none"> • Understands Local Government obligations, financial, legal and risk <p>Specific Requirements</p> <ul style="list-style-type: none"> • Board/ Governance Experience • Understands and respects the differing roles of the Commission, Committee Chairs, Mayor and Councillors • Recognises that the external appointee role does not extend to operational matters or to the management of any implementation • Develops and maintains a working knowledge of Council services, management processes, powers, duties and constraints that fall under the Strategy, Finance & Risk Committee's delegated areas of responsibility • Familiar with and complies with the statutory requirements of a committee member including appropriate recordkeeping in accordance with the Public Records Act 2005 and the Local Government Official Information and Meetings Act 1987

A12561574

Competencies	Description
Leadership and Strategic Experience	<p>General Requirements</p> <ul style="list-style-type: none"> Strategic and/or leadership experience within a significant and complex organisation or similar field/sector <p>Specific Requirements</p> <ul style="list-style-type: none"> Committed to promoting the effectiveness of the Strategy, Finance & Risk Committee Committee experience in an audit, risk, strategy and/or finance context
Te Tiriti o Waitangi	<p>General Requirements</p> <ul style="list-style-type: none"> Understanding of, or a commitment to develop capability, with respect to Te Tiriti o Waitangi
Relevant Technical Experience	<p>General Requirements</p> <ul style="list-style-type: none"> Knowledge and understanding of the Local Government sector Knowledge, experience in audit, risk, strategy and/or finance <p>Specific Requirements</p> <ul style="list-style-type: none"> Proven experience in reviewing and analysing both financial and non-financial reports Local Government experience preferred The ability to ask relevant and pertinent questions, and evaluate the answers Understanding of the development and oversight of Treasury Management policy and the interaction with the LGFA Risk management experience Business acumen
Financial	<p>General Requirements</p> <ul style="list-style-type: none"> Financial acumen and literacy <p>Specific Requirements</p> <ul style="list-style-type: none"> Chartered Accountant or equivalent
Legal	<p>General Requirements</p> <ul style="list-style-type: none"> Broad legal knowledge and experience relevant

Personal Attributes

Personal Attributes	Description
Integrity	<ul style="list-style-type: none"> High organisational ethics, accepts collective responsibility, respects confidentiality Identifies, is aware of and declares any potential personal conflicts of interest, whether of a pecuniary or non-pecuniary nature

A12561574

Personal Attributes	Description
Communication	<ul style="list-style-type: none">• Listens actively and accurately, encourages input from others, debates in reasoned and calm way• Ability to communicate complex and technical information appropriate to the audience
Decision Making	<ul style="list-style-type: none">• Sophisticated, analytically based decision making, intellectual rigor• Broad perspective - both short and long term, fully considers options
Teamwork/ Collaboration	<ul style="list-style-type: none">• Actively participates in and facilitates team effectiveness of the Committee• Works productively and openly with colleagues• An appreciation of the public entity's culture and values, and a determination to uphold these• A proactive approach to advising the governing body and Chief Executive of matters that require further attention• Supports the decision of the Committee outside the Council environment
Leadership	<ul style="list-style-type: none">• Proven skills and willingness to apply leadership in a governance context• Demonstrated leadership or service within the audit, risk, strategy and/or finance sectors
Geographic Considerations	<ul style="list-style-type: none">• Prefer someone based regionally and/or with the ability to attend Committee meetings in person (6 weekly)

A12561574

11.3 Lime e-scooter trial update**File Number: A12543084****Author: Andy Vuong, Programme Manager - Cycle Plan Implementation****Authoriser: Nic Johansson, General Manager: Infrastructure****PURPOSE OF THE REPORT**

1. Provide an update on the progress of the Lime e-scooter trial
-

RECOMMENDATIONS

That the Council:

- (a) Receives the report Lime e-scooter trial update.
-

EXECUTIVE SUMMARY

2. The one-year Lime e-scooter trial has surpassed the halfway point and the following key insights have been observed through the first seven months of the trial period:
 - (a) Demand for scooters has been strong and usage higher than expected.
 - (i) 23,000 people have taken at least one ride
 - (ii) 140,000 trips taken totalling 220,000 kilometres travelled
 - (iii) Ridership is highest in the Mount Maunganui area
 - (b) Opposition to the trial was immediate and passionate, but the quantity and frequency of complaints has reduced greatly as the trial progressed.
 - (i) Approximately 175 enquires/complaints in total received by Council
 - (1) 103 received in the first 8 weeks (Oct 29 – Dec 31)
 - (2) 10 received in the last 8 weeks (Apr 5 – May 31)
 - (ii) The most frequent complaint is generally around how scooters are parked – either impeding the use of a footpath or being placed on a berm outside of someone's property.
3. A high degree of public interest has been observed during e-scooter trials in other NZ cities. Accordingly, we will undertake public consultation in August to obtain a broad spectrum of feedback from the community on their desires and this feedback will be included in the final trial report.

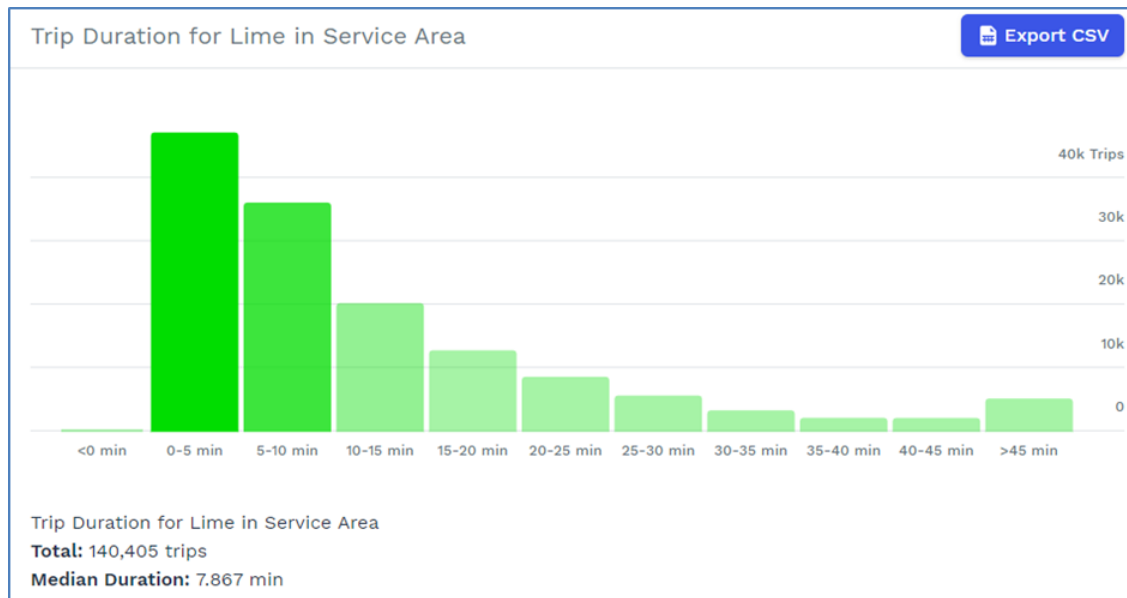
BACKGROUND

4. At the Oct 6, 2020 Council meeting, a 12-month e-scooter trial with Lime NZ was unanimously approved to proceed. Details on the operating conditions of the trial and areas with usage restrictions can be found in Attachment A.
5. Lime began a “soft launch” of e-scooters on October 29th, gradually increasing the number of scooters available to hire over the next 72 hours. For purposes of the trial, November 1st is considered the official start date.
6. For the first 6 weeks, approximately 250 scooters were made available for hire. In mid-December, that number increased to between 350-375 and has remained at those levels till present day.

7. To help analyse ridership information, Council has been utilising an online software platform from Ride Report to collect and visualise trip data. Using data from the first seven months of the trial, a sample of the types of questions the tool can help answer are:

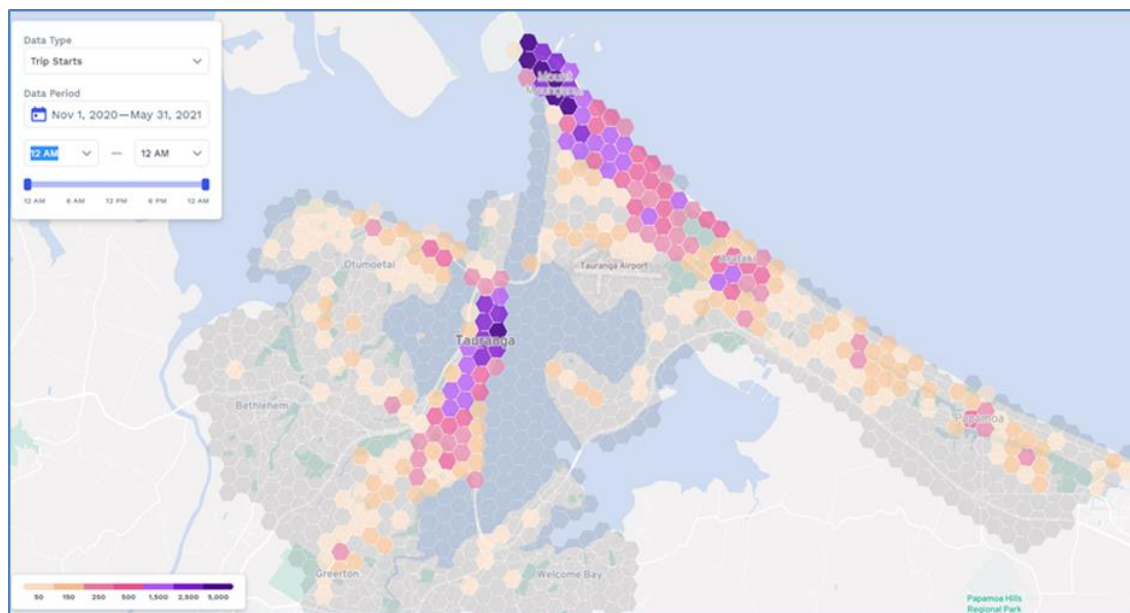
(a) How long do people ride an e-scooter per trip?

- (i) 33% are less than 5 minutes, 25% are between 5 – 10 minutes, 23% are between 10 – 20 minutes, and 21% are greater than 20 minutes.



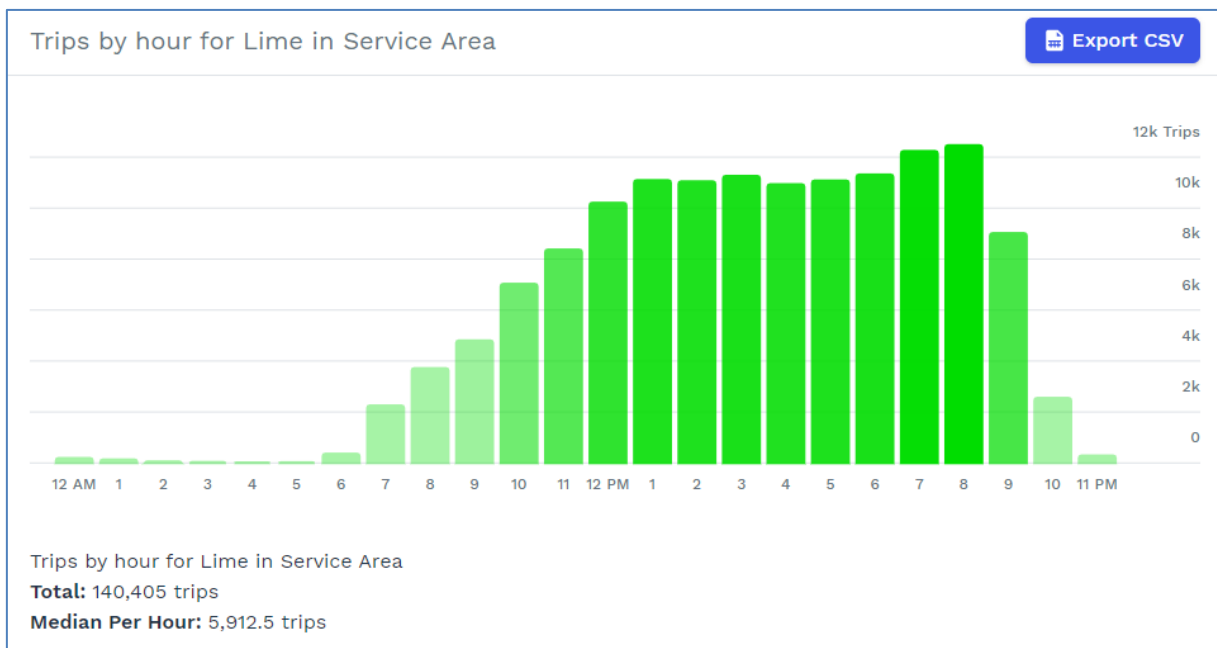
(b) Where do most people start their trip?

- (i) Trips are most likely to begin in the Mount Maunganui and Tauranga CBD / entertainment areas. Trip starts in the Mount are approximately double that of the CBD/Strand.



(c) What time of day are scooters used the most?

- (i) 20% happen before 12PM, 10% happen after 9PM, with the remaining 70% split pretty evenly each hour between 12PM – 9PM.



8. Reports of injuries or accidents have been low, with Council receiving five reports of an incident to date. To understand if under reporting has occurred, we will work with ACC and Police to determine if their data paints a different picture.
9. We have been satisfied with Lime NZ's performance as Council's operating partner for the trial. Lime NZ has:
 - (a) worked at pace with residents, businesses, and schools to mitigate their specific concerns or complaints
 - (b) engaged with organisers of large events (e.g. Bay Dreams, One Love, Tinman Triathlon, etc) and modifying their operations to mitigate health and safety concerns
 - (c) supported Tourism Bay of Plenty's concept of a food tour by e-scooter (Dine on a Lime) and provided free/discounted trips
 - (d) hosted new rider workshops and pushed additional messaging via their app to promote safer rider behaviour

FINANCIAL CONSIDERATIONS

10. Revenue and expenses of the trial are tied to the total number of trips taken, with a \$0.15 operator fee levied on Lime NZ and \$0.0225 usage fee payable to Ride Report for each trip taken. Through the first seven months of the trial:
 - (a) Operator fees have totalled \$21,000
 - (b) Ride Report usage fees have totalled \$3100
11. Aside from staff time to manage the trial and respond to public feedback, no other expenses have occurred to date.

CONSULTATION / ENGAGEMENT

12. Staff are planning to undertake public consultation in August to obtain feedback from the community on the impacts of the trial and what outcomes related to shared e-scooters they prefer.
13. Results of the consultation will be incorporated into the evaluation of the trial and inform the recommendation on how to proceed.

SIGNIFICANCE

14. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
15. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
 - (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the issue, proposal, decision, or matter
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
16. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the issue is of medium significance, however the general update provided in this report is of low significance.

NEXT STEPS

17. We will:
 - (a) Continue to monitor the trial over the remaining 5 months, focusing on demands and impacts over the winter which is expected to be the lowest period to e-scooter usage.
 - (b) Prepare for and undertake public consultation with the community in August.
 - (c) Complete an evaluation of the full trial and public consultation feedback to inform a recommendation on what Council should do with shared e-scooters.

ATTACHMENTS

1. **Attachment A - Lime e-scooter trial approval report - Oct 6 2020 - A12616106** [↓](#) 

0.0 Lime NZ e-scooter trial approval**File Number:** A11672422**Author:** Andy Vuong, Programme Manager - Cycle Plan Implementation**Authoriser:** Nic Johansson, General Manager: Infrastructure**PURPOSE OF THE REPORT**

1. Obtain Council approval to begin a shared e-scooter trial with Lime NZ

RECOMMENDATIONS

That the Council:

- (a) Receives the report;
- (b) Approves the trial operator fees consisting of:
 - (i) \$0.15 per ride taken fee, paid monthly
 - (ii) \$2,500 non-refundable deposit permit fee
- (c) Authorises a shared e-scooter trial with Lime NZ to commence with the revised operating conditions

EXECUTIVE SUMMARY

2. TCC and Lime NZ have been in discussions to finalize operating conditions, operator fees, and a preferred start date to begin an e-scooter trial.
3. This process has taken longer than expected due to Covid-19 and required assessing how on-going impacts of the pandemic might affect the suitability or timing to conduct the trial.
4. Both parties are now confident that a trial can proceed and have proposed a fee structure whereby on-going operator fees are calculated based on the number of rides taken as opposed to the maximum number of scooters permitted.
5. Calculating fees to operate shared e-scooters this way would be a first in New Zealand, and provides several key advantages to the standard method:
 - (a) A better reflection of the impact e-scooters would have should usage be lower or higher than expected on:
 - (i) our streets, footpaths, and wider community
 - (ii) Council staff who monitor activity or respond to community feedback
 - (b) Opportunities to create incentives or non-compliance penalties to drive operators to achieve desired safety outcomes and reduced nuisance concerns
 - (c) Some risk mitigation to Lime NZ (or any operator) to invest in smaller markets while not limiting Council's ability to collect a reasonable amount of fees should usage be as expected or higher.
6. Pending approval from Council, Lime NZ has suggested a preferred date of October 29 to start the e-scooter trial.

BACKGROUND

7. In March 2020, The Urban Form, Transport, and Development committee endorsed a proposed framework for a shared e-scooter trial with Lime NZ. The next steps were to begin negotiations with Lime NZ to confirm the operating conditions, fees, and a potential start date in May.

8. Negotiations began in April but were paused until clarity around when shared e-scooters could operate under the alert level framework became clearer. The following key considerations were assessed to determine if or when would be an appropriate time to move forward with a trial:
 - (a) the prohibition of shared e-scooters at Alert Level 3 and 4; approval to operate at Alert Level 2 but with additional physical distancing and cleaning restrictions
 - (b) Lime NZ's commitment to restarting and stabilizing operations in existing cities before expanding to new localities
 - (c) a sustained decrease in demand for shared e-scooters nationwide following border closures and a return to alert level 1
 - (d) recent increases of alert levels nationwide and in Auckland, and likelihood increases in alert levels could occur over the proposed duration of the trial
9. The guiding principles of the negotiations were to identify opportunities to enhance the proposed framework endorsed in March to:
 - (a) provide the best opportunity to assess e-scooter demand and impacts without compromising operating conditions intended to reduce safety risks and nuisance concerns
 - (b) Create a more sustainable operating environment for both Lime NZ and TCC
10. Different ways to monitor the trial were also explored and the ability to obtain the most insights possible, while limiting the level of Council resources. This led to an agreement with Ride Report, a leading micro-mobility data analytics company which operates in cities worldwide.
 - (a) Insights and capabilities of Ride Report include:
 - (i) trips per vehicle per day (often used to assess cap increase requests)
 - (ii) trips per zone and zone deployments (often used to track deployments in downtown, equity, and other areas)
 - (iii) total deployments (to understand compliance with cap regulations)
 - (iv) total trips (for calculating congestion and greenhouse gas reduction)
 - (v) per trip fees tracking and in-tool invoicing
 - (vi) travel pattern analysis: frequented origin and destination
 - (vii) trip duration, trip distance and trips by the hour (by zone and/or for a specific time frame)
 - (viii) data trustworthiness: MDS Health feature that continuously audits the operators' MDS feeds for any issues
 - (b) They currently are working with Auckland City Council, Wellington City Council, Christchurch City Council and Selwyn District Council.

TRIAL OPERATING CONDITIONS

11. The following outcomes of the negotiations between TCC and Lime NZ on the key conditions for the trial are as follows:
 - (a) **Duration, operators, and device caps**
 - (i) Revised agreement
 - (1) A single 12 month phase
 - (2) Lime NZ is the sole operator for the trial
 - (3) Dynamic cap - Lime NZ must obtain permission from TCC to exceed 400 scooters.

- (ii) Originally proposed condition(s)
 - (1) 12 months in total with two six-month phases.
 - (a) Phase 1 (May 2020 – October 2020)
 - (i) Lime NZ is the recommended operator to be licensed during this phase.
 - (ii) Dynamic cap not to exceed 400 e-scooters.
 - (b) Phase 2 (Dec 2020 – April 2021)
 - (iii) Not more than two operators are recommended to be licensed during this phase.
 - (iv) Lime NZ to continue pending Phase 1 performance and compliance review
 - (v) Selection and licensing of a new operator(s) via an Expression of Interest (EOI) process
 - (vi) Device caps are yet to be determined and will be based on analysis of Phase 1.
- (b) **Geographic Area**
 - (i) Revised agreement
 - (1) No changes
 - (ii) Originally proposed condition(s)
 - (1) No restricted territorial area is currently planned.
 - (2) Operator/s will likely determine their own operational areas based on demand.
- (c) **Hours of Operation**
 - (i) Revised agreement
 - (1) Operational hours: 5:00AM to Midnight, daily. Outside of operational hours all e-scooters will be deactivated.
 - (2) Within the Mount Maunganui and Tauranga CBD “Low Speed Zone” boundaries additional restrictions will apply:
 - (a) An earlier curfew for operational hours – starting at 10:00PM (from 12:00AM) on Friday and Saturday.
 - (b) E-scooters must be removed on Friday and Saturdays by 11PM at these designated locations:
 - (i) Maunganui Rd – between Grove St. and Pacific Ave.
 - (ii) The CBD – area between Harrington St. to Spring St. and Willow St. to The Strand.
 - (ii) Originally proposed condition(s)
 - (1) Operational hours: 5:00AM to 11:00PM, Monday – Sunday. Outside of operational hours all e-scooters will be deactivated.
 - (2) For designated areas of downtown Mount Maunganui and Tauranga CBD an additional restriction will apply:
 - (a) A broader curfew – start time of 9:00PM (from 11:00PM) on Friday and Saturday.
 - (b) E-scooters must be collected within 60 minutes of the curfew times, 7 days a week by the operator.

(d) No Operating Zones

(i) Revised agreement

- (1) Renamed from "Restricted Zone" – otherwise no changes.

(ii) Originally proposed condition(s)

- (1) The following will be designed at restricted zones:
- (a) All cemeteries (from nearest footpath or road boundaries)
 - (b) Mauao access trails (restricted at Adams Ave / Marine Parade)
 - (c) All unsealed pathways in TCC parks or reserves

(e) Lower Speed Zones

(i) Revised agreement

- (1) Renamed from "Courtesy Speed Zones" – otherwise no changes.

(ii) Originally proposed condition(s)

- (1) The following will be designed as courtesy speed zones (15km/h):
- (a) Mount Maunganui business district and tourist zone
 - (b) Tauranga Central business district
 - (c) Greerton Village business district

(f) No Parking Zones

(i) Revised agreement

- (1) Renamed from "Start/End of Trip Restricted Zone" – otherwise no changes.

(ii) Originally proposed condition(s)

- (1) The following will be designed as start/end restricted zones:
- (a) All TCC parks and reserves (must be parked outside boundaries)
 - (b) All bridges and overpasses
 - (c) Note: During Friday and Saturday curfew hours, the Mount and CBD low speed zones will also at as no parking zones

(g) Preferred Parking Zones

(i) Revised agreement

- (1) Renamed from "Designated parking/deployment zones" – otherwise no changes.

(ii) Originally proposed condition(s)

- (1) No designated parking and deployment zones are planned at the start of trial but will be considered and implemented based on trip data and user behaviours following the first 14 days of operations.

TRIAL OPERATOR FEES

12. Staff and Lime NZ have proposed the following terms and conditions for operator fees during the trial:

- (a) A fee of \$0.15 per ride will be charged to Lime NZ to operate during the trial. TCC will invoice Lime NZ on a monthly basis.
- (b) Lime NZ will provide a \$2500 non-refundable deposit prior to TCC issuing a permit to operate. The initial monthly operator fees will be deducted from this deposit.

FINANCIAL CONSIDERATIONS

13. Based on an assumption of a 12-month trial with no prolonged Covid-19 restrictions higher than Alert Level 2, here is an estimation of known/expected receivables and payables:
- (a) Revenue
 - (i) Lime NZ operator fees of \$10,000 - \$15,000.
 - (b) Expenses
 - (i) Ride Report fee of \$2,500 - \$4,000.
 - (1) Council's contract with Ride Report is structured as a per ride fee similar to the ride fee Lime NZ is charged by TCC.
 - (2) This agreement type with is also the first of its kind in New Zealand and should offer significant savings to TCC compared to their standard fixed price yearly fee.
 - (ii) Preferred Parking Zone installations of \$5,000 - \$10,000
 - (1) Staff expects to install several preferred parking zones to test if they reduce issues related to parking and deployment of scooters
 - (2) The level of infrastructure (paint to docks/racks) will be determined as rider patterns emerge and community feedback is received.
 - 14. Staff time to setup, monitor, and report on the trial is not included as a payable since no additional expenditures will be paid out for time spent. This time should be considered an opportunity cost and is estimated to be 300 - 500 hours split amongst the project lead, communications staff, contact centre, and steering group.

CONSULTATION / ENGAGEMENT

- 15. TCC will provide a mechanism for the public to provide online feedback specific to the trial either via email address or form on the Council's e-scooter trial webpage.
- 16. Lime NZ will also provide a mechanism to collect feedback from its users and supply those comments to TCC.

SIGNIFICANCE

- 17. Under the TCC Significance and Engagement Policy, the decision to proceed with a shared e-scooter trial is of low/medium significance as the permanent impact on the wider community are considered minor or will be evaluated as part of the trial.

NEXT STEPS

- 18. If recommendations in this report are approved, staff will:
 - (a) Update the Council's e-scooter website
 - (b) Create and issue Lime NZ a permit to operate the trial
 - (c) Finalize and execute the pre-launch communications plan with Lime NZ

ATTACHMENTS

Nil

11.4 Arataki Bus Facility**File Number: A12550571****Author: Alistair Talbot, Team Leader: Transport Strategy & Planning
Peter Siemensma, Senior Transport Planner****Authoriser: Christine Jones, General Manager: Strategy & Growth****PURPOSE OF THE REPORT**

1. To provide an overview of the Arataki Bus Facility project, a summary of the issues associated with this, and set out the next steps for the project including their estimated timeframes.
-

RECOMMENDATIONS

That the Council:

- (a) Receives the report “Arataki Bus Facility”.
 - (b) Notes that Waka Kotahi New Zealand Transport Agency co-investment to develop a business case to identify a preferred site for a facility has been confirmed.
 - (c) Notes the Next Steps, Issues and Estimated Timeframes associated with developing the business case to support funding decisions, and likely statutory consents and approvals for a bus facility at the preferred site.
-

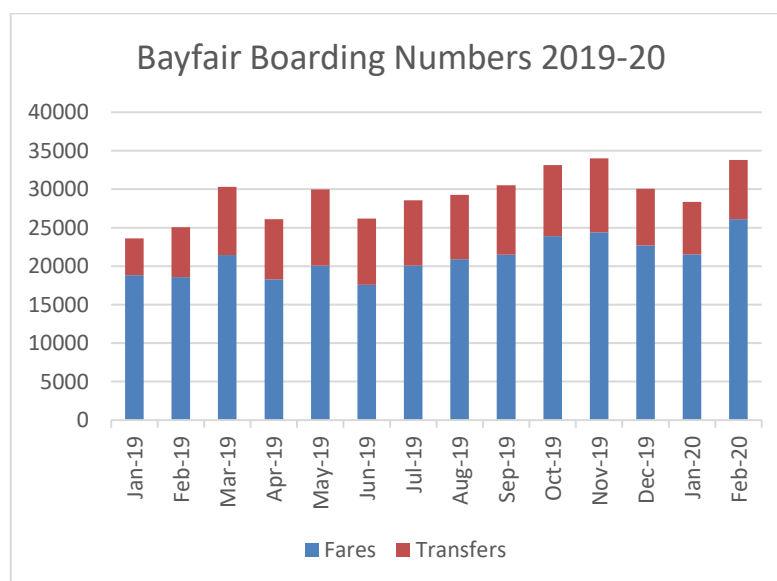
EXECUTIVE SUMMARY

2. Quality public transport infrastructure that is integrated with its surrounding urban environment and the transport network supports the objectives of the Urban Form & Transport Initiative (UFTI) and the Western Bay of Plenty Transport System Plan (WBTSP).
3. The current temporary bus facility on Farm Street in the Arataki area is the second busiest public transport facility in Tauranga but is not satisfactory for bus users or local residents and creates issues from a bus network operations perspective. It is difficult to make significant further transport network improvements in the broader area until a permanent location for the facility has been determined.
4. Sites for a permanent facility throughout Arataki have been assessed with the area around Farm Street generally performing best as it provides good access to key destinations as well as the residential catchment north of State Highway 2.
5. Previous investigations have shortlisted two sites for further investigation, these are:
 - (a) Part of Arataki Park currently used by St. John Ambulance on Girven Road; and
 - (b) A location within the Bayfair shopping centres site accessed from Farm Street.
6. The previous investigations have identified that the Bayfair site performs better than the Arataki Park site. However, both sites have advantages and disadvantages from a bus user, community and network operations perspective.
7. Co-funding from Waka Kotahi to develop a Single-stage business case (business case) to further investigate the two sites to identify a preferred site has now been confirmed.
8. The next steps for the Arataki Bus Facility project (the Project) is to develop the business case to:
 - (a) Identify a preferred site or sites for a permanent bus facility;
 - (b) Develop the preliminary design for the preferred bus facility;

- (c) Identify and develop the preliminary design for associated nearby network improvements (e.g. intersection improvements, walking & cycling connections) required to support the safe and effective operation of the facility.
9. Community consultation and engagement is required as part of developing the business case and is proposed. A detailed consultation and engagement plan is to be developed. The outcomes of the consultation and engagement are also used to support applications for statutory approvals required to implement the preferred option.
 10. This report is intended to update Council on the next steps, issues and timeframes for the project.

BACKGROUND

11. The temporary bus facility on Farm Street (operational since mid-2018) is not satisfactory for bus users or local residents and creates issues from a network (e.g. bus service operations) and local community perspective.
12. Some Farm Street residents are concerned about volume and speed of buses and traffic as well as social issues occurring at the bus facility. There are wider concerns for the safety of other road users, particularly those on bikes and walking to local schools. Whilst some issues have been addressed, it is difficult to make significant further improvements within the wider Arataki area without determining the long-term location and format of the bus facility.
13. The existing temporary facility does not perform from a network perspective, as there is no ability for buses to turn around safely, necessitating a loop around local streets (increasing the impact of the facility on residents). Currently, 31 buses per hour depart from the existing bus facility, although without the need for looping, this would represent 21 movements per hour (since many “terminating” services layover for a few minutes and become a departing service). Bay of Plenty Regional Council have identified that a facility allowing buses to turn around would allow them to remove all buses from Leander Street and almost halve the number of current movements along Farm Street.
14. The current facility has the second highest boarding numbers for the city. This reflects the key destinations nearby as well as being a location serving a significant residential catchment. Non-transfer boardings at the facility have consistently exceeded 20,000 people per month with total boardings (including transfers) exceeding 30,000 pre-Covid.



STRATEGIC / STATUTORY CONTEXT

15. Quality public transport infrastructure is important and aligned to the strategic direction provided by the UFTI. In addition, the Western Bay of Plenty Transport System Plan identifies a public transport facility in the Arataki area.

OPTIONS ANALYSIS

16. The purpose of the business case is to investigate and identify a preferred site for a permanent bus facility in the Arataki area. It is noted that this investigation may find that the preferred facility is provided over two sites (e.g. partly on Girven Road and partly on Farm Street). In addition to this the business case will include:
 - (a) Development of the preliminary design for the preferred facility;
 - (b) Investigate and identify associated necessary nearby network improvements (e.g. intersection improvements, walking & cycling connections) required to support the safe and effective operation of the facility.
17. Investigations undertaken to date have assessed a number of sites throughout the Arataki area. This work identified the area around Farm Street as generally performing best as it serves the key destinations in the area as well as the residential catchment.

Sites Investigated



18. The Transport System Plan (TSP) 'Combined Public Transport Services and Infrastructure business case' is currently being scoped. That business case is expected to address matters like the future bus service operating model and confirm the general location, scale and timing of infrastructure (like a bus facility) to support this. It is not expected to identify that there is no facility required in the Arataki area. It is noted that both UFTI and the TSP have confirmed the need for a facility in this area. There will however need to be close integration of these two business cases as they develop.
19. It is noted that regardless of the location of the permanent bus facility, Grenada Street, Farm Street and Links Ave continue to form the key route for public transport through the Arataki area. Whilst State Highway 2 is expected to carry some express services, the local street network provides the permeability for Arataki residents from Sandhurst Drive to Golf Road to access public transport within a convenient walk distance.
20. The investigations undertaken to date have also confirmed the need to progress a broader project to manage transport movements through the Arataki area, provide for the safe movement of all road users and improve amenity. Confirming the long-term location for the Arataki bus facility is essential to successfully progressing this.
21. The investigations undertaken to date have shortlisted two sites (refer to Attachment 1 for Site Plans for each short-listed site):
 - Part of Arataki Park currently used by St. John ambulance on Girven Road; and
 - A location within the Bayfair Shopping Centre site accessed from Farm Street.
22. Of these two shortlisted sites the Bayfair site has been identified as performing better than the Arataki Park site option. From a transport network, bus service operations and customer perspectives the key reasons for this relate to:

- (a) the likely bus and pedestrian demand on the planned signals at the Farm Street / Marlin Street intersection;
 - (b) the manoeuvring and potential bus and pedestrian conflict point issues relating to either possible layout for the St. John site.
 - (c) The Arataki Park site would require greater provision of facilities for both drivers and passengers, but it would be feasible to include these in the design development.
 - (d) Personal safety and social issues for the Arataki Park site could be problematic due to the lack of passive surveillance from pedestrians and traffic. Mitigation can be provided but it would not perform as well as the Bayfair site which is busier and overlooked by residents as well as the day/night activity of the Mall.
 - (e) Both likely layouts for the Arataki Park site would create issues for transferring passengers, in terms of the likely walk distance and number of crossing points within the facility to access different stops.
 - (f) A survey of bus users undertaken in 2019, identifies a strong preference for the facility to be located at or very close to the existing facility. The survey also identified that Bayfair (or a home within a short walk) are the key destinations for trips ending at the facility (rather than other destinations around Girven Road).
23. However, it should be noted that the Arataki Park site does allow a greater scope for future expansion of the facility if required and would have the benefit of being developed on publicly controlled land.

Business case and Consenting & Approval processes

24. A business case is required by Waka Kotahi for an activity (above \$2m cost) to be eligible for National Land Transport Fund (NLTF) investment at the Councils Funding Assistance Rate of 51% of the total project cost. In addition, the business case process provides analysis and information to support other consenting and approval processes (e.g. under the Resource Management Act) that are required to establish a bus facility on either of the two shortlisted sites.
25. Prior to commencing a business case Waka Kotahi require that a 'Point of Entry' (PoE) be agreed. This assessment sets out the reason for the need to develop a business case, the process for its development and the associated costs. It is the document on which Waka Kotahi base their decision to invest in a business case.
26. Developing and agreeing the PoE with Waka Kotahi is an iterative process. It includes ongoing discussion and feedback to allow the document to be finalised. Once finalised the PoE is submitted to decision-makers within Waka Kotahi. Developing and agreeing the PoE for this project has taken considerable time, 10 months, and delayed earlier progress of this project.
27. The investigations undertaken to date have identified that:
- (a) The Bayfair site would require resource consent, which could be a lengthy and contested process due to likely opposition from affected residents. It is possible that any resource consent decision by Council could be appealed to the Environment Court.
 - (b) The Arataki Park site would require the reserve status of the site to be revoked, a lengthy public process requiring Ministerial approval (Minister of Conservation).

Arataki Park is zoned "Active Open Space" in the City Plan. Also, the majority of the Park site, excluding the area where the St Johns activity is located, is designated for the purpose of "Sub regional multisport park". A bus facility may be permitted as a "community facility" in the Active Open Space zone but would still require resource consent for access onto the "strategic road network" (i.e. Girven Road). The business case would further assess and confirm the resource consent requirements for the Arataki Park site.

28. The business case development, including community consultation and engagement, and statutory consenting and approval processes to enable the establishment of a bus facility is estimated to take around 2 years to complete. This timeframe is influenced by the issues (e.g. technical option development, consultation, planning and land ownership issues) associated with each of the short-listed sites and the need for robust community consultation and engagement on the options to identify a preferred site.
29. The estimated business case and statutory approval timeframes are broken down in Table 1, below.

Table 1: Estimated Timeframes

Activity	Estimated Timeframe	Comments
Procurement	2-months	<ul style="list-style-type: none"> Open market procurement approach to confirm a supplier. Appoint supplier(s) to deliver the business case and support public consultation and engagement.
Business case development to identify the preferred option	6-8 months	<ul style="list-style-type: none"> Options development and analysis Community consultation & engagement Preliminary design development Benefit cost analysis <p>Note: This timeframe will be influenced by feedback received to the consultation and engagement and the issues that this raises which need to be addressed.</p>
Decision-making on the preferred option	1-2 months	<ul style="list-style-type: none"> Council decision-making on recommended preferred option. Waka Kotahi decision-making on the preferred option and next stage investment (i.e. statutory approvals; detailed design & implementation) <p>Note: Likely that Waka Kotahi will stage or condition its funding approval in that Implementation / Construction funding will be subject to first confirming all necessary statutory approvals and consents.</p> <p>There is also some risk that Waka Kotahi funding for delivery will not be available due to their wider funding pressures.</p>
Statutory consents & approvals	4-12 months	<ul style="list-style-type: none"> Resource consent for bus facility Arataki Park site: Reserve status revocation or reclassification from Recreation reserve to Local Purpose Reserve¹ <p>Notes:</p> <p>There is a risk that a Local Purpose Reserve status is too restrictive and would</p>

¹Further information about these processes can be found in Council Report DC272 (10 September 2019)

		<p>not allow the range of activities that a bus facility involves meaning only revocation of the Reserve status is a viable option.</p> <p>For a Reserve re-classification, whilst it does require the Minister's approval, this approval is delegated to TCC as the administering body of the Reserve, so wouldn't need to be sent to the Minister of Conservation. However, that doesn't mean that TCC as the administering body can make a decision that is inconsistent with the Reserves Act function and purpose.</p>
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Fast-track Option

30. Given the timeframes identified above an option of developing a 'fast-track' business case has been considered. A fast-track option would focus primarily on the ability to condense the estimated 6-8 month business case development phase identified in Table 1.
31. However, on balance it is considered that condensing the analysis and engagement phase will expose Council to risk in that that we won't be able to demonstrate through any potential legal challenge process that we have robustly assessed and engaged on the options. Also, condensing this phase of work will introduce risk that could prevent Council from securing funding from Waka Kotahi which would result in that cost being transferred to the ratepayer.
32. As the business case develops and feedback (e.g. level of support or otherwise) on the options is received the estimated timeframe for the statutory consents and approvals process will be able to be further considered.

FINANCIAL CONSIDERATIONS

33. Funding to undertake the Business case has now been agreed (April 2021) with Waka Kotahi. The scope of the business case is now being developed further to support procurement of a supplier to undertake the investigation.
34. Waka Kotahi have informally identified that they are unlikely to fund lease costs for Bayfair site or any relocation costs for St. John's ambulance from the Arataki Park site. Bayfair are working to progress with a next stage of their development, and they wish to have an indication from Council as to next steps in relation to the proposed lease of a portion of their site, should that become the preferred location.
35. The current Long Term Plan includes the Arataki Bus Facility project and this is also included in the draft LTP as two projects:
 - (a) Arataki Bus Facility investigation – planning, business case, engagement, consenting & preliminary design is scheduled for Years 1 to 3 of the LTP with an estimated budget of approximately \$1.2m.
 - (b) Arataki Bus Facility construction – scheduled for Years 3 to 4 of the draft LTP with an estimated budget of approximately \$14m. It is noted that this is an early cost estimate that will require further development as the options are assessed and developed through the business case.

CONSULTATION / ENGAGEMENT

36. Council has been keeping the Arataki community informed via e-newsletter and drop-in sessions with staff. In addition, a pilot engagement approach has been developed for the Arataki area by the Engagement team in partnership with Transport and other teams within Council. This approach has sought to create an overarching stakeholder reference group where projects like the Arataki Bus Facility can be presented for feedback. Broader general

community consultation and engagement on the Project will also be required to support the business case development and any subsequent statutory consenting or approval process.

SIGNIFICANCE

37. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
38. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
 - (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the issue, proposal, decision, or matter
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
39. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium to high significance due to a potentially high level of public interest.

ENGAGEMENT

40. Taking into consideration the above assessment, that the matter is of medium-high significance, officers are of the opinion that further consultation and engagement is appropriate. As outlined earlier in the report this will occur as part of the business case process.

NEXT STEPS

41. The Projects next steps are identified in Table 1 of this report and are focussed on procuring a supplier(s) to develop the business case and support community consultation and engagement on the Project.
42. In addition, staff will continue to work together with Bay of Plenty Regional Council on the development of the TSP Public Transport Combined Services and Infrastructure business case to further inform and refine the requirements for the Arataki Bus Facility.

ATTACHMENTS

1. **Indicative drawings for the Arataki Park site - A11630516** [!\[\]\(d27edc55493507da2f9b8c7a52b3b96f_img.jpg\)](#) [!\[\]\(9bf7a72a60a57323fa980b9b0338593f_img.jpg\)](#)
2. **Indicative drawings for the Bayfair site - A11630511** [!\[\]\(4b60241e906ef61007ada3e521a0c6a3_img.jpg\)](#) [!\[\]\(5c2af0230acb459edf1f07c643964277_img.jpg\)](#)





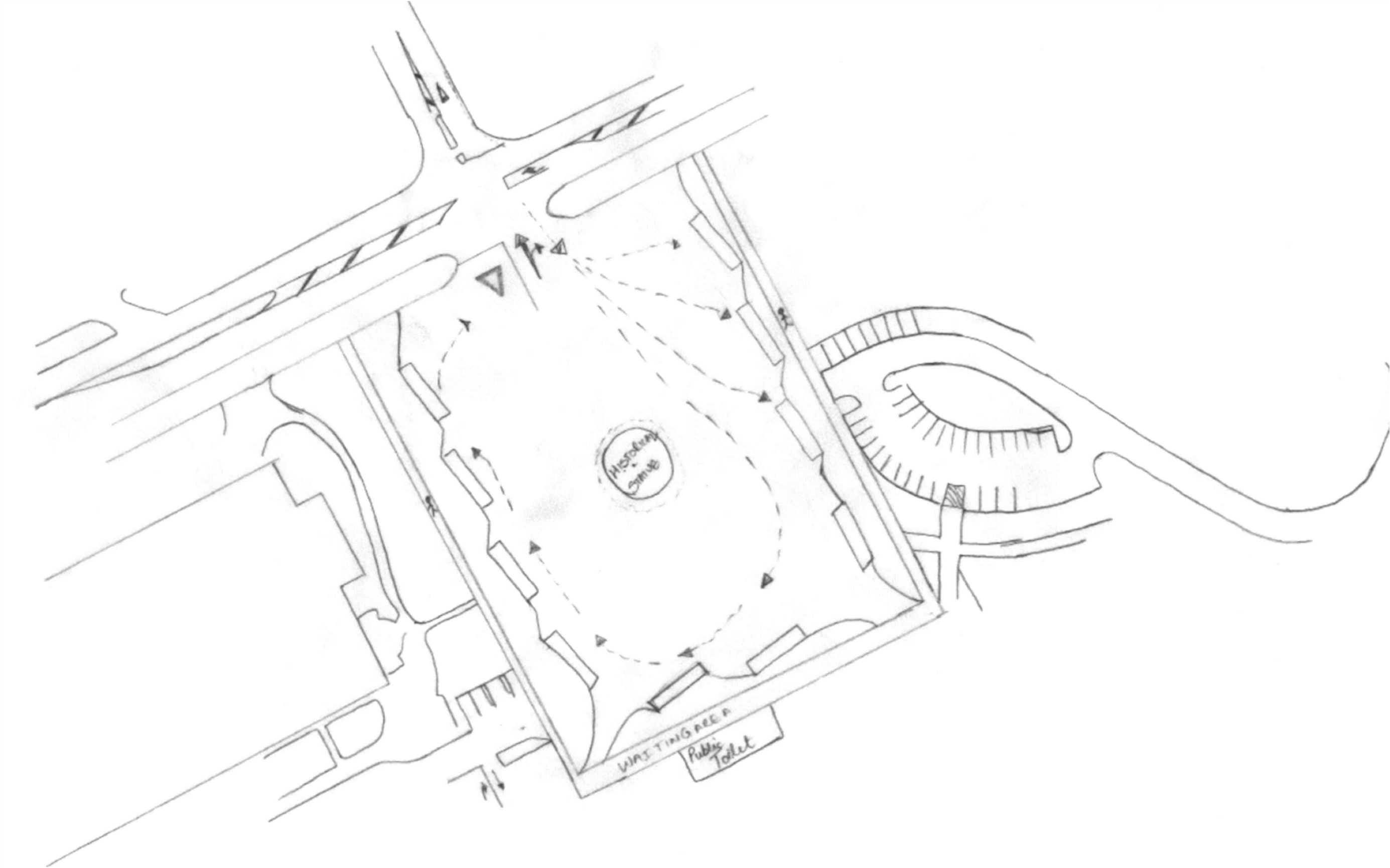


Figure 5 Alternative alignment option





11.5 Draft submission to Transport Emissions: Pathways to Net Zero by 2050**File Number: A12609704****Author: Alistair Talbot, Team Leader: Transport Strategy & Planning**
Gregory Bassam, Principal Transport Planner
Jeremy Boase, Manager: Strategy and Corporate Planning**Authoriser: Christine Jones, General Manager: Strategy & Growth****PURPOSE OF THE REPORT**

1. To present, for approval, a draft submission to the Ministry of Transport's Green Paper titled 'Transport Emissions: Pathways to Net Zero by 2050'.
-

RECOMMENDATIONS

That the Council:

- (a) Approves the draft submission to 'Transport Emissions: Pathways to Net Zero by 2050', included as **Attachment 1** to this report, for submission to the Ministry of Transport.
 - (b) Authorises the Chief Executive to approve any minor typographical or textual amendments identified as being necessary prior to submission.
-

BACKGROUND

2. On 6 May 2021 the Ministry of Transport issued a Green Paper titled *Hīkina to Kohupara – Transport Emissions: Pathways to Net Zero by 2050* ("the Green Paper").
3. A summary of the Green Paper, created by staff, is included as **Attachment 2** to this report².
4. Submissions on the Green Paper have been invited. The submission period closes on 25 June 2021.
5. The Green Paper covers, by chapters:
 - (1) Introduction (including principles)
 - (2) Transport emissions – our current state and pathway
 - (3) The Government's role and levers for reducing transport emissions
 - (4) The role of innovation in the transport system
 - (5) The Avoid, Shift, Improve framework
 - (6) Theme 1 – Changing the way we travel
 - (7) Theme 2 – Improving our passenger vehicles
 - (8) Theme 3 – Supporting a more efficient freight system
 - (9) Supporting a Just Transition
 - (10) Four potential pathways – What it could take to meet a zero carbon by 2050 target for transport?
 - (11) What opportunities should the Government progress over the first three emissions budget periods?
 - (12) Where to next?

² The full Green Paper can be found at <https://www.transport.govt.nz/assets/Uploads/Discussion/Transport-EmissionsHikinateKohuparaDiscussionDoc.pdf>

6. Within most chapters there are specific prompt questions where the Ministry of Transport is looking for feedback.
7. Council's draft submission has focused on the early stages of the Green Paper up to and including Chapter 6. This is because these are the issues that are most directly relevant to council and its role.
8. Staff have not provided advice on the appropriate 'pathway' under Chapter 10. This reflects the fact that council has yet to be given an opportunity to provide direction on its own approach to meeting carbon zero by 2050 targets. This opportunity will arise through the development of a climate change plan as part of the proposed revised strategic framework project, details of which will be presented to the Strategy, Finance and Risk Committee on 28 June.

STRATEGIC / STATUTORY CONTEXT

9. The Climate Change Response Act 2002³ ("the Act") sets a target of net accounting emissions of greenhouse gases in a calendar year to be zero by 2050.
10. The Act also requires the Government to prepare an emissions budget and an emissions reduction plan by 31 December 2021.
11. On 2 December 2020, the New Zealand Government declared a climate emergency and committed to taking urgent action to reduce emissions.
12. In Tauranga, a report titled Community Carbon Footprint⁴ shows that 61% of the city's emissions relate to transportation, 97% of which relate to road transport.

OPTIONS ANALYSIS

13. Council has four broad options in regard to the draft submission:
 - (a) Approve the submission as drafted and submit to the Ministry of Transport
 - (b) Amend the submission and submit to the Ministry of Transport
 - (c) Reject the submission in toto and provide direction on a revised submission
 - (d) Decide not to make a submission.

SIGNIFICANCE

14. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
15. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
 - (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the matter
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
16. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter of transport emissions is of high significance. However, the decision on whether or not to submit, and on the contents of that submission, are of low significance as council is just a submitter to another agency's process.

³ As amended by the Climate change Response (Zero Carbon) Amendment Act 2019

⁴ Covering the 2015/16 financial year, prepared by AECOM, dated 9 November 2017 (Obj ID: A9219967)

ENGAGEMENT



17. Taking into consideration the above assessment, that the decision is of low significance, officers are of the opinion that no further engagement is required prior to Council making a decision.

Click here to view the [TCC Significance and Engagement Policy](#)

NEXT STEPS

18. If council decides to make a submission, that submission will be lodged with the Ministry of Transport to meet the deadline of 25 June 2021.

ATTACHMENTS

1. **TCC submission to Ministry of Transport re Transport Emissions - June 2021 - A12609673** [↓](#) 
2. **Summary of MoT transport emissions plan - May 2021 - A12568040** [↓](#) 



Submission to
Ministry of Transport
Te Manatū Waka

Transport Emissions: Pathways to Net Zero by 2050 – Green Paper

June 2021

Introduction

1. Tauranga City Council ("TCC") welcomes the opportunity to submit to the Transport Emissions: Pathway to Net Zero by 2050 Green Paper ("the Green Paper").
2. We are happy to discuss our submission further with you or provide additional information and evidence that would be of assistance. Enquires should be directed to:

Alistair Talbot, Team Leader: Transport Strategy & Planning

027 457 1017

alistair.talbot@tauranga.govt.nz

Overview

3. In general, TCC considers the Green Paper to be a comprehensive document that sets out, at a high level, the complex issues of transport emissions.
4. In considering the issues raised, the key issue for TCC (and for New Zealand) is that a one-size-fits-all pathway approach is not appropriate. Any approach needs to reflect the complexity and diversity of a community, a place, or a region, and then to target responses that are appropriate in that context.
5. For Tauranga, any targeted pathway would clearly need to reflect the fact that the city is a growth city as recognised by TCC being classed as a 'tier 1 local authority' as that term is used in the National Policy Statement on Urban Development, meaning that it is an area undertaking significant urban development in the coming years.
6. To achieve a targeted and contextual response require an evidence-based approach at the appropriate local level. This will enable robust debate and testing and will ensure informed trade-off decisions are made on what is and is not the right set of interventions and their priorities.
7. We welcome ongoing dialogue with the Ministry and other government partners to establish the appropriate mix of targets and interventions for Tauranga and the wider western Bay of Plenty sub-region.
8. In our response to the Green Paper we have focussed our attention on the matters most relevant to Tauranga and other growth councils.

Consultation question 1: principles

9. TCC broadly agrees with the Commission's proposed principles.
10. TCC believes there is an opportunity for a further principle related to evidence-based decision-making. Currently evidence-based decision-making is referenced within Principle 6 as follows:
'We base our advice on evidence as much as possible. However, we also need to recognise that we will never have all the evidence we need about the future, and that future modelling is often based on experience.' (page 11)
11. While the above is true, in an area of policy making that is likely to be contentious in coming years, a principle that actively and strongly supports evidence-based decision-making is critical. We do not believe the above words fulfil this requirement.
12. With regard to *'Principle 2: We need to focus on moving to a zero carbon transport system, rather than offsetting emissions'* (page 10), TCC submits that this might be unachievable by 2050 in some circumstances. This is an example of the need to find responses that reflect complex local scenarios, as identified in the Overview section above.

13. Emissions modelling prepared for the Western Bay of Plenty Transport System Plan⁵ suggests that moving to a zero carbon transport system is unachievable in a 2050 timescale. Because of this, a plan for offsetting transport emissions will also need to be developed. Below is a graph from the Western Bay of Plenty Transport System Plan emissions report showing 2048 projections.

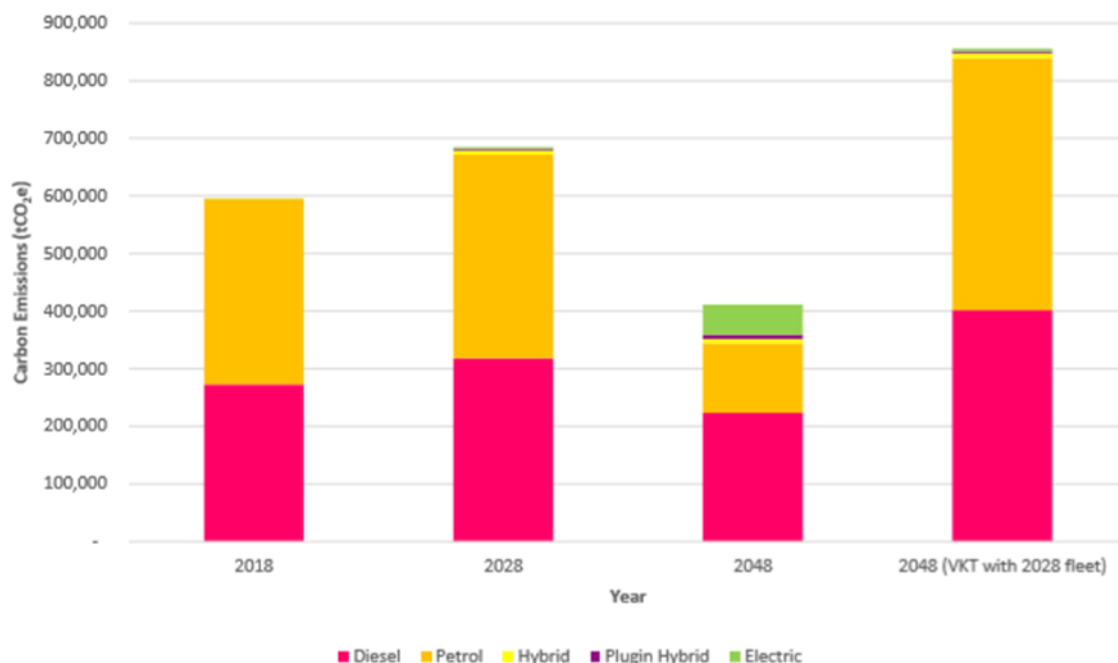


Figure 5. Total carbon emission projections with a breakdown per vehicle fuel type for 2018, 2028, 2048, and for the year 2048 based on 2048 VKT with 2028 fleet vehicle composition.

Consultation question 2: Government's role and levers available

14. TCC is supportive of the levers identified to reduce transport emissions but notes that they are generic levers that could arguably be applied to any public policy decision-making process. What will be important to all stakeholders is to understand the relative weight that government applies to each of these levers.
15. TCC strongly supports the following statements in the Green Paper:
- 'Achieving emissions reduction targets will require a combined effort from all New Zealanders including central and local government, iwi, communities and businesses.'* (page 20)
- 'Stronger collaboration between central and local government will be important to ensure there is a joined up systems approach to mitigating transport emissions. This should include clear signals from Government regarding how Aotearoa will be stepping towards the net zero goal.'* (page 22)
16. Understanding the approach that central government intends to take towards collaborating with local government will have a strong influence on the ability of local government to contribute to the nation-wide approach to emissions reduction.
17. TCC also strongly supports the following 'key point' in the Green Paper:

⁵ <https://www.tauranga.govt.nz/council/council-documents/strategies-plans-and-reports/strategies/transport-plan>

'Central government has a particularly important role to play, given its influence in the transport system. Leadership will be required for the significant changes necessary to shift our transport system onto a zero emissions pathway.'

18. In particular, for a growth city where more people and more journeys are inevitable, leadership on national issues such as the decarbonisation of the vehicle fleets will be critical to our success.

Consultation question 3: Government support for innovation

19. TCC supports central government's role in promoting and supporting innovation that will lead to reduced transport emissions.
20. TCC recommends further central government support for community-led initiatives and trials, not just trials led by local government or the private sector. Supporting community-led innovative initiatives that can be scaled up or down depending on local circumstances is likely to deliver good, sustainable outcomes.
21. Government could support such initiatives through, for instance, subsidies, education drives, or by identifying and removing regulatory barriers.

Consultation question 4: Integration of transport, land use and urban development

22. TCC acknowledges that the list of possible key actions in the Green Paper is comprehensive and reflects what is already considered to be good practice. Many of these actions are embedded in strategic growth management approaches such as SmartGrowth here in the western Bay of Plenty sub-region.
23. The key issue for many stakeholders, including TCC, is the provision of consistent government direction in respect to transport and transport funding. The current approach utilising short-term, three-year government policy statements does not provide this certainty.
24. Development of a long-term infrastructure strategy with cross-party political support will help enable true progress on land use and infrastructure projects which sometimes have lead-times stretching into decades.
25. Similarly, there is a strong need for government policy making across a number of areas to be aligned in order to meet shared objectives. Tauranga has experience of multiple instances of key government policy direction in the area of transport, land use and urban development that are at best unaligned and at worse contradictory. Examples include, but are not limited to, carbon zero targets, the National Policy Statement – Urban Development, the National Policy Statement – Freshwater Management, and the Government Policy Statement on Land Transport.
26. With regard to possible key actions under the heading *'Placemaking and inclusive street design'* (page 44) consideration should be given to initiatives that allow local authorities greater ability to progress emission-reducing projects at pace. This may include reducing consultation requirements, reducing the lengthy business case process to secure funding, or by the removal or amendment of other regulatory requirements.
27. TCC also supports the concept of setting higher Funding Assistance Rates where there is agreement that the primary objective (or one of the primary objectives) of the project is to reduce emissions.

Consultation question 5: Other travel options

28. TCC considers that the travel options noted in the possible key actions section of the Green Paper (pages 54-56) are appropriate.
29. The key issue in implementing these options will be funding, including funding to support the initiatives where there is community uncertainty, particularly as it affects the community's own willingness to fund the change.
30. The need for evidence-based decision-making noted earlier in this submission is also relevant here as it will support the type of trade-off discussions across different outcomes that communities will need to undertake. At a local level it is recognised that while emissions reduction is important, so too are a number of other environmental outcomes that support and enhance liveability. Evidence-based discussions across these outcomes will ultimately enable better decision-making.

Consultation question 6: Role of pricing in demand management

31. TCC supports further investigation into the issue of pricing. Economic levers have a track record of success in influencing behaviours and achieving outcomes and may be used to achieve broader urban form and transport system outcomes beyond just emissions reductions.
32. As noted in the Green Paper (pages 62-63), there are a number of different pricing mechanisms; it is important that in each scenario the right mechanism is used to generate the desired outcome.
33. It should be noted that from a public policy perspective, it is easier to implement a new pricing regime if the proceeds from the pricing are hypothecated to develop appropriate solutions. This approach would be similar to, for example, the Auckland regional fuel tax and London's congestion charge.
34. TCC also notes that pricing 'solutions' should not be implemented alone. They should only be implemented once it is understood how they will complement other interventions in a broader package that supports the overall achievement of outcomes. Implemented alone, the risk of pricing initiatives creating unintended consequences is significant.

Please do not hesitate to contact us if you would like to discuss the matters raised in this submission further.

**Hīkina te Kohupara –
Kia mauri ora ai te iwi**



Ministry of Transport
TE MANATŪ WAKA

Enabling New Zealanders to flourish

Transport Emissions: Pathways to Net Zero by 2050

May 2021

GREEN PAPER

Summary pulled from the 158-page document that can be found at:
<https://www.transport.govt.nz/assets/Uploads/Discussion/Transport-EmissionsHikinateKohuparaDiscussionDoc.pdf>

Hīkina te Kohupara identifies opportunities to reduce emissions across three themes, based on the 'Avoid, Shift, Improve' framework.

Theme 1 – Changing the way we travel:

We need to shape our towns and cities to make it easier, safer, and more attractive for people to access work, schools, shops, and other opportunities by public transport, walking, and cycling. This will reduce dependence on private motorised vehicles, and avoid/reduce emissions. Transport needs to be integrated with land-use planning to encourage quality compact mixed-use urban development, while providing better transport options. Transport pricing, and other demand management tools, could also play an important role.

Theme 2 – Improving our passenger vehicles:

67 percent of Aotearoa's transport emissions currently come from light vehicles (including cars, small vans, and SUVs). Decarbonising the light vehicle fleet is crucial. We need to increase the supply of clean vehicles, increase demand for them, and provide supporting infrastructure. Biofuels could also play an important role in reducing emissions from the current fleet (and other modes). Public transport fleets, particularly buses, also need to shift to being cleaner vehicles. Cleaner aviation technologies are in the early stages of development, but there are opportunities to reduce emissions by using sustainable aviation fuel.

Theme 3 – Supporting a more efficient freight system:

23 percent of Aotearoa's transport emissions currently come from heavy vehicles (mostly trucks). While light vehicles currently produce the most emissions, trucks will produce the most emissions by 2055 without further interventions. Emissions could be reduced by improving the efficiency of supply chains, shifting freight to low emission modes, and improving the fuel efficiency, and carbon intensity of freight modes and fuel. Trucks will need to be decarbonised through the uptake of alternative fuels such as biofuels, electrification, and/or green hydrogen.

Chapter 1 - Introduction

Purpose of Hīkina te Kohupara

- This discussion paper identifies what Aotearoa could do to shift our transport system on to a zero emissions pathway and seeks feedback on options to achieve this.
- While Government will play a leading role in making the shift, it needs to work closely with iwi, communities, businesses, and councils to reduce transport emissions
- Hīkina te Kohupara has dual purposes – to inform the Government’s first Emissions Reduction Plan and support a 10-15 year transport emissions action plan
- The Government must prepare an Emissions Reduction Plan under the CCRA
- The Climate Change Commission has issued draft advice on its first three emissions budgets
- Our transport system needs to shift to a low carbon pathway very rapidly to meet our targets
- The transition towards zero emissions will deliver many social, economic, and environmental benefits
- We need to make a Just Transition
- Te Tiriti o Waitangi will underpin policy development to reduce emissions

Principles used in Hīkina te Kohupara that shaped our advice

- Principle 1. The transport sector will play a lead role in meeting our 2050 net zero carbon target
- Principle 2. We need to focus on moving to a zero carbon transport system, rather than offsetting emissions
- Principle 3. We need to take a strategic approach to reducing transport emissions
- Principle 4. Co-ordinated action is required across the transport system to avoid and reduce emissions
- Principle 5. To ensure a Just Transition we need to manage the impacts and maximise the opportunities brought about by changes to the transport system
- Principle 6. We need to forge a path to zero transport emissions by 2050, while recognising that there is not one way to get there
- Principle 7. Innovation and technologies will play an important role in reducing emissions, but people are the key to our future

Consultation question 1

Do you support the principles in Hīkina te Kohupara? Are there any other considerations that should be reflected in the principles?

Chapter 2 – Transport emissions – our current state and pathway

Background – no specific question

Chapter 3: The Government's role and levers for reducing transport emissions

Key points

- Achieving emissions reduction targets will require a combined effort from all New Zealanders including central and local government, iwi, communities and businesses.
- Central government has a particularly important role to play, given its influence in the transport system. Leadership will be required for the significant changes necessary to shift our transport system onto a zero emissions pathway.
- Government must build and strengthen its relationships with key stakeholders and partners to ensure success. This will include collaboration between central and local government, iwi and hapū, the private sector, industry associations and advocacy groups.
- Sectors connected with the transport sector have a significant impact on transport emissions. Collaboration with these sectors will be important. The interdependencies between key sectors and transport include the planning system, housing and urban development, the energy sector, and the tax system.
- Many sectors and individual players, public and private, will need to align their settings and priorities to reduce emissions from the transport system.
- Government has a range of levers it can use to influence emissions reductions in the transport system including investment, regulation, and economic and education tools.

Levers within the transport sector that the Government can use to reduce transport emissions

- Investment
- Regulation
- Economic and educational tools to influence behaviours
- Analytics and modelling
- Monitoring, evaluation and oversight
- International standards

Consultation question 2

Is the government's role in reducing transport emissions clear? Are there other levers the government could use to reduce transport emissions?

Chapter 4: The role of innovation in the transport system

Key points

- Innovation has always been an inherent driver of change in the transport system. Innovative ideas, policies, business models and new technologies can improve the way people and goods move around. The best innovations add value to the transport system by improving environmental, social and economic outcomes, which can include reducing emissions.
- Electrification, shared mobility and automation are likely to have a significant impact on how people and goods travel. Electrification and shared mobility will have a significant impact on emissions but the impact of automation is less certain.
- Exploring different approaches for reducing emissions in the transport system should include the role of urban design and placemaking.
- Government has a key role to implement policies that support transport innovation, including decarbonisation. Regulatory policies that encourage transport innovation with positive outcomes, building strong connections between government and nongovernment players in the innovation sector, leveraging the skills and expertise of the private sector and targeted investment can help direct innovation towards new products or services that can contribute to reducing emissions.

Consultation question 3

What more should Government do to encourage and support transport innovation that supports emissions reductions?

Chapter 5: The Avoid, Shift, Improve Framework

Key points

- Hīkina te Kohupara uses the Avoid-Shift-Improve (ASI) framework to identify opportunities to reduce emissions across the transport system.
- Transport emissions are driven by transport activity (number of trips and kilometres travelled), mode share (percentage share of different modes), energy intensity (quantity of fuel used per kilometre) and carbon intensity (emissions from quantity of fuel per kilometre).
- The ASI framework addresses each of these four elements:
 - Avoid – improve the overall efficiency of the transport system through interventions to reduce the need to travel and trip lengths.
 - Shift – improve the efficiency of trips by promoting mode shift to low carbon modes, such as walking, cycling, public transport, coastal shipping and rail freight.
 - Improve – lower the emissions of transport vehicles and fuels.
- The Ministry has developed three themes to group together opportunities within this framework and highlight interdependencies within different parts of the system. Theme 1 and 2 focus on people and Theme 3 on freight.

Background – no specific question

Chapter 6: Theme 1 – Changing the way we travel

Key points

- Shaping our cities and towns is key to improving the overall efficiency of the transport system. We need to integrate land-use, urban development and transport planning to reduce emissions, especially over the medium to long term.
- To encourage mode shift to low emissions transport modes such as walking, cycling, and public transport, we need appropriate urban form. Quality compact, mixed-use urban development can reduce trip distances, reduce car dependence and encourage the uptake of walking, cycling and public transport.
- From an emissions reduction perspective, the need to orient urban development towards compact urban form is most pressing in our largest and fastest-growing cities where emissions are highest. This includes Auckland, Hamilton, Tauranga, Wellington, and Christchurch. However, we also need to encourage compact urban form, and multi-modal transport options in smaller cities and towns to avoid car use, especially as these places grow over time.
- Transport infrastructure investments have a major impact on urban form, and how people travel. For example, investments to expand urban state highways and roads encourage urban dispersal/sprawl and car use. In contrast, investments in frequent public transport services and rapid transit could support more compact urban form. To reduce and avoid transport emissions, central and local government have to reconsider planned investments in major urban highway and road expansion projects if they would induce more vehicle travel.
- We can influence how people travel by providing better travel options that are energy efficient and generate low or no emissions. This includes providing quality public transport services, safe and accessible walking and cycling networks, and shared mobility options such as car sharing and shared micromobility.
- We can design and manage our streets to be more inclusive of different people and to encourage travel by active modes and public transport. This includes applying multi-modal street layouts, lower speed limits, tactical street changes, and universal design principles. We can also discourage single-occupant vehicle trips through measures such as traffic calming and parking management.
- Street changes to support public transport and active travel could potentially be made swiftly, as it is possible to reallocate space on existing streets to deliver mode shift without building major new infrastructure. Regulatory and funding settings need to support rapid street changes.
- Placemaking is critical for supporting higher density urban developments, to create places that people want to live and work in, and that are good for people's wellbeing.
- Transport demand management, including transport pricing, is critical for supporting more liveable cities and encouraging people to make sustainable transport choices.

Shaping our towns and cities: possible key actions

The responsibility for reducing transport emissions does not rest with transport decisionmakers alone, as many of the following possible actions require a coordinated approach by different agencies involved in land use, urban development and transport policy.

Quality compact, mixed use urban development:

- Through the proposed Strategic Planning Act (part of the RMA reforms), require spatial plans to be developed and implemented to better integrate land use, urban development and transport planning to achieve quality compact, mixed use urban development. Both central government and local government need to work together to improve capabilities for spatial planning. (Underway through RMA reforms)
- Integrate land use and transport planning and investment as part of the RMA reforms.
- Make transport investments conditional on having clear links to land use and urban development plans that support quality compact, mixed use urban development. This will affect the types of projects that are included in Regional Land Transport Plans.
- Require transport GHG emission impact assessments for proposed urban developments (including the transport GHG emissions of residents and business owners that would be located in the development). Developments that would result in high emission generation could potentially be required to undergo redesign and/or an acceptable form of durable mitigation.
- Develop clear guidance and expectations to link urban density and mixed land use with accessibility (particularly by way of public transport, walking, and cycling).
- Enable Waka Kotahi, Local Government, KiwiRail and Kāinga Ora to take more active roles in developing sites around frequent public transport stations.

Placemaking and inclusive street design:

- Remove barriers and improve funding for tactical urbanism and innovative approaches to street design (e.g. expand on Waka Kotahi's Innovating Streets for People Programme).
- Develop design guidance and expectations for quality high-density environments (including streets, public spaces, buildings, and green space).
- Invest in placemaking and urban design capability and capacity of transport agencies and transport functions within local government.
- Clarify the principles of living infrastructure, and set expectations that living infrastructure is incorporated into transport plans and projects.
- Review standards and guidance for street design, and develop nationally applicable consistent sets of standards for Aotearoa.
- Prioritise the need to reallocate street space and to create connected networks for delivering transport mode shifts in the next GPS on land transport, and/or for any additional funding for active modes and public transport.
- Set higher Funding Assistance Rates for walking and cycling investments and dedicated/priority bus lanes to strongly incentivise Road Controlling Authorities to prioritise and accelerate street changes.

- Investigate if regulatory changes are needed to empower Road Controlling Authorities to more easily consult on and make street changes to support active travel, public transport, and placemaking.
- Set targets for councils to deliver public transport and active travel networks that require street changes (e.g. dedicated/priority bus lanes on some routes; connected cycling networks) by a specific date. There could be funding consequences if Road Controlling Authorities do not deliver these changes within these timeframes.
- Make changes to policy and funding settings to ensure Waka Kotahi and Road Controlling Authorities maximise opportunities to 'build back better' when doing street renewals (to improve streets for people walk, cycling, and using public transport).

(Ministry of Transport and Waka Kotahi have some projects underway that support placemaking and street design e.g. Aotearoa Urban Street Guide, the One Network Framework, and Reshaping Streets scoping project)

Consultation question 4

Do you think we have listed the most important actions the government could take to better integrate transport, land use and urban development to reduce transport emissions? Which of these possible actions do you think should be prioritised?

Providing better travel options: possible key actions

For all of these possible actions, we need to consider where they are appropriate. Some of them should be targeted at our major urban growth areas where they are most viable, and where they can make the biggest impact on reducing emissions. Public transport could be improved in all of our cities, and is most needed in our largest and fastest growing cities where most people live. Walking and cycling improvements could be made in towns and cities throughout Aotearoa. Shared mobility schemes could be provided in a range of settings, depending on population levels and urban density.

Note: this section should be read in combination with the possible key actions from Shaping our towns and cities (above), which includes options to accelerate street changes to support public transport and active travel.

Public transport:

- Further invest in public transport infrastructure to increase the capacity, frequency, quality, and reliability of services. (Some investment currently occurring through GPS on land transport, NZ Upgrade programme, and local Government)
- Increase incentives to use existing public transport (such as reduced fares or service improvements). (Councils already provide some incentives to specific users e.g. students, children. The Government's SuperGold card provides free travel to over 65s off-peak)
- Invest in improving public transport operations (e.g. bus priority measures, and more efficient payment options etc.).

- Invest in additional public transport services (e.g. increasing service frequencies, extending existing services, adding new routes).
- Invest in better passenger amenities (e.g. better shelters/terminals, improved access and facilities at stops, and better connections with walking and cycling).
- Clarify the roles of agencies to deliver large frequent public transport systems in Aotearoa, and ensure that there are legislative settings in place to enable them (e.g. land acquisition and consenting).
- Review the Public Transport Operating Model to ensure that it remains fit for purpose and contributes to the Government's transport priorities. (Underway)

Walking and cycling:

- Invest in high quality cycling infrastructure (connected urban cycling networks, as well as secure bike parking and storage at key journey points). (Some investment currently occurring through GPS on land transport, NZ Upgrade Programme, and by local Government)
- Invest in better walking infrastructure, include including improvements to footpaths and intersections, and reducing severance between places that are difficult to access by walking. (As above)
- Invest in and support walking and cycling for utility journeys, including to/from school and work (develop clear travel planning guidance including expectations around secure bike parking facilities).
- Invest in and support public education campaigns to promote walking and cycling (including supporting cycle skills training).
- Develop clear and nationally consistent guidance for wayfinding for walking and cycling.
- Require greater network planning for walking and cycling to support network connectivity.
- Investigate whether there are regulatory barriers, or historic design practices that pose barriers, in relation to walking and cycling (following on from the Accessible Streets work currently underway).
- Investigate legislation that defines and regulates the use of E-bikes to remove potential barriers.
- Support road controlling authorities to develop integrated plans for schools and education sites that enable students to walk and cycle to school (including for example, speed reduction, travel planning, infrastructure delivery, training for pupils and parents, etc.).

Shared mobility:

- Provide dedicated on/off street parking for shared mobility in convenient, highly visible locations and encourage shared mobility parks to be incorporated in new and existing facilities (e.g. through national car parking guidance). (Some Councils already provide dedicated parking for car sharing)
- Provide car share companies with grants, loans or other incentives or subsidies (e.g. providing on street parking at low or no cost to help reduce car sharing operator costs and rates for users). (Some car share companies have received funding through the Low Emission Vehicle Contestable Fund)

- Increase incentives to use shared mobility (e.g. reduced rates).
- Develop procurement guidelines and expectations for the All of Government vehicle fleet (e.g. to encourage greater use of car share by Government in place of having a fleet or permit the fleet to be used by car share businesses at night and on weekends to reduce costs).
- Enable and support shared micromobility hire schemes, including investing in appropriate infrastructure, parking, and local government capability to support the safe and effective operation of shared micromobility).
- Partner with employers and carpooling providers to support local carpooling efforts (e.g. providing tools to make it easier for employees to match with others for carpooling).
- Define a national vision/strategy for MaaS in Aotearoa and invest in pilots.
- Regulate for data access/data sharing between public and private transport providers.

Consultation question 5

Are there other travel options that should be considered to encourage people to use alternative modes of transport? If so, what?

Transport pricing and management: possible key actions

Transport pricing:

- Consider congestion pricing. (Already being investigated for Auckland through Congestion Question project)
 - Investigate distance pricing as a means to encourage mode-shift, dis-incentivise discretionary travel, and address the rebound effects caused by public transport investment.
 - Consider incentives (subsidies or rewards) that could encourage alternative modes of travel.
- Low emission zones:
- Enable and implement low emission zones to reduce CO₂ (based on GHG emissions).

Parking management:

- Require councils to continue to develop and implement parking pricing strategies.
- Introduce maximum parking standards/requirements in some areas, e.g. for new high-rise buildings and shopping centres.
- Enable and implement workplace/private property/commuter parking levies.
- Implement car parking regulations in the land use planning system as per the NPS-UD. (Underway)

Carbon charges:

- Increase rates of fuel excise duty after 2023.
- Implement an increased transport fuels only carbon tax. (Already small charge through the Emissions Trading Scheme)

Consultation question 6

Pricing is sometimes viewed as being controversial. However, international literature and experiences demonstrate it can play a role in changing behaviour. Do you have any views on the role demand management, and more specifically pricing, could play to help Aotearoa reach net zero by 2050?

Chapter 7: Theme 2 – Improving our passenger vehicles

Key points:

- Passenger vehicles include light vehicles (e.g. cars, vans, SUVs), public transport, planes, and associated infrastructure
- Decarbonising the light vehicle fleet is critical for meeting our emission reduction targets. We need to increase our supply of clean cars and increase demand for them, as well as provide supporting infrastructure.
- Given the slow turnover of vehicle fleets, we need to consider options to decarbonise the existing fleet. This includes removing fossil-fuelled vehicles from the fleet and transitioning to biofuels.
- As we encourage mode-shift to public transport, we also want to ensure our public transport modes are low emission, including transitioning our bus fleet to cleaner fuels and electrifying more of the passenger rail network.
- Cleaner aviation technologies are in the early stage of development but there are still opportunities to reduce emissions, including with sustainable aviation fuel.

Decarbonising the light vehicle fleet: possible key actions

Increasing the supply of clean cars:

- Introduce and implement the fuel efficiency standard agreed by Government. (Agreed by Cabinet and underway)
- Consider the potential for a rolling age limit for used vehicles.
- Investigate how a maximum CO2 limit would improve the fleet.
- Consider a schedule for phasing out the importation of fossil fuelled vehicles.
- Investigate how Aotearoa could mandate a market share of zero emission vehicles.

Encouraging the demand for clean and safe cars:

- Investigate and implement a vehicle feebate/subsidy. (Government is considering options for an incentive scheme)
- Investigate introducing a Government subsidy to support the uptake of cleaner cars. (As above)
- Further investigate potential tax incentives (including Fringe Benefit Tax, Depreciation and Tax Grants and RUC).
- Further investigate infrastructure funding. (Some infrastructure has already been funded through the Low Emission Vehicle Contestable Fund, and the Ministry of Transport is doing a strategy to consider future infrastructure needs)
- Pursue the standardisation of charging infrastructure.
- Consider how parking and priority use on roads for low emission vehicles can encourage uptake, or reduce the use of ICEs.

- Encourage acceleration of Government procurement of low emission light vehicles, including encouraging the procurement of safe low/zero emitting vehicles. (Underway through Carbon Neutral Government Programme)

Decarbonise the existing fleet:

- Investigate the use of a vehicle scrappage scheme to encourage the removal of inefficient, unsafe vehicles.
- Consider basing vehicle licensing on emissions.

Consultation question 7

Improving our fleet and moving towards electric vehicles and the use of sustainable alternative fuels will be important for our transition. Are there other possible actions that could help Aotearoa transition its light and heavy fleets more quickly, and which actions should be prioritised?

Decarbonising the public transport fleet: possible key actions

- Implement the mandate for local government to procure only electric buses by 2025. (Underway)
- Provide support for the decarbonisation of the bus fleet and its required infrastructure.
- Extend the RUC exemption for electric buses (which is due to expire in 2025). (Under consideration)
- Consider how to fund foregone revenue for the National Land Transport Fund if road user charges exemptions are extended for heavy electric vehicles or expanded to include hydrogen or other low carbon fuels.
- Examine if the Public Transport Operating Model can be adjusted to enable accelerated decarbonisation of the public transport bus fleet. (Underway)
- Consider the further electrification of existing parts of the passenger rail network.
- Consider future investment needs to ensure existing rail networks are fit for purpose.

Consultation question 8

Do you support these possible actions to decarbonise the public transport fleet? Do you think we should consider any other actions?

Decarbonising the aviation fleet: possible key actions

- Invest in, produce and mandate sustainable alternative fuels that can also be used by the aviation sector. (This has commenced with work on a biofuels mandate)

- As technology advances, consider its implementation for Aotearoa, e.g. wider use of electric planes.
- Support research, development and production of sustainable aviation fuel.
- Examine if the current air navigation system is effective or could be more efficient. (Partially underway through New Southern Skies and Performance Based Navigation)
- Implement operational improvements such as better air traffic flow management and improved navigation to reduce fuel burn. (As above)

Consultation question 9

Do you support the possible actions to reduce domestic aviation emissions? Do you think there are other actions we should consider?

Chapter 8: Theme 3 – Supporting a more efficient freight system

Key points:

- The Ministry is starting work on a National Supply Chain Strategy that will provide strategic direction and set out priorities amongst the various objectives for the supply chain, one of which being the reduction of emissions.
- Given the market-led nature of the supply chain system, initiatives to reduce emissions would have to be carried out in close consultation with the freight industry and/or be private sector-led, with government providing a vision and direction for change and/or supporting infrastructure. Concerted effort by industry has the potential to drive rapid emissions efficiency gains, with the right incentives.
- Shifting some of the freight task to less carbon intensive modes will help reduce emissions, including to rail and coastal shipping. The Government already has work underway to support improvements in rail and coastal shipping.
- Decarbonising freight vehicles will be critical for reducing transport emissions. This could include increasing the uptake of alternative green fuels, such as biofuels, electrification and/or green hydrogen. There is a high degree of uncertainty around the timeframe in which zero emission freight vehicles will be commercially available, more rapid than expected technological progress could accelerate decarbonisation of this sub-sector.
- Our international obligations will help to drive emission reductions in shipping, including through encouraging cleaner, more efficient ships and ports. The Government is also investing to improve our rail network, including through renewing locomotives and the inter-island ferries which will support reductions in the emissions from rail.
- Aviation plays a role in our freight system through its movement of people and freight domestically and internationally and efforts to decarbonise it must be considered given our trade and social connection needs and Pacific responsibilities.
- Improving the efficiency of our supply chain considering the role that all modes play could also help to avoid and reduce emissions. There are a range of possible initiatives trialled overseas and the feasibility of applying them in Aotearoa could be studied in more depth. These include optimising freight routes, equipment and vehicles, and through making better use of data and supporting information sharing and collaboration.

Improving the efficiency of our overall freight supply chain: possible key actions

Optimising freight routes, logistic nodes, equipment and vehicles:

- Undertake an examination of the efficiency of the spatial organisation of supply chain nodes (e.g. location of ports and freight hubs).
- Examine the potential to improve the efficiency of first and last-mile delivery centres (e.g. urban consolidation centres, drop-off/pick-up consolidation points, use of micro-freight, pilot of concessions).
- Consider if there is potential to optimise payloads, e.g. load maximisation and back loading.
- Support the further use of Intelligent Transport Systems (ITS).

- Analyse if there is opportunity or restrictions to the further expansion of the weight and length limits of high-productivity motor vehicles (HPMVs).
- Further promote eco-driving and driver training programmes. (Promoting work already being implemented by industry)

Information sharing and collaboration:

- Examine opportunities for the collection and better use of data to improve efficiencies in the freight system.
- Consider encouraging/supporting voluntary business collaborations to reduce emissions in logistics. (Many of these actions will be considered through the National Freight Strategy)

Consultation question 10

The freight supply chain is important to our domestic and international trade. Do you have any views on the feasibility of the possible actions in Aotearoa and which should be prioritised.

Decarbonising freight modes: possible key actions

Cleaner trucks:

- Introduce vehicle CO2 standards.
- Implement EURO 6 to improve air pollutants from trucks.
- Consider if the current RUC exemption for heavy electric trucks should be expanded to other low emission fuels used by heavy trucks. (Under consideration)
- Consider expanding the scope of the existing low emissions vehicles technology funding to accelerate the uptake of proven low emissions vehicle technology.
- Investigate the viability of introducing a penalty or financial disincentives system for high GHG emitting heavy trucks.
- Investigate the viability of providing upfront grants or other incentives (such as changing depreciation rates) for low and zero emissions trucks.
- Investigate and introduce Green freight procurement through third party contractor rules for government activities.
- Phase out the registration of diesel heavy vehicles beyond a certain date, e.g. from 2035 or banning diesel trucks in certain cities or zones
- Invest in domestic industry to refurbish diesel trucks with zero emissions options
- Implement a biofuels mandate

Cleaner rail:

- Investigate the use of biofuels for rail. (Included in biofuels mandate, which is under development)
- Explore the feasibility of future electrification of rail (i.e. non-metro rail) or other low emission alternatives.

Cleaner ships and ports and associated activities:

- Introduce targets, rewards, incentives for energy efficient ships using Aotearoa ports.
- Apply MARPOL Annex VI energy efficiency requirements to the Aotearoa domestic fleet. (Aotearoa is acceding to MARPOL Annex VI)
- Introduce a target /mandate for renewable fuel (biofuels, hydrogen, ammonia) for ships that applies to the domestic fleet. (underway)
- Consider introducing a mandatory speed limit (i.e. impose slow steaming) for ships transiting around Aotearoa.
- Electrify Aotearoa's fleet (ferries, tugs, cement carriers and fuel tankers). (Some private electric ferries already built/procured)
- Improve the ship/port interface by implementing Just-in-Time arrival guidance.
- Incentivise or invest in renewable shore-side power supply for ships.
- Incentivise or invest in renewable energy for port operations.
- Consideration of a large dry dock in Aotearoa.
- Invest in future technologies (e.g. autonomous shipping that provide low carbon alternatives to road freight).
- Introduce decarbonisation as a criterion in government procurement of ships and shipping services.

Improving existing infrastructure and vehicles:

- Investigate potential for adoption of more efficient vehicle design.
- Investigate the impacts of better road design and maintenance.

Decarbonising fuels:

- Consider implementing a carbon intensity standard for all transport fuels.
- Incentivise and/or provide financial support to expedite the uptake of renewable fuels.
- Investigate and implement renewable fuel targets.
- Incentivise or invest in infrastructure for alternative fuels and/or electrification, including ultra fast charge. (Some Government investment has already taken place e.g. for hydrogen production)

Consultation question 11

Decarbonising our freight modes and fuels will be essential for our net zero future. Are there any actions you consider we have not included in the key actions for freight modes and fuels?

Chapter 9: Supporting a Just Transition

Key points

- Government has committed to taking a 'Just Transition' approach to becoming carbon free – this means making the transition fair, equitable and inclusive.
- The transition to a low carbon economy will create significant economic opportunities for businesses, and job creation in the transport and energy sectors.
- Some parts within the transport sector may be more affected by the transition than others, especially if they face rising transport costs, and/or find it difficult to adapt. Government could assist the sector to adopt new technologies to encourage an earlier transition, and support education and upskilling.
- Many people will benefit from the transition to a zero carbon transport system. For example, many New Zealanders will benefit from better transport options, better health, and lower and more stable transport costs over time.
- People who already experience social/economic disadvantages are likely to be disproportionately affected by any rise in transport costs (as already occurs when fuel prices rise). To make a Just Transition, Government needs to mitigate the impacts of interventions that could increase transport disadvantage. There are also opportunities for the Government to improve transport equity during the transition.
- The speed of change is an important consideration for a Just Transition. We urgently need to transition to a zero carbon system, so Government needs to clearly signal changes to give businesses and consumers time to prepare and make the necessary changes. Government also needs to work collaboratively with industries to ensure the transport sector can adapt and overcome challenges associated with the transition.

Consultation question 12

A Just Transition for all of Aotearoa will be important as we transition to net zero. Are there other impacts that we have not identified?

Chapter 10: Four potential pathways – What could it take to meet a zero carbon by 2050 target for transport?

The pathways place a different weight on avoid, shift and improve initiatives. In all pathways, electrification of the vehicle fleet is important to achieve as close to zero carbon as possible by 2050. Where these pathways differ is the relative weight given to ‘avoid’, ‘shift’ and ‘improve’ initiatives within each theme (see Figure 8).

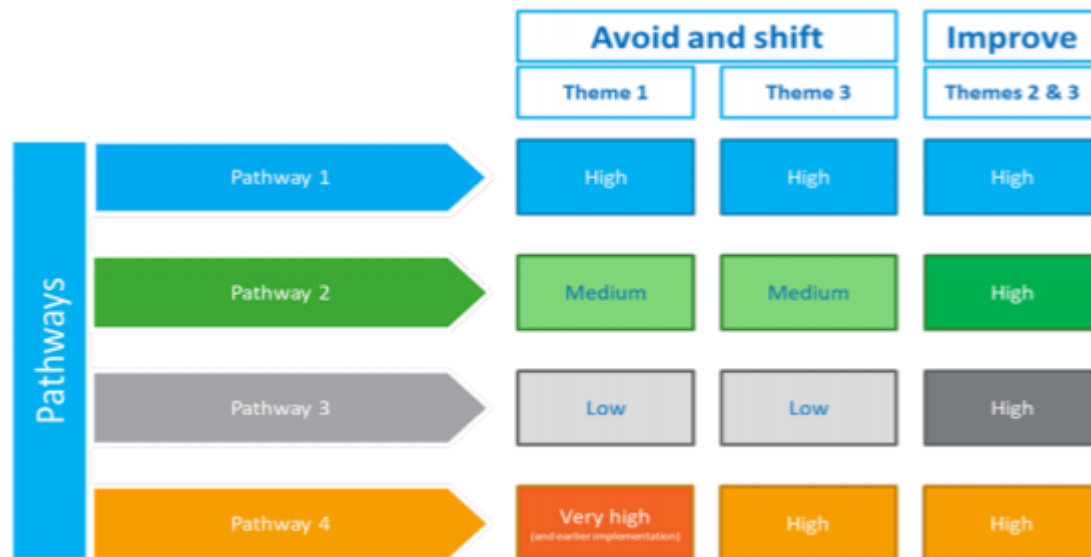


Figure 8. Relative weight given to avoid, shift, and improve interventions in each pathway

- Pathway 1 assumes ‘avoid’ and ‘shift’ initiatives (Theme 1) play a significant role in reducing transport GHG emissions. This pathway requires reducing nearly 30 percent of the light vehicle kilometres travelled by 2050 through reducing trip distances and encouraging mode shift to public transport, walking and cycling. It also requires higher mode-shift from road to rail and coastal shipping.
- Pathway 2 assumes ‘improve’ initiatives (Theme 2) play a significant role in reducing emissions than Pathway 1. This pathway requires a larger number of electric vehicles with greater use of biofuels in the short to medium terms. There is also emphasis on ‘improve’ initiatives for freight.
- Pathway 3 assumes ‘improve’ initiatives (Theme 2) play a more significant role in reducing emissions than the other pathways. In this pathway, bringing more EVs into New Zealand transport system compensates for the limited avoid and shift changes. There is also much more emphasis on ‘improve’ initiatives in freight.
- Pathway 4 gives even stronger weight to ‘avoid’ and ‘shift’ initiatives (Theme 1) than all other pathways. This includes assuming that ‘avoid’ and ‘shift’ interventions happen more swiftly, bringing forward their impact on emissions and that the clean car policies will be very successful in accelerating the uptake of electric vehicles. This pathway requires reducing nearly 40 percent of the light vehicle kilometres travelled by 2035 and over 55 percent by 2050. In the long term, the greater impact of ‘avoid’ and ‘shift’ initiatives reduces the number of vehicles that need to be electrified.

The pathways with more emphasis on ‘avoid’ and ‘shift’, such as Pathway 1 and 4 are more effective at reducing emissions (Figure 9). Avoiding activities that produce emissions is, on balance, a more effective strategy than minimising the emissions from those activities.

Policy implications from the pathways chosen in Hīkina te Kohupara

The pathways in this chapter clearly illustrate that deep and widespread changes will be required to reach a zero carbon target for the transport sector by 2050. To inform thinking on which opportunities the government should pursue, this section highlights policy implications that became evident while modelling the different pathways and through research for Hīkina te Kohupara. It identifies implications for the short-term (up to five years), medium-term (five to 15 years), and long-term (15 years plus).

(note: the following are just headings, there is more detail in the document)

Policy implications from Theme 1 ‘Changing the way we travel’

- Quality compact, mixed use urban development and placemaking
- Public transport, walking, cycling and shared mobility
- Transport pricing

Policy implications of Theme 2 ‘Improving our passenger vehicles’

- Decarbonising light vehicles
- Decarbonising public transport
- Decarbonising aviation

Policy implications of Theme 3 ‘Supporting a more efficient freight system’

- Optimising freight routes, equipment and vehicles
- Shifting road freight to rail and coastal shipping
- Cleaner trucks
- Cleaner rail
- Cleaner ships

Investment costs

Decarbonising our transport system through influencing energy and travel choices and demand would require substantial and sustained investment but, more importantly, such investment will need to commence soon.

We can classify the investment required into four broad categories:

- Growth enabling – this includes basic infrastructure expansion to manage population and economic growth and additional investment to change demand.
- Mode choice provision – this includes investment in sustainable transport choices to manage demand.

Pricing systems – this includes parking pricing and a distance based charging system to replace the current system that is tied to petrol use and other additional pricing strategies to manage demand during specific times and locations or by different vehicle types.

- Energy infrastructure – this includes electricity system and grid upgrade, additional renewable energy production plants and alternate energy refilling/charging infrastructure (including biofuel, electricity and hydrogen).

Consultation question 13

Given the four potential pathways identified in Hīkina te Kohupara, each of which require many levers and policies to be achieved, which pathway to you think Aotearoa should follow to reduce transport emissions?

Chapter 11: What opportunities should the Government progress over the first three emissions budget periods?

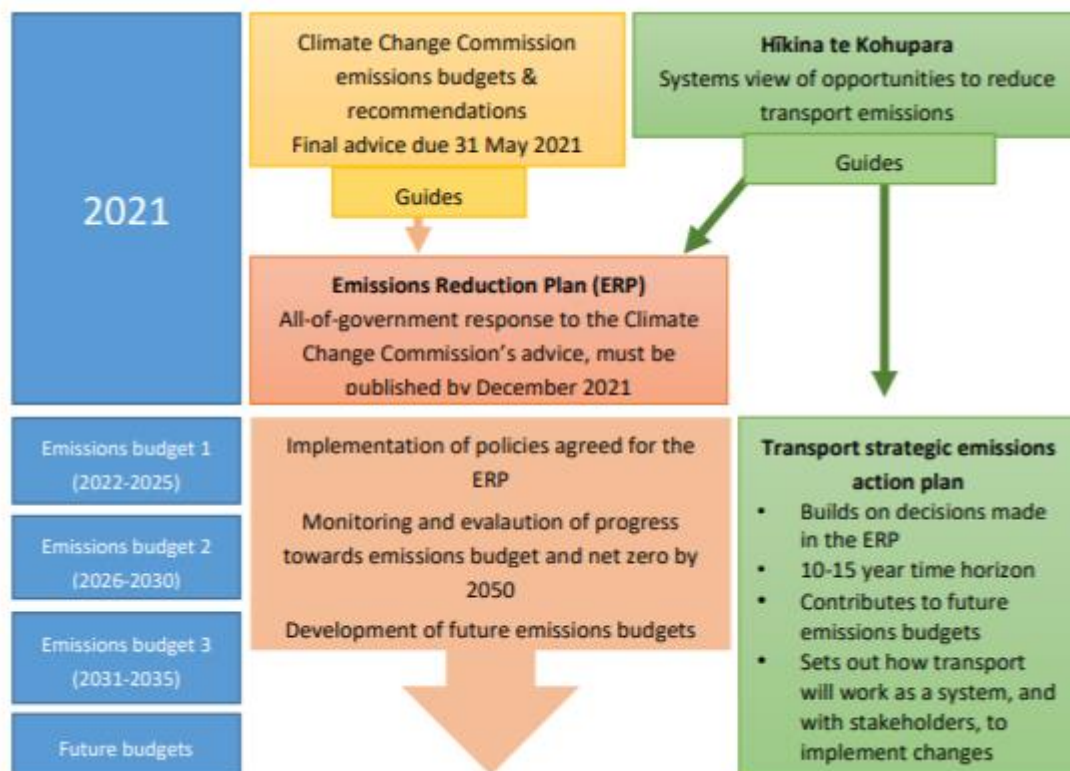
Includes some big tables on pages 126 to 134 setting out the policy interventions over each of the next three five-year periods. Too big to summarise here. Please have a look at the document at: <https://www.transport.govt.nz/assets/Uploads/Discussion/Transport-EmissionsHikinateKohuparaDiscussionDoc.pdf>

Consultation question 14

Do you have any views on the policies that we propose should be considered for the first emissions budget?

Chapter 12: Where to next?

Hikina te Kohupara was produced to help inform the Government's strategic approach to reducing GHG emissions from transport. It is the first step towards fully understanding how the transport sector can reduce its GHG emissions. It will be used to facilitate discussions with Ministers, Iwi/Māori, stakeholders and our wider communities on potential policies that we will carry forward in 2021 through to the first ERP under the CCRA.



Hīkina te Kohupara will underpin a 10-15 year strategy and action plan

Hīkina te Kohupara has highlighted that Aotearoa must implement a broad range of policies to achieve meaningful change and reductions in our GHG emissions from the whole transport system. Aotearoa cannot afford to cherry pick policies, nor are there policies that are silver bullets. In addition to informing the policies for the first ERP, Hīkina te Kohupara will be the foundation document from which a 10-15 year time horizon strategy and action plan will be developed. A strategy and action plan will be agreed with Government and used to inform future ERPs and future investment and resource needs.

How can you help?

Thank you for taking the time to read this paper. The Ministry invites your views on the opportunities outlined in this paper to reduce transport emissions and put us on a pathway to zero carbon emissions by 2050. Your views will help us to shape the advice we put forward to Ministers for the ERP, and for the development of transport strategic action plan for the next 10 to 15 years.

11.6 Links Avenue Safe System Review and Recommendations

File Number: A12570389

Author: Brendan Bisley, Director of Transport

Authoriser: Nic Johansson, General Manager: Infrastructure

PURPOSE OF THE REPORT

1. The Commissioners requested staff undertake a safe system review of Links Avenue following a deputation from a group of residents. This review was undertaken by Colin Brodie, Director, Colin Brodie Consulting Ltd and Hamish Mackie, Director, Mackie Research Ltd.
2. This report outlines the finding and recommendations of the review. The report also outlines the next steps that could be undertaken, the local safety benefits and the implications for the wider community as a result of the recommendations.

RECOMMENDATIONS

That the Council:

- (a) Receives the safe system review report on Links Avenue.
- (b) Directs staff to undertake consultation with the wider community on the recommendations of the report.
- (c) Sets aside a \$400,000 budget in the LTP to undertake an innovative streets style consultation with the community regarding trialling the recommended solution.

EXECUTIVE SUMMARY

3. The Council engaged the services of Colin Brodie and Hamish Mackie to undertake a safe system review of Links Avenue. A safe system review looks at only the safety aspects of a street or road. A safe system review does not consider wider network issues or consequences to the safety and congestion on adjacent streets if changes were made to the street being reviewed.
4. The review concluded that due to the mix of traffic and volumes there is a “belief of a tangible risk to pedestrians and cyclists using the shared use path along the length of Links Avenue”.
5. The review indicated there was merit in Council trialling an option of a cul-de-sac on Links Ave that would prevent the rat running along the street and substantially reduce traffic volumes past the school to reduce the risk of conflict between users, allowing the removal of the bus lane between Golf Road and Ascot Avenue, but still allow buses to travel along the street.
6. The safe system review team were provided a copy of a staff report presented to Council in October 2020. Councillors did not make a recommendation at the time for which option or options should be progressed. The earlier staff report is appended to this report along with the Safe System Review.
7. The key issue in Links Avenue is the volume and mix of traffic using the street. Due to the high volumes, changes have been needed to create separate space for the PT and walking and cycling modes. This creates little separation for users in the current configuration.
8. A cul-de-sac is the recommended option that would reduce the traffic volume back to a level that vulnerable users can mix with traffic. The other options in the Council report address

specific aspects of the conflict between modes but cannot achieve the safety improvements that can be achieved with a reduced traffic volume

9. There are other actions already underway to improve safety in the wider area. These actions are:

- (a) to implement a heavy vehicle ban in the residential areas of Arataki and the Mount
- (b) to install a 30km/h variable speed zone in Links Avenue near the school
- (c) provide an additional pedestrian crossing on Golf Road to encourage students coming from the west to access the school via Lodge Avenue rather than Links Avenue.

The last two actions are still in progress but will be implemented as soon as possible.

10. Links Ave is an important part of the bus network and in the TSP has been identified as a primary PT and cycle corridor. The bus had earlier been routed down Maunganui Road, but this is disconnected from the origin and destination locations that bus passengers use. In Links Avenue, non-residential traffic using the street is the lowest priority under the TSP plan.

BACKGROUND

- 11. Links Avenue was a relatively quiet local road (approximately 2,000vpd) prior to the start of the construction works on the Baylink to Bayfair (B2B) construction. After the B2B construction got underway, significant congestion on the State Highway meant buses were shifted off Maunganui Road to improve service reliability as well as address significant safety concerns with bus passengers needing to cross the 4-lane highway to get to and from the bus. A student using the buses had been hit by a vehicle on Maunganui Road prior to the relocation to Links Avenue so the continued use of Maunganui Road for buses is not considered a safe option.
- 12. There are approximately 6,000 passengers that get on the bus in Links Avenue each month, with 2/3 of those being students.
- 13. Traffic volumes are now over 5,000 vehicles per day, and still rising, along with the heavy vehicles that were starting to use the street as a shortcut.
- 14. Bus services were unable to maintain travel time reliability due the traffic queue extending along Links Ave and moving slowly in the morning peak. As a result, a bus lane was installed on the southern side. This required the removal of parking on one side of Links Avenue and the two general traffic lanes to be shifted over to be against the kerb on the opposite side.
- 15. A shared use footpath was installed to provide better facilities for pedestrians and cyclists.
- 16. When initially started the B2B project was planned to be complete in late 2020, so the changes in Links Avenue were expected to be in place for 18months to 2 years. The B2B project has been delayed a number of times since construction commenced and now is not expected to be complete until late 2022.
- 17. Some residents on Links Avenue have been expressing concern about the safety of the users on Links Avenue. Council had safety reviews completed by internal staff and independent safety auditors. In addition, Waka Kotahi have undertaken a review. Minor improvements were identified, and changes made, but overall, the street was not found to be unsafe.
- 18. The Arataki area has only three east/west connection options (Oceanbeach Road, Links Avenue and SH2 Maunganui Road) so any changes to one of these routes that reduces traffic capacity has significant impact on the other two.
- 19. In late 2020, Councillors asked staff to prepare a report that presented options that could be undertaken in Links Ave to address the resident's safety concerns. This report was presented in October 2020.
- 20. Councillors did not make a decision on a preferred option but asked that the community be consulted on the options presented in the report. As a result, the report was considered by

the Arataki Community Liaison Group which had recently been formed. This group discussed the staff report and recorded the following in the meeting minutes:

The options to address the safety concerns on Links Ave were discussed in detail including the impact the new completion date of the Baylink project will have. A shorter list of the more practicable/achievable options were identified (below) to take to the wider community for feedback.

- *Street scaping – to give the street a more ‘residential’ feel that would hopefully dissuade ‘rat-runners’ and enhance the amenity and connection for residents (confirmation of existing underground services would be necessary for this to be viable)*
- *Speed limits – reduce the speed limit of this area through the upcoming city-wide consultation*
- *Adding an on-road cycle lane and removing the existing bus lane – this would mean all parking would be removed to make way for the cycle lane (extra research would be required by Bay of Plenty Regional Council (BOPRC) first)*
- *Alternative bus routes – redirecting some bus routes to exclude Links Ave (BOPRC are currently working on the feasibility of this)*
- *Undergrounding – services e.g. powerlines could be moved underground to allow for more shared space and amenity*

OPTIONS ANALYSIS

21. In relation to the options included in the staff report, the best solution to address safety for all users is to reduce the traffic volumes in Links Avenue. The only practical way to reduce traffic volume is through a cul-de-sac, which is why the safe system review recommended this being trialled.
22. Removing buses from the street will not significantly improve safety and will impact the 6,000 bus users each month that catch a bus on Links Avenue.
23. A cul-de-sac can be trialled before it is permanently implemented to see if it achieves the safety improvements expected and to accurately assess the other network implications.
24. Independent to the TCC reviews underway, NZTA also had staff recently review options to improve safety along Links Ave. This review recommended a cul-de-sac treatment as the best solution to achieve a safety improvement which aligned with the safe system review.

IMPLEMENTATION

25. 24/7 enforcement of the bus lane bypass utilising License Plate Recognition Camera's (LPRC's) would be required to ensure traffic volumes remain low. Illegal use of a bus lane is a \$150 ticket per offense.
26. It is expected the traffic unable to travel along Links Avenue would divide evenly between Maunganui Road and Oceanbeach Road, so an additional 2,000 vehicles per day could be expected on each road. In the morning peak, this will increase the congestion and make add an additional 5-10 minutes in travel time for vehicles. At times this could be up to 20 minutes in severe congestion.
27. The cul-de-sac trial would need to be in place for 6 months to allow time for traffic behaviours to change and allow for an accurate impact assessment on both safety in Links Avenue and the wider traffic network to be completed.
28. An innovative streets style consultation process is very effective at engaging with the wider community on changes. This was recently done for a proposal on Marine Parade. The process requires significant communications and engagement and staff resources to be done well and experienced facilitators to ensure all the wider community views are captured and reflected in the outcomes. We anticipate there would be very different views about what should happen. An estimate of the cost of this process from recently completed innovative streets style consultation processes is \$350,000 - \$400,000 and it could take 3-6 months to be fully completed.

FINANCIAL CONSIDERATIONS

29. The installation of a temporary trial of a cul-de-sac option could be undertaken quickly via a Temporary Traffic Management Plan being implemented, but a permanent installation would require budget to be set aside in FY22 or 23. The LRPC cameras would be installed at the same time and could be reused on other projects.
30. The council currently has no specific funding set aside for changes to Links Avenue. There is a minor safety budget in each financial year, but this is fully allocated to other projects in FY22 so other projects would need to be delayed to accommodate Links Avenue.
31. One consequence of this traffic volume is that the pavement is now in poor condition and needs to be renewed as soon as possible to prevent it failing and needing expensive rehabilitation that could be up to 10 times the renewal cost.

LEGAL IMPLICATIONS / RISKS

32. A Traffic Management Plan will be required to trial a cul-de-sac option as it will be changing the road layout for general traffic while it is in place.
33. The bus lane would need to be amended in the current bylaws register to allow a two-way movement of buses if a cul-de-sac trial is undertaken.
34. Enforcement of the bus lane would be required during the duration of any trial to prevent other vehicles from continuing to use Links Avenue as a through route.
35. Advance signage on approaches to Links Avenue would be required to advise traffic that Links Avenue is no longer a through route. A No Exit sign would be placed at Golf Road while the cul-de-sac is in place.

CONSULTATION / ENGAGEMENT

36. The Arataki Community Liaison Group, which are representatives of the Arataki Community have considered the earlier staff report on options that could be consulted on Links Avenue so are aware of options that could be considered. They discounted the cul-de-sac option due to the impact on traffic volumes
37. To expedite an immediate safety improvement, the trial of the cul-de-sac could be implemented almost immediately while the wider consultation is undertaken with the community.

SIGNIFICANCE

38. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals, and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal, or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
39. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
 - (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the changes to the street layout
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
40. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the issue/decision/matter/proposal is of med significance due to the potential impact on surrounding streets and the impact this would have on congestion in the area.

NEXT STEPS

41. A cul-de-sac trial could be implemented in Links Avenue reasonably quickly. The scope of any wider consultation with the community and different users' groups would determine the timing for any changes and trials.

ATTACHMENTS

1. **Links Ave Safe System Assessment FINAL pdf - A12593807** [↓](#) 
2. **Links Avenue Options Investigations - A11850925** [↓](#) 

LINKS AVENUE SCHOOL TRAVEL SAFETY

A Safe System Review

Colin Brodie | Hamish Mackie



20 APRIL 2021



SUMMARY

This report provides an independent safe system review of safety concerns around the use of the Links Avenue shared use path (SUP), particularly by school students. The review was based on an afternoon and evening peak traffic site visit by Colin Brodie on 18 March, morning and afternoon site visits by both authors on Monday 29 March (including incidental conversations with members of the public on site), review of relevant documentation and meetings with Tauranga City Council (TCC) staff to obtain further context.

Links Avenue is a busy pedestrian, cycling and bus route, particularly for school students from three schools. However, traffic also rat-runs down Links Avenue to avoid congestion on Maunganui Road in the AM peak, and to a lesser extent the PM peak.

Meanwhile, government's strategic direction seeks to further support alternatives to private car trips. A Vision Zero approach supported by central government and Tauranga City Council takes the position that all deaths and serious injuries are unacceptable, and we need to be accommodating of human error.

The core issue is that students walking and cycling on the shared use path along Links Avenue between Golf Road and the Mt Maunganui Intermediate entrance often overflow onto the road as they negotiate each other, street utilities and rubbish bins. At the same time there is very little buffer space (around 0.9m) between the shared use path edge and the traffic lane edge line. There have been reports of cyclists having near misses with buses and on our site visits we witnessed behaviour that could be very risky if a bus or other vehicle happened to be passing.

Active travel is clearly very strong for the three schools served by Links Avenue and it should be a safe and attractive option for students. The TCC school travel team has worked hard with the local school communities to ensure this culture continues.

However, given the many interactions between traffic and pedestrians/cyclists, reports of previous near misses and behaviour witnessed from our site visits, we believe there is a tangible risk to pedestrians and cyclists using the SUP along the length of Links Avenue.

Given overall government direction, the alignment with the Vision Zero approach by Tauranga City Council and hence the need to prioritise active and public transport trips, safe walking, cycling, and bus travel should be prioritised at this location. There are various options that could be implemented or tested, including removing the bus lane with or without re-routing buses. However, one option that appears to have particular merit is the idea of testing a cul-de-sac arrangement on Links Avenue for general traffic, allowing the bus lane to be removed, and for buses, pedestrians, and cyclists only to access the north-western part of Links Avenue during morning peak times. An interim measure could be a variable 20 or 30 km/h speed limit during school times which may help to avoid or mitigate the most severe pedestrian or cycle crashes.

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1. Background

1.1. About this report

This report provides an independent safe system review of safety concerns around the use of the Links Avenue shared use path (SUP) by school students. The authors bring considerable expertise in Vision Zero and the Safe System approach to road safety, school transport, and human factors in transport systems and these areas of focus are the basis for the approach taken and corresponding conclusions.

The review is based on afternoon and evening peak traffic site visit by Colin Brodie on 18 March plus morning and afternoon site visits by both authors on Monday 29 March (including incidental conversations with members of the public on site), review of relevant documentation and meetings with Tauranga City Council staff to obtain further context.

1.2. Safety concerns at Links Avenue, Mt Maunganui

There is concern about the safety of school students using a shared path on Links Avenue (near Mt Maunganui Intermediate). In 2019, a bus lane was added in the direction towards Golf Road, which means a 10.5m wide road is accommodating three traffic lanes. This has led to minimal separation between traffic and school students using the SUP. Recently, a student collided with another cyclist, fell, and narrowly avoided a very serious incident with a passing bus and other near misses of a similar nature have been reported.

Tauranga City Council has been investigating the issue and a range of possible solutions have been suggested. However, given the recent incident and concern raised by the local community and City Council, there is a need to further assess the safety risk to students and other road users at this location. Based on this assessment, suggestions for action are also needed.

1.3. Links Avenue and the schools

Links Avenue is shown below in Figure 1. Mt Maunganui Intermediate has entrances on Links Avenue, but importantly three school catchments (primary to secondary) use Links Avenue. Links Avenue is an important walking, cycling, and public transport route for all three of these schools, and students use this route at various times and sometimes in opposing directions. Large groups of students travelling together and clustering around bus stops are common.

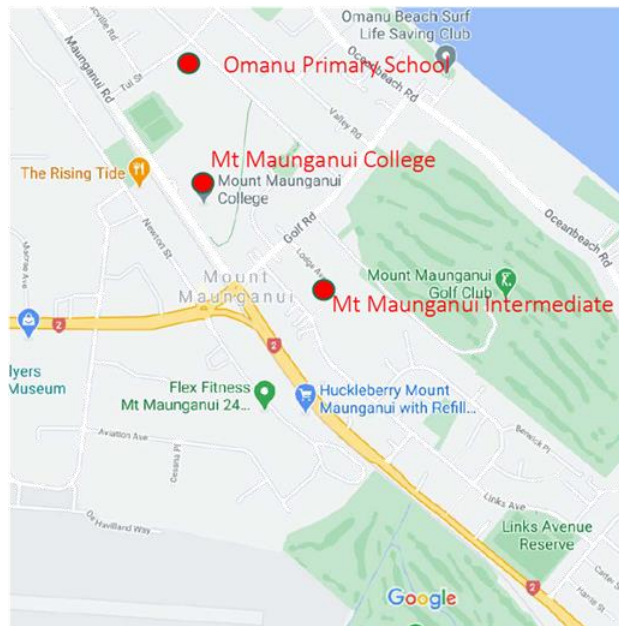


Figure 1. Links Avenue Location (Source: Google: Map data ©2021)

There is good accessibility to these schools and active mode share is very high with a high proportion of students walking, skateboard, scootering and biking to all three schools. In a previous study (Mackie 2009), cycling mode share was estimated at 20%, which is very high by New Zealand standards. Over the years Tauranga City Council has worked hard to maintain good relationships with schools and promote active travel. With the earlier two-lane configuration with less traffic many students cycled on the road. Both this earlier work and our current observations confirm that Links Avenue is an important component of the school pedestrian and cycle network.

1.4. Network context

Links Avenue is also being used as a rat-run for traffic avoiding Maunganui Road en-route to the city, particularly in the morning peak. A range of routes converge on Hewletts Road and when Maunganui Road becomes congested traffic spills over onto Golf and Links Roads (from the Bayfair direction). Links Road is classified as a primary collector road (using the One Network Road Classification), but it is currently functioning as a proxy mixed use arterial road.

There is clearly a conflict between the traffic demands of Tauranga more widely and the safety and well-being of school students and other active road users using Links Avenue.

1.5. Strategic context and the Safe System

A range of national and local strategy and policy documents should influence the approach given to Links Avenue:

Government Policy Statement on Land Transport 2021/22-2030/31

There are four strategic priorities under the current Transport GPS: Safety, Better transport options, Climate change, and Improving Freight Connections. Active and public transport are key modes across these priorities. Accessing education through safe walking and cycling and public transport is also an important theme in the GPS.

Road to Zero New Zealand's Road Safety Strategy 2020-2030

Road to Zero takes the position that no death or serious injury on our roads is acceptable. There is also a broader definition of well-being with both health and safety coming together. Related to this the promotion of active modes and the requirement for those modes to be safe. The vision and principles have been supported by 80-85% of New Zealanders¹.

Tauranga Street Design Guide, 2021

This guide outlines principles that underpin the development of streets and is strongly aligned to the aspirations of the Tauranga Urban Strategy. A core emphasis is encouraging active travel through street design and that everyone using our streets has the right to be and feel safe. Tauranga City Council and Waka Kotahi NZ Transport Agency support a Vision Zero approach, recognising that no death or serious injury on our roads is acceptable.

1.6. Road users

There are a range of road users routinely using Links Avenue:

Pedestrians and cyclists: Most commonly getting to and from school, but also adults travelling to meet students, teachers accessing the schools and the general public walking, cycling and getting to and from buses.

Bus users: In the morning peak we counted approximately 10 buses travelling towards Golf Road on Links Avenue - a mix of city and school buses, with most bus passengers being school students. In the afternoon school travel time, a greater number of buses predominantly travelled south-eastward, with large numbers of students using both school and city buses. We also noticed one inter-city bus in the morning peak, possibly avoiding congestion on Maunganui Road. TCC data for August 2020 shows that there were 5,168 people boarding the bus on Links Avenue.

General traffic: Vehicle traffic flows have grown from around 2000 vehicle per day (vpd) to over 5000 vpd over recent years, reportedly as a result of the congestion from the Bayfair to Baypark (B2B) road works along the adjacent SH 2 and also general traffic growth in the Mt Maunganui and Papamoa areas. In the morning peak, traffic queuing began at 7:30am and continued to approximately 9am. Links Avenue is clearly a rat-run for travelling towards the city from the Bayfair/Papamoa direction.

1.7. Operating speed

The overall operating speed for traffic on Links Avenue is 30-39 km/h (Waka Kotahi, MegaMaps), however this is likely to be skewed by the morning congestion and other slow vehicles entering and leaving driveways and intersections. A better speed metric for safety purposes is 85% speed. Observing traffic speed on Links Avenue in the afternoon school time,

¹ www.transport.govt.nz/zero.

with much less congestion than the AM peak, 85% speed past the western end of the shared path (near Golf Road) was estimated to range between 40-50 km/h. Measured speed tube data was unavailable at the time of writing.

1.8. Crash history

Between 2011 and 2021 there have been seven reported pedestrian or cycle crashes on Links Avenue, of which four occurred during school times. Although there is no crash history for the risk described in this report, there has clearly been an incident involving a student falling from their bike with their bike struck by a bus, as described by various accounts. Under-reporting in the Crash Analysis System database is also well acknowledged, particularly for vulnerable road user groups and so it is also useful to understand near misses and eye-witness accounts as described, to understand the overall risk.

2. The Safe System

The Safe System underpins New Zealand's Road to Zero Strategy, as it did with the previous Safer Journeys Strategy, and a focus on roads, vehicles and road user choices continue to be key focus areas along with system management and work-related road safety. Key principles that must be considered in assessing road safety problems include:

- no loss of life is acceptable in the transport system
- deaths and serious injuries on our roads are preventable
- we all make mistakes, but these mistakes should not cost us our lives
- we design for human vulnerability
- our road safety actions support health, well-being and liveable places.

The four pillars of the Safe System, as shown by the earlier Safer Journeys' interpretation, is shown below in Figure 2, and these pillars are still important within Road to Zero.



Figure 2. The Safe System

Figure 3 below depicts how the traditional approach to road design deals with risk – users needing to operate perfectly all the time to avoid serious injury or death, and not necessarily being aware of level of risk that roads generate.



Figure 3. Pedestrian risk within the current transport system. Source: Vision Zero in Sweden, Lars Ekman.

However, human well-being should not be negotiable and should be a basic condition of any road or transport context. As much as possible we must design roads and other system elements so that they are user-friendly and accommodating of mistakes. And all of this should be in the context of promoting active and public travel with the goal of developing liveable communities.

3. Safe System review

This Safe System review of Links Avenue has a specific focus on the safety of school students walking and cycling, but also considers the safety and amenity for all road users. The review considers the following areas:

- road and pathway design
- traffic and vehicles
- pedestrians, cyclists, and other micro mobility devices such as scooters
- the overall nature, magnitude, and likelihood of risks to school students
- considerations for future action.

3.1. Road and pathway design

The core issue of focus is the proximity of students using the shared use path (SUP) to passing traffic on Links Avenue. The concern around this has developed since the introduction of a bus-lane in 2019 where three traffic lanes are now squeezed into the existing corridor. The road configuration is shown below in Figure 4, with associated dimensions. Although these widths vary slightly along the corridor, and the usable space on the shared path is affected by rubbish bins, power infrastructure and occasional parked vehicles, the configuration is relatively consistent along its extent.



Figure 4. Links Avenue layout.

- Shared use path on the eastern side: 2.4m
- Distance between yellow line on SUP and white edge line on road: 0.9m
- Traffic lanes as shown (between lines)
- Kerb to kerb road width approx. 10.5m.

The configuration shown above extends between Golf Road and the Mt Maunganui School entrance where road marking was added following a Safety Audit in 2019, to delineate priority for pedestrians and cyclists on the SUP, and also to make the edge of the SUP more defined using a painted yellow kerb (Figure 5) below.



Figure 5. Improved delineation at Mt Maunganui School entrance.

Further to the south-east on Links Avenue there is a greater buffer between the pathway and the traffic lanes. The SUP pathway stops at Ascot Road about 55-60% of the way along Links Avenue, as pedestrians and cyclists are encouraged to use link pathways on Ascot Road and Berwick Place to reach Concord Avenue. However, our observations were that most students did not use these links and instead chose to continue along the more direct Links Avenue footpath.

3.2. Network, traffic, and vehicles

Links Avenue is classed as a primary collector using the One Network Road Classification (Waka Kotahi). However, it appears to be unofficially operating as a mixed-use arterial road, taking overflow from Maunganui Road.

The bus lane was added into a re-configured Links Avenue to provide a more reliable journey time for north-western bound buses using this route during the AM peak, in order to avoid congestion on Maunganui Road. City bound traffic uses Links Avenue as a rat-run and subsequently significant traffic queuing begins from about 7:30am, with the queue extending at least as far back as Spur Avenue.

With the traffic congestion and approximately 8-10 school and city buses per hour using the bus lane, there is often no space for cyclists in the Golf Road direction as shown by the adult cyclist on the footpath below in Figure 6.



Figure 6. Adult cyclist using footpath.

In the AM peak several risky and potentially dangerous traffic and pedestrian behaviours were observed, including vehicles backing out of properties through queued traffic and limited visibility, u-turns and school students exiting queued vehicles and crossing the road to access school.

In the afternoon, peak flow towards Concord Road is the predominant direction and, while there isn't the same congestion, traffic speeds are faster, a large number of school and city buses use Links Avenue, and inappropriate parking for picking up students was observed, as shown below in Figure 7.



Figure 7. Inappropriate parking on the Links Avenue shared use path.

3.3. Pedestrians and cyclists

Pedestrians and cyclists along Links Avenue are dominated by school students and, importantly, students from three schools. During our morning and afternoon site visits the SUP became congested or blocked at times with large numbers of students walking, skateboarding, scootering and cycling (Figures 8-10). At times cyclists appeared to be using the road as their intended route, and at other times they would temporarily dart out into the road to avoid SUP blockages.



Figure 8. Student cyclist approaching blocked footpath AM



Figure 9. Student cyclist approaching blocked footpath PM



Figure 10. Students cycling on road to avoid congested SUP.

Although Links Avenue is the location of primary interest, it is also worth noting some of the pedestrian and cyclist behaviour at other nearby locations such as various crossing locations on Golf Road, a particularly risky crossing at the intersection with Maunganui Road (Figure 11) and the zebra crossing with an often over-flowing fenced refuge or informal crossing around it.



Figure 11. College students attempting to cross Golf Road.

3.4. The overall nature, magnitude and likelihood of risks to road users using the Links Avenue shared use path

When the road, vehicle and user considerations are brought together, the risk of an injury collision between a pedestrian/cyclist and a vehicle emerges from:

- little buffer space between the SUP and the adjacent traffic lane and inadequate SUP width
- school students who travel in social groups with others negotiating them, and who seem sometimes oblivious to nearby traffic and clustering around bus stops
- vehicles that often include buses. The risk of serious injury or death is greater for a bus, truck or other heavy vehicle because of its frontal shape and mass, and potential to be dragged underneath the wheels.

More broadly, the following table summarises our assessment of risks to road users including school pedestrians and cyclists on the Links Avenue SUP. Following this is an explanation of the ratings.

Road user	Nature	Likelihood	Consequence
Pedestrians/scooters	Stepping or spilling out onto Links Avenue from SUP Crossing Links Avenue or Golf Road	Medium	Serious injury*
Cyclist	Swerving out onto Links Avenue from SUP Given insufficient space/cut off on Links Avenue Crossing Golf Road	Medium	Serious injury*
Motor scooters/bikes	Sharing of traffic lane with larger vehicles. Turning at driveways and intersections	Low-medium	Serious injury
Motor vehicle occupant	Turning into or out of properties on Links Avenue Making U-turn on Links Avenue Intersection with Golf Road	Medium-high	Non/minor injury

*The consequence could be a fatality if struck by a bus or truck.

Explanation for pedestrian assessment:

During our site visits we did not see any near misses on Links Avenue or Golf Road. However, there is a large amount of mixing of pedestrians and busy traffic at risky locations. Furthermore, there is evidence of periodic crashes involving pedestrians which often include school students. Given the relatively low traffic speed and given the crash history, any pedestrian crash is likely to result in minor to serious injury crash severity. However, if a pedestrian was struck or pulled under a bus or truck then there is a chance of a fatality.

An interesting comparison exists with Manners Street in Wellington (Figure 12). Although this has a much greater density of bus and pedestrian traffic throughout the day, a similar pedestrian risk exists where pedestrians are operating on a footpath in very close proximity to buses. Over the past ten years there have been 13 serious injury, 14 minor injury and two non-injury pedestrian crashes on Manners Street, and sudden stepping out into the traffic into the path of buses has been a common crash type.

This example shows that the close proximity of unpredictable vulnerable road users and buses is likely to have safety implications, and the severity of any collision is likely to be severe given the frontal shape and mass of buses.



Figure 12. Manners St, Wellington

Explanation for cyclist assessment:

During our site visits we witnessed cyclist movements that would pose considerable risk if a passing car or bus happened to coincide with them darting out onto Links Avenue (probably to avoid other students). Furthermore, there is insufficient cyclist space on the road on Links Avenue which increases their proximity to motor vehicles, yet we noticed numerous school children and commuters choosing to cycle on the road and in the bus lane. Along with the recently reported cyclist incident and feedback from parents on the street, we witnessed numerous occasions where cyclist movements could result in a near miss or crash and hence our rating of crash likelihood is slightly higher at medium. Given the relatively low traffic speed, any cyclist crash is likely to result in minor to serious injury crash severity. However, if a cyclist was struck or pulled under a bus or truck then there is a chance of a fatality.

Explanation for motor-scooters/bikes risk

Motorcycles are a reasonably common form of transport for high school students, and we noted a number of these. These are typically low powered and sometimes travel at lower speeds than cars and buses. Along Links Avenue, these motorcyclists have no shoulder space to utilise if necessary and are required to share the traffic lane or the bus lane in the morning commute. Whilst the risks of crashes would be reasonably low, it can be an uncomfortable experience with no space to pull over and let larger and faster vehicles pass.

Explanation for motor vehicle occupant assessment:

We witnessed numerous opportunities for motor vehicle to motor vehicle collisions as a result of risky driving behaviour, and there are a greater number of motor vehicle crashes in the area than pedestrian or cycle crashes, presumably due to their greater numbers over a 24-hour period. However, given the relatively low traffic operating speeds in the area, notwithstanding extreme driving behaviour such as excessive speed, then injury risk should be relatively low.

4. Analysis and considerations for future action

A range of recommendations have already been presented for addressing pedestrian and cyclist safety concerns on Links Avenue related to the SUP (Links Avenue Options Investigations, 6 October 2020). Here we present our analysis of the situation and some considerations for future action based on our observations and analysis.

4.1. Analysis

- The heart of the issue appears to be an inadequacy of the infrastructure to accommodate and segregate all the transport demands, resulting in conflict between major traffic network issues and the objectives for active and safe school travel. Traffic has overflowed from Maunganui Road into Links Avenue and Golf Road, for those travelling to the city in the AM peak. This has led to congestion on Links Avenue and the need for bus lanes. It seems that priority needs to be given either to traffic congestion or to the safety of active and bus school travel. This should be a strategy led decision, and the strategy documents outlined earlier suggest that safe active school travel should take priority on Links Avenue.
- It may be that this congestion is alleviated once the Baypark to Bayfair link is completed and the bus lanes are not needed any longer. However, there is also a very real chance that congestion does not improve as capacity limitations on Hewletts Road mean that there will still be congestion on its approaches, and hence incentives for rat-running traffic on Links Avenue. Furthermore, the improved road infrastructure is likely to attract more traffic (induced demand²) and maintain the levels of congestion in the area, especially given the growth in development in the Eastern Bay area.
- The fundamental issue for Links Avenue appears to be the addition of the bus lane, which has pushed the south eastern bound general traffic lane closer to the SUP which has no berm or other separation. The SUP path width itself is inadequate to accommodate the groups and contraflow of users in peak periods. Also, the north-western bound bus lane is hard up against the kerb, resulting in cyclists having to share this lane. Although the bus lane only legally operates between 7.15-10am, its use as a general traffic lane, bus lane or parking is not clear, and we noted various uses.
- It is also interesting to note an earlier analysis of Mt Maunganui School travel³ in 2009 when Links Avenue was operating more as a collector road, the concern was more about traffic speed and personal safety related to certain households. These issues have largely been addressed through gentrification and congestion, but concern about the proximity of buses to cyclists (mentioned more for Valley Road and as an overall risk in the 2009 report) is now focused on Links Avenue.
- The 2009 report mentioned above also shows that Mt Maunganui Intermediate has a very strong culture of walking, cycling, and busing to school, and to some extent this is a reflection of an effective and proactive school travel team at TCC over years, working

² <https://www.vtpi.org/gentraf.pdf>

³ <https://www.nzta.govt.nz/resources/research/reports/380/>

closely with school communities. Our site visits confirmed this strong active travel culture for the schools in the area and the predominance of teenage girls cycling to school is a very healthy sign as in many other cities this group is often non-existent. As national leaders in school active travel, this should be supported and made as safe as possible.

- When looking across the system for intervention solutions, when it comes to road user behaviour the characteristics and typical behaviour of school students needs to be taken into consideration. School aged pedestrians and cyclists may not act as consistently as we might wish and part of this is a result of their developing brains. This is supported by the following quote:

"You have to take the human and our behaviour into account when you design the road transport system" - Claes Tingvall - Originator Vision Zero Sweden

Hence, a simple mistake by school students should not cost them serious injury or death because the margins for error in the path/road design are minimal.

4.2. Considerations for future action

It is our view that the current road design on Links Avenue is associated with an unacceptable margin for error for pedestrians and cyclists, and a moderate and tangible risk to vulnerable road users, cyclists in particular.

Barrier between shared use path and vehicles?

A seemingly obvious solution is to erect pedestrian fencing along the extent of the SUP from Golf Road to the Mt Maunganui school gate, as this would separate pedestrians and cyclists from traffic. However, a number of disadvantages need to be considered:

- In the UK, although in a different context, pedestrian fencing removal has been associated with a reduction in crashes⁴
- Potentially, pedestrian fencing provides a false sense of safety from a drivers' perspective, and hence their speed and awareness do not reflect the potential risk of a pedestrian or cyclist suddenly emerging from an opening in the fencing (such as a driveway)
- Cyclists, as shown earlier in the report, may be more sudden in their darting out at driveways, especially if they are stuck behind groups of walking students for some time
- Cyclists using the road may become trapped between a vehicle and the fencing, particularly if there is insufficient cyclist space
- The fencing may partially obscure pedestrians and cyclists who may suddenly appear on the road way
- Already the SUP is narrower than the 3m which it should ideally be, and the fencing will remove further space from the path
- Potentially greater difficulty in residents entering and exiting driveways.

⁴ <https://content.tfl.gov.uk/pedestrian-railings-removal-report.pdf>

Reverting to two-lane traffic

We feel that safety risk would be addressed if the road reverted to two-lane traffic, allowing a greater shoulder and buffer between SUP users and traffic. This would better reflect the design and function of Links Avenue, given that it is such an important active travel corridor for three schools. This would disadvantage either general traffic or bus traffic however, but as mentioned earlier, on a strategic basis safe active school travel should be prioritised.

Restrict Access to general traffic during the AM peak

We've also learned that bus travel is very important for school students in the area and so retaining amenity for bus travel is preferred. In an earlier TCC report - Links Avenue Options Investigations, a cul-de-sac option for Links Avenue was explored, and accompanying traffic modelling has been provided. We believe a temporary trial of bus only access for north-western bound traffic on Links Avenue during the AM peak, as part of reverting Links Avenue to two lanes, has merit. This may shift some congestion to Maunganui Road, Ocean Beach Road, and Golf Road as suggested by traffic modelling but, as mentioned, earlier decisions should be strategically based as well as tested to see what happens.

A 'tactical' approach could be used to do this relatively cheaply to test the arrangement and so the cost should not be high. The existing Waka Kotahi led Innovating Streets programme provides considerable guidance for how this kind of approach might be used.

Variable speed limit

An interim measure, if the above more robust solution proved too difficult to implement, could be the introduction of a variable speed limit of 20 or 30 km/h during AM and PM school times. A Safe System speed involving vulnerable road users is generally accepted as 30 km/h. However, this targets elimination of most deaths but not serious injuries and this does not reflect the added severity associated with pedestrian/bus collisions. Speeds were already down to around 30 km/h in the AM peak near the raised zebra crossing and at other locations on Links Avenue. However, for southeast bound traffic generally, and for the PM school time, a 20 or 30 km/h speed limit may help with safety.

We also know from other variable speed limit applications that the signs play an important role in increasing driver alertness, which may be useful within the context of unpredictable pedestrians and cyclists.

10.3 Links Avenue Options Investigations

File Number: A11850925

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PURPOSE OF THE REPORT

1. The purpose of this report is to report back to Council options for changes to Links Avenue as requested by the Projects, Services and Operations Committee (PSOC) after receiving a deputation from a group of Links Avenue residents concerned about the safety of the road layout.
2. This report presents options relating to changes that could be made to the street to increase shared path widths, change the road layout as well as options to reduce the volume of traffic and congestion along the street. The advantages and disadvantages of each is included in addition to the costs and wider impacts on the surrounding streets.
3. The report contains a legal opinion on the powers of the Council in relation to the routes used by passenger transport services and the setting of Passenger Transport (PT) routes. The options considered by staff reflect the ability of Council to have buses removed from Links Avenue.

RECOMMENDATIONS

That the Council:

- (a) That Council receives the report and recommends a shortlist of options to be considered further by staff and consulted with the community.

EXECUTIVE SUMMARY

4. Staff from the Tauranga City Council and the Regional Council have met with the residents that presented at the recent PSOC meeting to better understand their concerns and discuss options that could be implemented and the potential impacts of each. Their primary concern is the safety of users on the shared path and the separation from traffic between Golf Road and Ascot Road.
5. The key issue in Links Avenue is the high traffic volume using the street as a rat run to avoid the congestion on SH2 as a result of the NZTA Baylink to Bayfair project. In the morning peak, traffic backs up along Links Avenue and this has created issues for the other modes trying to use Links Avenue (pedestrian, cyclists and PT users)
6. As a result of the congestion and its impact on bus reliability, this Council approved the implementation of the bus lane to allow buses to bypass the morning peak queues and provide a better level of reliability for PT users into the CBD and the schools in the area.
7. Links Avenue has approximately 6,500 bus passengers that get on and off the buses each month based off the Bee card data collected by the Regional Council. This data also shows that approximately 2/3 of the users are school children going to schools in the general area, so the PT service is an important service for parents and students getting to and from school in the Papamoa and Mount Maunganui area.
8. There are several measures that could be implemented along Links Avenue to alter the way it currently works and to reprioritise what modes are catered for. Each has direct impacts on the street function, the residents who live on the street, PT users and users of other modes as well as the surrounding streets due to changes in traffic flows and potentially PT services. The changes could be undertaken as standalone or as a combination.

9. In some of the options, the issues being experienced in Links Avenue could be simply transferred to another location so may not resolve the issue and may not align with future intents of the TSP alignment for modes and routes.

BACKGROUND

10. The current road layout in Links Avenue was installed after the PT services were relocated off SH2 due to significant congestion as a result of the NZTA Baylink to Bayfair (B-B) project. The buses were routed along Links Ave to provide a better reliability of service and to maintain a close proximity to the destinations of passengers going to and from the schools in the area.
11. Links Avenue is 10.5 to 11m wide along its length and has an estimated AADT of 5500 which is significantly higher than would be expected for a similar street elsewhere. In 2013, prior to the B-B project, the volume was 2982, and rose to 5130 in 2018 once the B-B works commenced. The traffic volumes have almost doubled.
12. With the traffic volumes, you would typically expect the peak hourly traffic to be approximately 10% of daily volumes. In Links Avenue 25% of the daily traffic volume is in the peaks which indicates the higher level of rat running along the street.
13. The key issue on Links Ave is the volume of traffic combined with the high number of pedestrians and cyclists in the short peak periods at the drop off and pickup times associated with the school. This occurs for approximately 40 weeks a year during term times, and for half an hour in the morning and afternoon. For the remaining 23 hours and during school holiday periods the issue is not present.
14. In 2019 the current Council approved the installation of the bus lane to address the buses being delayed by a large increase in rat running traffic through the area also trying to avoid the congestion on SH2. Traffic had increased from an AADT of 2982 to 5130 and bus travel times had increased by as a result as the traffic queues on Links Ave extended about $\frac{3}{4}$ of the street at times. These changes were made in February 2019.
15. The bus lane was installed on the southeast side of Links Avenue to allow the buses to travel from Concord Avenue to Golf Road past the queued traffic. The bus lane required the removal of parking on the opposite side of the road and the traffic lanes to be moved across to be adjacent to the foot path.
16. The City Link and Hospital Link bus routes started in December 2018, approximately two months before the bus clearway was installed on Links Avenue. Comparing February 2019 with February 2020, patronage on these routes has gone from 35,500 to 44,700 (an increase of 11,000 or 25%). Data for August 2020 shows that there were 5,168 people boarding buses on Links Avenue.
17. A shared path has been installed from Golf Road to Ascot Road and along a section from Concorde to just pass the Links Avenue Reserve. Which then connects to the bus lane for cyclists.
18. The TCC travel safe teamwork with the Mount Manganui Intermediate School to educate the children how to safely use the cycle facilities to and from the school and nearby destinations such as Bayfair Mall. This work is ongoing as new groups of students start school each year. This service provides a high level of education for students to remain safe on the facilities in the general area.
19. After the installation of the bus lane, some residents have expressed concern about the safety of pedestrians and cyclists using the street, especially with the buses.
20. In response to the resident's concerns, the following safety reviews have been undertaken:
 - TCC traffic engineering staff have reviewed the site layout
 - A safety audit was undertaken by independent safety experts

- NZTA have had an onsite review undertaken by an internal safety expert based in another region of New Zealand.
- 21. These reviews have identified some minor changes, and these have been gradually implemented.
- 22. Residents have reported some non-injury accidents between buses and infrastructure as well as buses and cyclists. Each of these has been investigated by the Regional Council at the time, but no changes have been required to the road layout as a result of those investigations. One of these accidents was related to a school bus service and was not related to the services run by the Regional Council.
- 23. Bus drivers have implemented a voluntary 30km/h speed limit when travelling in the bus lane on Links Ave to increase safety and decrease the chances of any accident leading to serious injuries.
- 24. Attached to this report are the previous reports considered by Council and the accident investigations undertaken by the Regional Council. Also attached is a memo from the Regional Council providing data on the bus service patronage.

OPTIONS ANALYSIS

- 25. The options investigated in this section are a review of options to address the issues of large traffic volumes, limited space and a need to increase the available space for pedestrians and cyclists along the route. Each option has the advantages and disadvantages listed as well as the impacts on the surrounding community. The indicative cost to undertake the works is also identified.
- 26. The options have been grouped around achieving a specific change as detailed below:
- 27. **Traffic Volume Reduction**
- 28. The key issue on Links Avenue is the volume of traffic as this has resulted in delays for buses which then required the installation of the bus lane. The traffic volume is high as there are limited options to travel between Papamoa and the Mount through this section and there are only 3 streets that connect (Ocean Beach Road, Links Ave and SH2). With the construction underway on the B-B project by NZTA, traffic has diverted to the remaining two connections and the volume has increased significantly along Links Ave.
- 29. *Cul-de-sac option* - To reduce this volume the street could be made into a cul-de-sac. This could be done at either end or in the middle and would reduce traffic to only residents. In this scenario, buses could be allowed to remain travelling along the street by forming a short bus lane through the cul-de-sac. With the low traffic volumes, the bus lane would no longer be required. To improve safety, a 30km/h speed limit could be implemented as traffic speeds would increase with the lowered traffic volumes.
- 30. Advantages – the street functions as a residential street rather than a collector, residents have less traffic, noise and air quality will be improved, it will be safer for pedestrians and cyclists due to lower traffic volumes and the ability to remove the bus lane. The bus lane could be removed as buses would no longer need to bypass the traffic queues and would be able to achieve reliable travel times along Links Avenue.
- 31. Disadvantages – Residents that live in Links Ave and streets that come off it will need to drive further to get to and from their homes, there will be a significant increase in traffic on Ocean Beach Road as through traffic diverts off SH2, traffic speeds in Links Ave will increase when we have the peak students numbers even with a 30km/h speed limit as currently the congestion is resulting in slow traffic speeds in the peak hours.
- 32. Indicative Cost – The costs to install a cul-de-sac will be dependent upon its location, but costs could range from \$500,000 to \$1million.

33. Increased space for pedestrians and cyclists

34. With the current shared path, the width is less than the recommended 4m due to power poles along the road edge. This results in cyclists and pedestrians needing to carefully travel along the path. To provide more space for pedestrians and cyclists we have the following options:
35. *Undergrounding of the overhead services* – If the existing overhead services were undergrounded between Golf Road and Ascot Road, we could widen the shared path to the recommended 4m.
36. Advantages – The shared path meets the recommended width and the street aesthetic is improved with removal of the existing overhead services.
37. Disadvantages - The undergrounding will prevent the use of the existing shared path while construction is underway, residents in the length being undergrounded will be impacted as the services into their houses will also be undergrounded, there will be no ability for residents to park on the berm as currently happens at some houses, the path will cover the full width between the boundary and the property fences so there will be no green space in the street and vegetation will need to be trimmed to the fence. Residents exiting their property will need to be more cautious as the shared path will be up against the boundary so pedestrians and cyclists will be harder to see past fences.
38. Cost – The cost to undertake the undergrounding and widen the shared path is expected to be approximately \$1-1.3million.
39. *On road cycle lanes and removal of the bus lane* - If the bus lane was removed, the road layout could be reconfigured. There are two options. Option 1 would have a 1.8m cycle lane each side and a 3.5 to 3.6m vehicle lane. This would create the 1.5m buffer space between vehicles and users of the shared path.
40. Alternatively, we could create a 1.5m cycle lane, a 3.2m vehicle lane and a 1.5m flush median down the centre of the road.
41. In both options there would be no parking on road the entire length of Links Avenue and on both sides.
42. Advantages – This is the lowest cost option as it is only road marking changes. Option 2 would have the lowest vehicle speeds due to the narrower vehicle lanes slowing vehicles and the flush median would allow for residents to turn into their houses without holding up traffic along the street.
43. Disadvantages – Buses will be slowed as they are unable to bypass the congestion in the street, residents on Links Ave will be impacted by having no on street parking for visitors or trade people etc, it is highly likely that people will park in the cycle lanes and partially over the shared path to drop-off and pickup. This will force cyclists into the live traffic lane and may lead to conflicts between car doors and users of the shared path.
44. Costs – The road markings could be reconfigured for approximately \$50,000-\$75,000
45. *New shared path on opposite side of Links Ave* – A new shared path could be constructed along the south side of Links Ave between Golf Road and the school to increase the space allocated for pedestrians and cyclists in this section. This would allow the larger groups to use both sides and avoid the congestion sometimes observed.
46. Advantages – There is enough space to build a widened footpath that could be used, there is an existing pedestrian crossing at the school, so students have a way to cross to the opposite side of the road and use a shared path.
47. Disadvantages – The pedestrians and cyclists desire line may not want them to cross the road to use a path on the opposite side resulting in limited use.
48. Costs – A new path would cost approximately \$300,000.
49. *Widening of the roadway* – The existing street is only 10.5 to 11m wide which is relatively narrow. If the kerb and channel was replaced on the south side between Golf Road and

Ascot Road, we could widen the road by 1-1.5m and create a buffer zone for the shared path on the school side of Links Ave.

- 50. Advantages – This section of Links Ave is the section with the highest volume of users of the shared path. The increased width will allow a buffer zone between the path and the vehicle lane.
- 51. Disadvantages – The work will require the temporary removal of the bus lane and will impact on the bus reliability during that time. The change will also narrow the footpath and berm on that side of the road, but it will still be 3-3.5m in width so can accommodate the footpath. Some underground services under the footpath may need to be lowered as part of the widening project.
- 52. Costs – The estimated costs for this are \$600,000-\$800,000 depending on the number of services that need lowering

53. Alternative Routes

- 54. There are large peak volumes of pedestrians and cyclists walking along Golf Road to the Mt Maunganui Intermediate school. These kids and parents can conflict with the high school students that catch the bus on Golf Road as both peaks can occur at the same time.
- 55. The students catching the bus are on Links Ave as they are catching a city to Papamoa service that comes along Hewitt's and Golf Road. Previously the stops were near the over bridge, but we had students running across the road and through the planting areas where traffic were unable to see them as they got close to the road. The stop was shifted to Links Ave to improve safety.
- 56. *Pedestrians and Cyclists use Lodge Avenue to access the school off Golf Road* – Lodge Avenue is a short cul-de-sac that goes from Golf Road into the back of the school. If Pedestrians and cyclists used this entrance, they would not need to use Links Avenue, and this would avoid the conflict with the bus users and the traffic volumes. Discussions would be required with the school to create appropriate paths to connect to bike storage etc, but it would be significantly safer.

57. Lowered speed limits

- 58. The speed limit could be lowered in this area as part of the upcoming city-wide speed limit review. A lower speed limit would reduce the severity of any injuries that occur when traffic volumes are lower and traffic is able to travel at normal speeds, and will increase the opportunity for vehicles to stop if a cyclist was to fall off their bike or a pedestrian stepped into the road space in front of them.
- 59. With the current congestion in the peak hours, traffic is travelling slowly and therefore any lowering of speed limits will make an impact during those times.
- 60. Permanent Speed Limit Change - a speed limit of 30 or 40km/h could be implemented although it should be noted that in the peak hours speeds along Links Ave are below 20km/h due to the congestion and traffic volumes. Buses are also operating at a voluntary 30km/h speed limit along the bus lane.
- 61. Advantages – a lower speed limit is more appropriate for a congested corridor and will reduce the severity of injuries if accidents were to occur.
- 62. Disadvantages – Without enforcement, it is unlikely traffic would stick to an isolated lower speed limit when the street is not congested, a new speed limit would need to be consulted with affected residents, NZTA and other statutory authorities and they may not approve unless they feel the road environment has been changed to reflect the lower limit.
- 63. Costs – A speed limit change is the lowest cost option as it only requires new signs. The indicative cost is between \$5,000 and \$10,000 depending on where the new speed limit is applied.
- 64. Narrowing's and vertical changes (road humps, platforms) - Measures could be installed along the street to slow traffic in addition to a lower speed limit being installed. These

measures could be road humps or platforms at regular spacings along the street to slow vehicles as they travel along the street. This would ensure that speeds are kept lower outside of the peak congestion periods.

65. Advantages – speeds are kept lower at all times; it is more likely a lower speed limit would be approved by NZTA.
66. Disadvantages – road humps and platforms create more noise for residents as vehicles travel over them, vehicles are likely to speed up and then brake between the vertical road humps and platforms so while the average speed is lower, there are higher peak speeds between the humps and platforms, the humps and platforms, and associated signage are visually intrusive in the streets, bus passengers may experience a poor ride quality along Links Avenue.
67. Platforms and humps are more difficult for larger vehicles to use due to their longer wheelbase, so if they were not installed in the bus lane it is highly likely vehicles would simply bypass the hump by driving in to and out of the bus lane. This would endanger any cyclists that was riding along the bus lane.
68. Costs – The costs for this option could be approximately \$500,000 depending on the number of narrowing's, humps and platforms installed.

69. **Fencing**

70. To improve the separation between the shared path and the traffic lane between the school and Golf Road, a fence could be installed along the path edge so users of the shared path are not able to fall into the road. This will prevent a path user from falling into the path of an oncoming vehicle.
71. At residential driveways there would be gaps in the fence to allow vehicles to enter and exit the properties.
72. Advantages – The fence will prevent users being able to fall into the road which will increase the safety for users.
73. Disadvantages – The fence will reduce the available path width as it needs to be placed approximately 300mm from the edge of the road and the fence will be approximately 75-100mm wide. There will be gaps in the fence at the driveways, so it is possible for a user on the shared path to end up in the live traffic lane at those locations. The fence would change the visual aspects of the street and may make it harder for residents to enter and exit their properties.
74. Costs – A pool style fence would cost approximately \$250/m so the costs to install the fence between Golf Road and Ascot Road would be \$100,000-150,000.

75. **Alternative Bus Routes**

76. The bus route could be changed to use another street. The alternatives are either SH2, where it previously ran, or Ocean Beach Road.
77. Links Avenue is currently served by two major urban routes:
 - Hospital Link (Bayfair – Mount Maunganui – Tauranga CBD – Hospital) which runs every 15 minutes Monday to Friday and every half hour at weekends / public holidays.
 - City Link (Bayfair – Tauranga CBD – Mount Maunganui) which runs every 15 minutes Monday to Friday and every half hour at weekends / public holidays.
78. These two routes provide a combination of 8 services per hour on Links Avenue in each direction on Mondays to Fridays (4 per hour in each direction weekends / public holidays). In addition, there are various school contract services transporting pupils to the Intermediate school on Links Avenue and the nearby Mount Maunganui College.
79. Data for August 2020 shows that there were 5,168 people boarding the bus on Links Avenue.

Fare Type	Boardings
Adult	837
Child	3,899
Tertiary	212
Supergold	211
Infant (under 5)	9
TOTAL	5,168

- Approximately 1,512 of these boardings were on the City Link route.
- Approximately 1,600 of these boardings were on the Hospital Link.
- 2,650 boardings were on dedicated school services.

80. The existing bus services could be changed to use another parallel road. The alternatives are either SH2, where it previously ran, or Ocean Beach Road.

81. There are three options:

- Re-route all urban services via Concord Avenue and SH2;
- Re-route all urban services via Concord Avenue, Ocean Beach Road and Golf Road; or
- Re-route eastbound services via SH2 and Spur Road so that they avoid the western section of Links Avenue.

82. The pros and cons of each option are summarised as follows:

Option	Advantages	Disadvantages
Concord Avenue and SH2	Buses will be removed entirely from Links Avenue and safety concerns addressed	<p>Safety concerns for passengers alighting from westbound services having to cross four lanes of traffic on SH2 (which would mean no services could stop)</p> <p>Potential objections from the NZ Transport Agency for stopping buses on the State Highway</p> <p>Buses will be caught up in congestion during the Baypark to Bayfair works</p> <p>Passengers who live north of Links Avenue will have further to walk to catch their bus (at least another five minutes)</p> <p>No safe way for school students to access urban bus</p>

Option	Advantages	Disadvantages
		<p>routes, possibly resulting in additional cost to provide more school buses</p> <p>Significantly reduces travel options for residents of Links Avenue</p> <p>Currently unable to turn right out of Concord Avenue onto SH2</p>
Concord Avenue, Ocean Beach Road and Golf Road	<p>Buses will be removed entirely from Links Avenue and safety concerns addressed</p> <p>Passengers who live closer to Ocean Beach Road will have less far to walk to catch their bus</p>	<p>The route is longer and less direct than Links Avenue, and could add another 5-10 minutes to journey times</p> <p>Passengers who live on or closer to Links Avenue will have to walk further to catch their bus (at least another 5 minutes)</p> <p>No access to Mt Maunganui Intermediate from urban bus routes</p> <p>Oceanbeach Road is just as congested with peak traffic, and this option will just move the buses from one residential street to another</p>
SH2 and Spur Road	<p>Enables eastbound bus services to avoid the section of Links Avenue that is of most concern to local residents (between Golf Road and Spur Road)</p> <p>Removes 8 buses an hour from the eastbound side of Links Avenue and effectively halves the number of buses on this section of Links Avenue.</p> <p>Retains the bus clearway and enables commuters to still have the advantage of a faster and more reliable trip to the Tauranga CBD in the mornings.</p>	<p>Passengers who live on or near the section of route from Golf Road to Spur Road will have to walk further along Links Avenue to catch an eastbound bus</p> <p>Creates confusion for passengers by having services using different routes in each direction</p> <p>Would require additional school bus services for pupils from Mount Maunganui College who currently catch the urban service at the eastbound stop nearest to Golf Road</p>

83. The Regional Council is of the view that all the above options have significant disadvantages from a service operational and passenger convenience perspective. It is worth noting that the majority of passengers are children and expecting them to walk further to catch a bus could expose them to additional risk from having to cross busy roads.

84. Making buses less attractive by increasing both in-vehicle travel time and walk time to a bus stop will not deliver council objectives of increasing levels of bus patronage as set out in the Urban Form and Transport Initiative (UFTI) Programme Business Case.
85. However, the Regional Council is also concerned to ensure that road safety issues are addressed where feasible and will be able to undertake further work to investigate potential service changes.

FINANCIAL CONSIDERATIONS

86. Due to the short time frames available to prepare the report, the costs included are indicative and high-level estimates that need to be further refined. Costs are based on typical rates per metre but are likely to be +/- 50% due to the lack of detailed investigation.

LEGAL IMPLICATIONS / RISKS

87. A legal review was undertaken of the powers of the Council regarding bus lanes. The following information has been provided by Simpson Grierson.

TCC does not have any power to directly determine (or change) a bus route in its district. Subject to any lawful traffic restrictions (see below) and road user rules, buses may travel on any roads in the district, including when they're being used for passenger transport. The public bus services (including routes) are managed by the Regional Council, under contracts with the bus operators pursuant to the Land Transport Management Act 2003 (**LTMA**). (In saying this, I assume there has been no transfer of public transport responsibilities from the Regional Council to TCC).

TCC cannot force the Regional Council to change the routes. However, one of the statutory principles applying to public transport services in the LTMA (s 115(1)(a)) is for regional councils and public transport operators to collaborate with territorial authorities to deliver the necessary public transport services, and this should extend to cooperating to address any public safety issues arising out of the contracted bus services and their routes. The Bay of Plenty Regional Transport Plan 2018 refers to an annual performance review of individual services but in our opinion aspects of a service could be reviewed outside of that timeframe if they are not meeting the needs of the community, which could include review because of route safety issues. Section 8.2 of that plan refers to a variation of a plan that is not significant, and therefore under s 126 of the LTMA can be undertaken without consultation under s 125 - though the views of the route operator would need to be taken into account. This suggests that the Regional Council could make a route change quite quickly if it accepted the need to do so.

Although TCC cannot require that a route change be made, the Regional Council and the relevant operator should at least be open to cooperatively discussing and hopefully addressing any TCC concerns, which could then be promptly implemented if accepted.

Where TCC does have power is in relation to control and management of the road. In its capacity as road controlling authority (**RCA**), TCC might be able to take steps under the Land Transport Act 1998 (**LTA**), and its Traffic and Parking Bylaw made under the LTA, which influence the availability and/or suitability of Links Ave for buses and especially passenger transport buses. These regulatory steps would have to be taken on proper and reasonable traffic management grounds, and may not be factually or legally justifiable in the present circumstances. They would also have to follow the normal stakeholder engagement, presumably including the affected operator and the Regional Council. But in principle TCC could consider:

- removal of the bus lane. This would not prevent use of the road by buses but may make it practically undesirable for scheduled services. On the other hand it may make the road less safe if it is continuing to be used by buses;
- removal of the vehicle stands (bus stops) - I assume there are bus stops along the length of the road;
- introduction of no stopping zones along the road, including no stopping by certain vehicles at specific times.

Any of these changes above could be achieved through passing a resolution under the Traffic and Parking Bylaw.

Another theoretical TCC power would be to prohibit or restrict the use of the road to buses, perhaps at certain times. This requires a bylaw (s 22AB(1)(c) Land Transport Act – so an amendment to the Traffic and Parking Bylaw, which does not presently cover this type of prohibition). The statutory precondition for making the bylaw is that the vehicle or class of vehicles “by reason of its size or nature of the goods carried...is unsuitable for use on the road”. It is unclear whether that precondition would be met where the issue seems to be buses being used in conjunction with high numbers of schoolchildren, rather than the size of the vehicle per se, but again it could be considered.

We set out the above to illustrate possibly relevant TCC powers, and we are not suggesting such steps would necessarily be justified in the present situation. This would require further investigation and in any event would presumably follow attempts to resolve the matter collaboratively with the Regional Council and bus operators, in accordance with the LTMA.

CONSULTATION / ENGAGEMENT

88. All of the options considered above will require consultation with the community (residents, bus users and commuters) as there will be impacts that affect them. This will need to be undertaken prior to any changes being implemented.
89. A speed limit change is a statutory process, and this would need to be followed prior to a new limit being installed.

SIGNIFICANCE

90. The options discussed above will impact on residents and users of Links Avenue so need to be discussed with the affected residents, the school, the wider community and bus users that would be impacted by any route changes.

NEXT STEPS

91. Staff will develop more detailed options to engage with the community over once preferred options are known.

ATTACHMENTS

1. **2020-09-23 BOPRC Links Ave Memorandum - A11878240**

11.7 Consultation Summary for Futureproofing Cameron Road to Date

File Number: A12594093

Author: Brendan Bisley, Director of Transport

Authoriser: Nic Johansson, General Manager: Infrastructure

PURPOSE OF THE REPORT

1. To provide the Commissioners as requested with a summary of engagement to date for the Futureproofing Cameron Road project including feedback received during the consultation period between 10 March and 10 April 2021.

RECOMMENDATIONS

That the Council:

- (a) Receives the information contained in the report: Consultation Summary for Futureproofing Cameron Road to Date

EXECUTIVE SUMMARY

2. Engagement for the Futureproofing Cameron Road project has been ongoing with business owners and residents of Cameron Road from Harington Street to Seventeenth Avenue since December 2018, to provide more viable transport choices for people moving across and along Cameron Road with the view to:
 - Make Cameron Road safer
 - Provide more ways to travel
 - Make Cameron Road more attractive
3. The engagement undertaken can be identified by two different categories:
 - Before and during preliminary design, before and during application for funding from Crown Infrastructure Partners
 - During detailed design and post successful application for funding from Crown Infrastructure Partners
4. Attached to this report are two executive summaries detailing different tranches of engagement and summarising the feedback received – pre December 2018, February-April 2021 (including the consultation period), and a summary of the engagement undertaken to date.

BACKGROUND

5. The Futureproofing Cameron Road Project is the first of many projects to be rolled out in line with the Te Papa Spatial Plan (adopted by Council in October 2020). The Te Papa Spatial Plan is a 30-year plan, providing a coordinated and integrated approach to:
 - the way we move around (transport)
 - where we live (urban form)
 - where we work (economy)
 - where we play (open space, community facilities)
 - how we are supported (health, social services, commercial activity, education)
 - who we are (culture, identity).

6. The Futureproofing Cameron Road Project also aligns with the larger transport strategy set out in the Bay of Plenty Transport System Plan (TSP) that was designed to do the following:
- support quality urban growth by improving access to social and economic opportunities like schools, GP clinics, shops etc by different transport modes (walking, cycling, buses, vehicles)
 - increase use of public transport, cycling and walking to help reduce transport-related greenhouse gas emissions
 - maintain off-peak travel time predictability for freight via road and rail
 - contribute to an outcome where no one is killed or seriously injured in road crashes.

STRATEGIC / STATUTORY CONTEXT

7. As laid out in background above.

OPTIONS ANALYSIS

8. The feedback received through the consultation process has been used to inform and refine the design for the project. The summary found in attachment B of this report

FINANCIAL CONSIDERATIONS

9. Funding provided by Crown Infrastructure Partners is dependent on the meeting of deadlines for the project. These include but are not limited to:
- Starting of early works for the project on or by 1 May 2021
 - Starting of main works for the project on or by 1 September 2021
 - Completion of works by 23 October 2023

CONSULTATION / ENGAGEMENT

10. Once received, the Cameron Road Summary Document (Attachment 3 to this report) will be made public. It will be sent to the Community Liaison Group and Key Stakeholders, and put on the project website. All submitters will be contacted and advised of the publication on the website.

SIGNIFICANCE

11. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
12. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the issue.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
13. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the issue is of low significance.

ENGAGEMENT

14. Taking into consideration the above assessment, that the matter is of low significance, officers are of the opinion that no further engagement is required prior to Council making a decision.


Note: any engagement/consultation undertaken to date has been included in the background section of the report with any issues identified during the consultation included for discussion.

Click here to view the [TCC Significance and Engagement Policy](#)

NEXT STEPS

15. The design is currently over 60% completed and is continuing to be developed. Works are required by CIP to start by 1 September 2021.

ATTACHMENTS

1. **DRAFT_TCC Engagement Summary Report - Feb to Apr 2021- V1) - Cameron Rd - A12633270** [↓](#) 
2. **TCC26271 Cameron Rd Summary Doc V03 - A12618332** [↓](#) 



Futureproofing Cameron Road – Stage One

Engagement Summary Report

22 February – 10 April 2021



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DRAFT - FOR REVIEW

Executive Summary

This report summarises engagement undertaken for the Futureproofing Cameron Road – Stage One project. The engagement was held between 22 February and 10 April 2021.

Following on from previous engagement, summarised in the December 2020 report, we held Community Liaison Group representative and stakeholder meetings on 22 February and sent information and ran an information campaign for the community in early March.

In mid-March we held information days across a range of venues and encouraged people to provide feedback via an online survey between 10 March and 10 April. Further details on these activities are outlined in this report.

The feedback received from this round of engagement predominantly focused on loss of parking, cycle lane safety, particularly with a bi-directional cycle lane, road layout changes such as restrictions on right turns and potential impacts on traffic flow and businesses.

Overall, the key themes to emerge from feedback were for:

- improved pedestrian and cycle facilities
- education and enforcement to enable the bi-directional cycle lane to operate safely and effectively
- more reliable and frequent bus services with bus size matching demand
- a focus on functional improvements rather than beautification
- avoiding a “Greerton” experience.

Key concerns noted during the engagement were:

- whether Cameron Road was the right place to spend the funds
- ability to meet timeframes and budget
- construction disruption
- loss of parking
- how proposed changes at intersections and additional traffic lights would affect traffic flows on Cameron Road and neighbouring streets.

Actions being undertaken as a result of this feedback is detailed in this report, key actions include:

- Assessment of the traffic model to understand what changes may occur to traffic on adjacent streets, identify how we will monitor these changes over time and how they could be managed if excessive traffic volumes occur
- Retaining the existing left in and left out traffic movements on 5th Avenue (west and east)
- Developing an education programme for users of the cycleway and people entering or exiting properties across the cycleway; this could build off a similar programme used for the Ngatai Road cycleway.

We can also confirm:

- This project is funded by the NZ Government so funds cannot be used for other projects in the region
- We will be ensuring entrances to buildings along the road are maintained and businesses have locations to allow for loading/unloading
- You will be able to park in the bus lanes outside of peak hours

- Traffic and pedestrian signals will be optimised to keep traffic flowing and pedestrian signals will only be activated when people push the button
- There will be a U-turn at 3rd Avenue. You will not be able to U-turn at traffic lights
- There will be two lanes for traffic in each direction along this section of Cameron Road. Some people thought the bus lane will replace a traffic lane – this is not the case – the bus lane will use the space currently allocated for carparks
- For short distances, cyclists will still be able to use the footpath on the western side of the road. However, for safety reasons, they will be encouraged to use the dedicated cycleway on the eastern side of the road for the majority of their trip
- We plan to retain as many trees as possible along Cameron Road and where they are removed, we will, where possible, replace these with natives.

Outside of this project, we are also:

- Planning to under a city-wide parking strategy to look at parking needs and timing of parks across the city
- Forwarded feedback onto Bay of Plenty Regional Council and Waka Kotahi NZ Transport Agency that related to facilities and infrastructure they manage – responses to your feedback and questions are also set out in this document.

Project Overview

Project background

Tauranga is growing fast. By 2063 its population is projected to have increased by almost 80,000. This means we're going to need more houses, more schools, and more ways for people to move around the city.

Cameron Road is one of our city's main arteries, connecting people in Tauranga's southern suburbs to the city centre. It is an important through route and a destination for many with schools, businesses and the hospital located along it. As our city continues to grow, this key route will become even more important.

Stage one of the Futureproofing Cameron Road project runs from Harington to 17th Avenue.

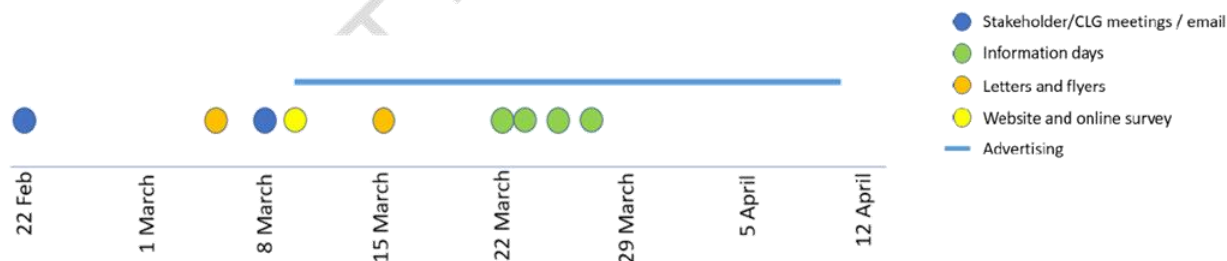
Project Objectives

The objectives for the Futureproofing Cameron Road project are to:

- Make Cameron Road safer
- Provide more ways to move
- Make Cameron Road more attractive

Engagement

On 22 February we engaged with stakeholders and Community Liaison Group (CLG) representatives to gather preliminary feedback on the initial proposed design. Following these meetings, we started public engagement and an extensive communications campaign from 10 March. This continued until 10 April. A timeline of activities is set out below.



Feedback responses

Thank you to all those people who provided feedback

- 277 people provided feedback via the online survey
- 161 pieces of feedback were recorded from the information days
- 52 of you sent us emails
- 18 took the time to call us



Feedback from information days

The team was out and about talking to people between 22 and 27 March. Thanks to everyone who stopped to share their thoughts. We didn't record the total number of people who spoke to us but did take notes from around 160 of you.

Information days were held on

- Monday 22nd March - Tauranga City Council
- Tuesday 23rd March - Pak n Save car park
- Thursday 25th March –Tauranga Baptist Church
- Saturday 27th March - Tauranga Farmers Market

Key topics discussed at the information days were:

- Impacts of construction and subsequent delays
- Safety concerns around using public transport due to antisocial behaviour seen on buses
- A need for more enforcement and education around cycling and pedestrians
- 5th Avenue (east) turning restrictions and safety issues around school drop off zones
- Loss of parking and the need to accommodate workers in the area as bus services cannot be relied upon
- How road layout proposals will change traffic flow on adjacent roads
- Concerns that these changes would make this section of Cameron Road have the same impact that the changes at Greerton have had
- A desire for improved bus operations, including reliability and frequency.
- What changes will mean for existing trees

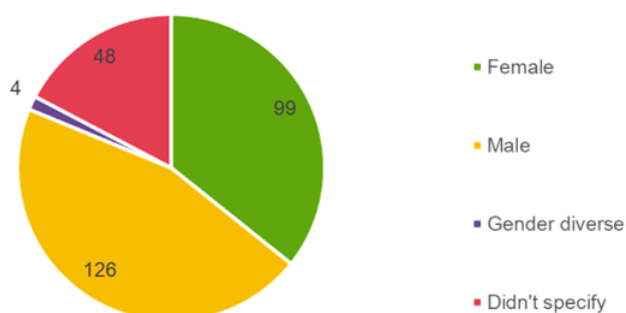


Feedback from the online survey

The online survey was open to the public from 10 March to 10 April. We received 277 responses. The questions and responses are detailed below. Please note many questions were open fields. The responses have been allocated into high-level themes and people may have commented on more than one theme, therefore, numbers may not match response numbers.

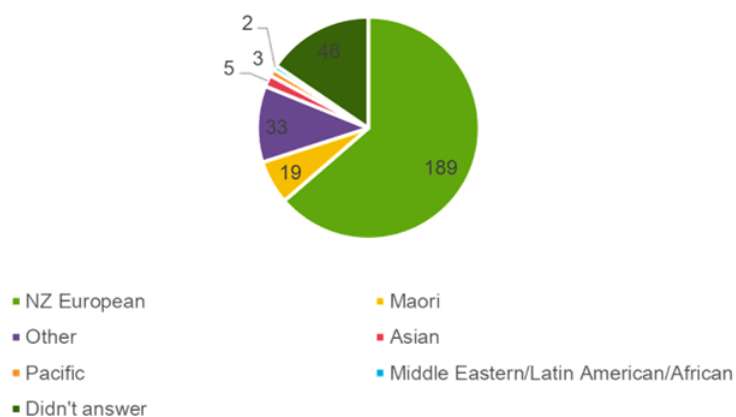
About the respondents

Gender of respondents



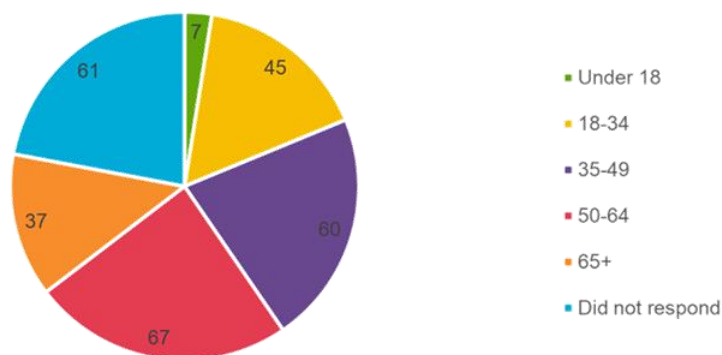
Over half of the respondents identified as male, about 45% were female, 17% did not specify gender and a few identified as gender diverse.

Ethnicity of respondents

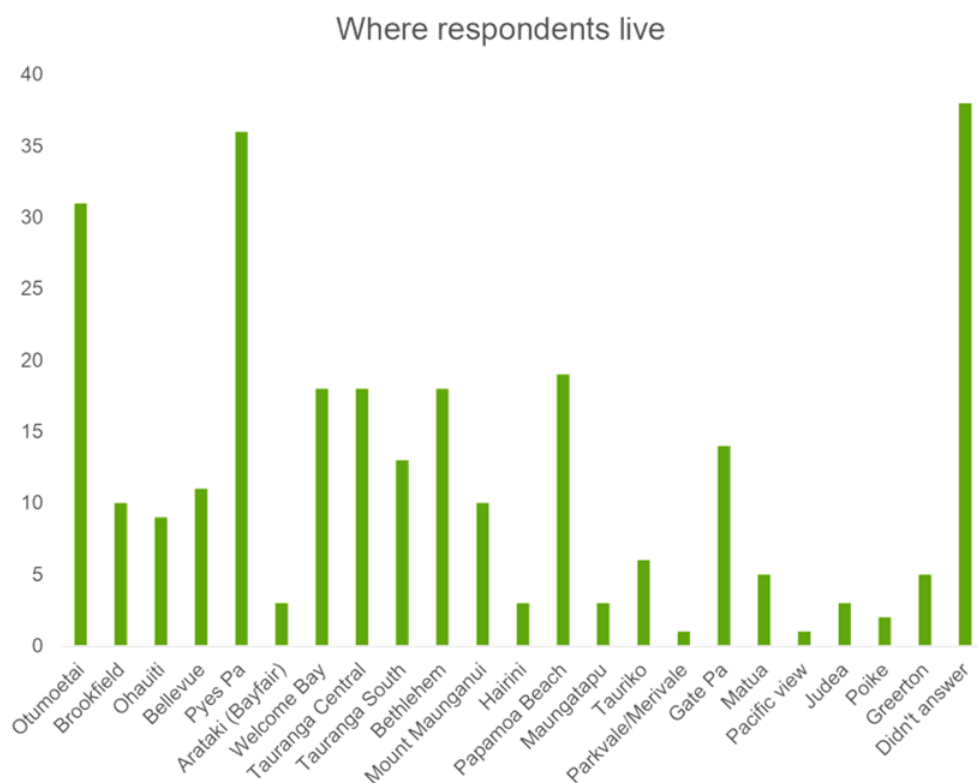


Many respondents identified as NZ European and about 7% as Maori. There where a range of other ethnic groups including Asian and Pacific. About 17% did not specify.

Age of respondents

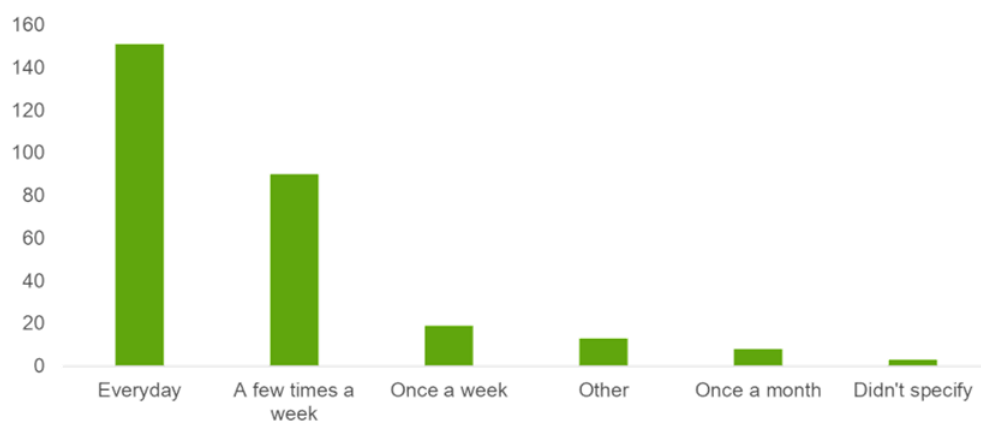


All but a few respondents were over 18, with the majority being between 35 and 64. There was also many over 65s. Just over 20% did not respond to this question.



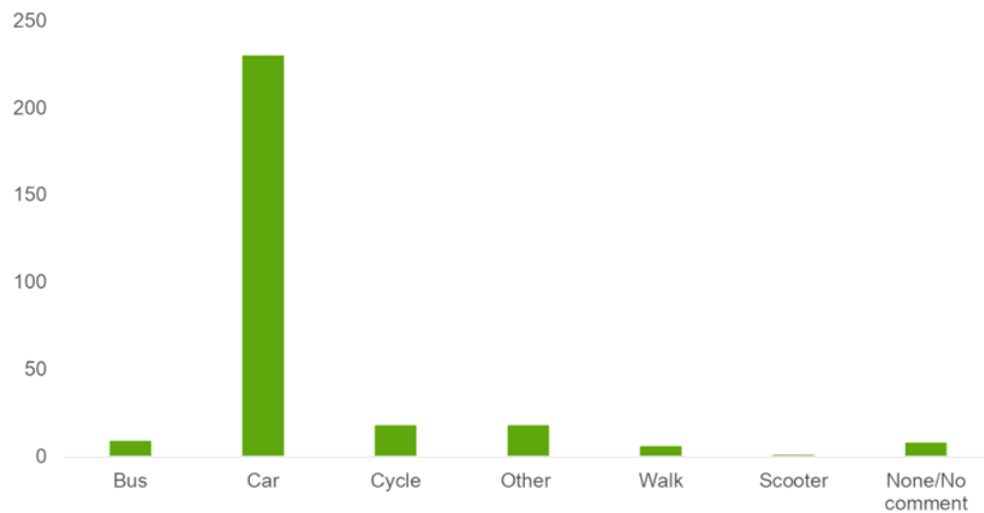
While a lot of respondents identified as coming from Pyes Pa and Otumoetai, it was apparent respondents lived in all parts of Tauranga.

How regularly do you come to Cameron Road?



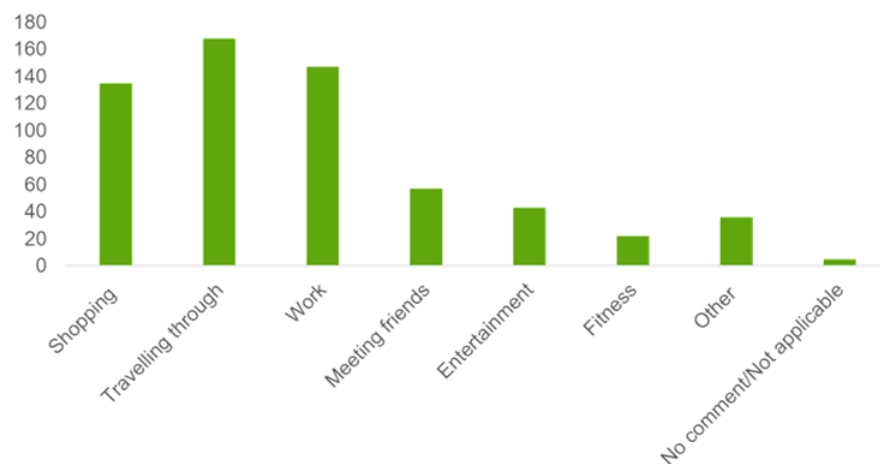
A large majority of respondents indicated that they travel to Cameron Road daily. A moderate number travel a few times a week and others, less often.

How do you most frequently travel to Cameron Road?



The majority of respondents said they most frequently travelled to Cameron Road by car. More people cycled than used a bus or walked.

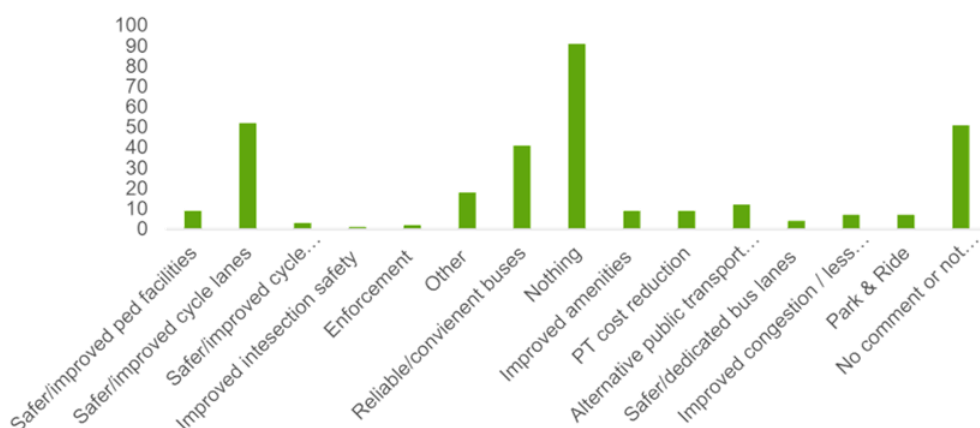
What do you come to Cameron Road for?



People said they come to Cameron Road for many reasons. A large number said they travel through it while also saying this is where they work and shop.

Respondents feedback on Cameron Road

What changes could be made that would encourage you to travel to Cameron Road using a different type of transport?

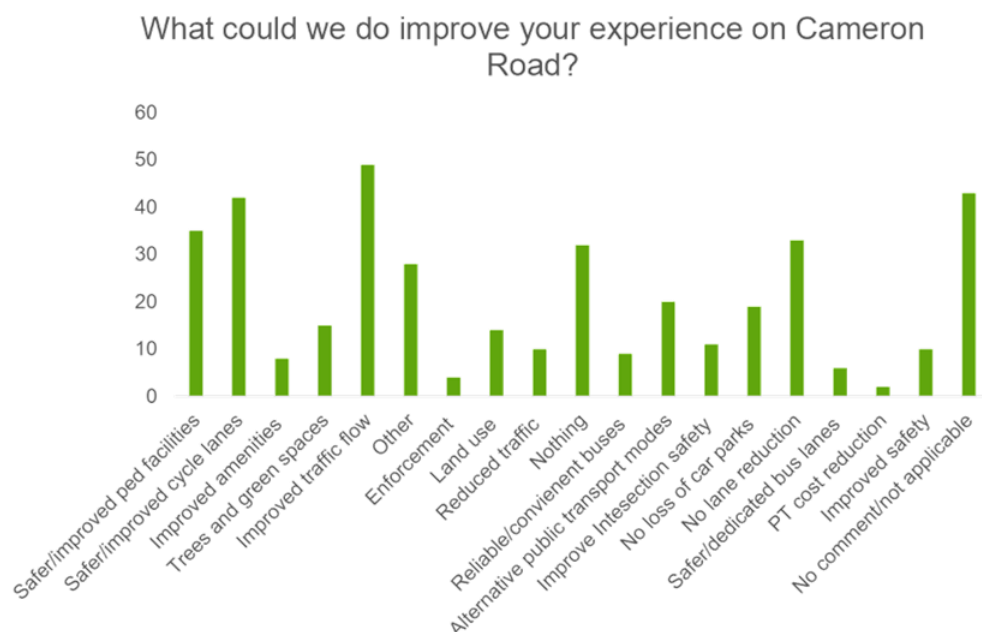


A majority of respondents told us that nothing would encourage them to travel to Cameron Road using a different type of transport. Those noted reasons such as using the car was necessary for their job, more convenient or they disliked buses. However, a higher number of respondents also indicated that safer and improved cycle lanes would encourage them to cycle along Cameron Road. This was similar to the number of people who indicated they would like to see more reliable and convenient buses which may encourage them to adopt public transport. A smaller number of respondents were also interested in seeing improved amenities, such as well-lit and maintained bus shelters along with a reduction of bus fares. There were also consistent suggestions about alternative transport modes such as light rail or a tram.

Easy access to bus services such as park and ride

Nothing - using a car is most convenient

Make cycle lanes safer. Only dare use them at weekends due to parking and turning cars



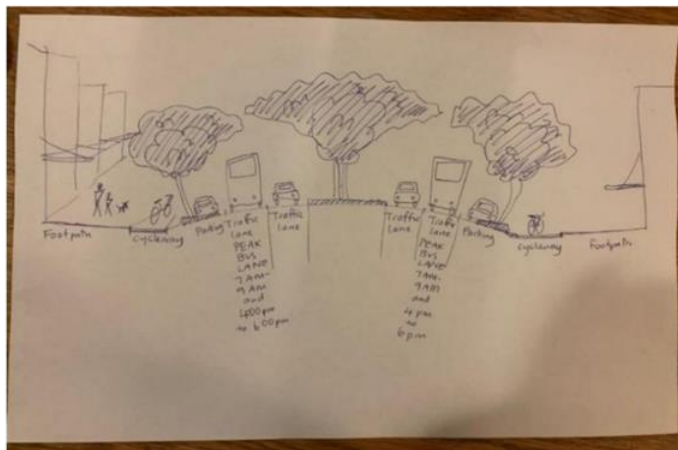
There was a wide range of responses to what could improve people's experience on Cameron Road. A large majority of people selected 'improved traffic flow' together with 'Safer/improved cycle lanes'. A moderate number also asked for safer/improved pedestrian facilities, while a similar number of respondents also requested for no reduction of traffic lanes on Cameron Road. Some also preferred improved commuter visibility on Cameron Road and suggested this needed to be considered when planting new trees.

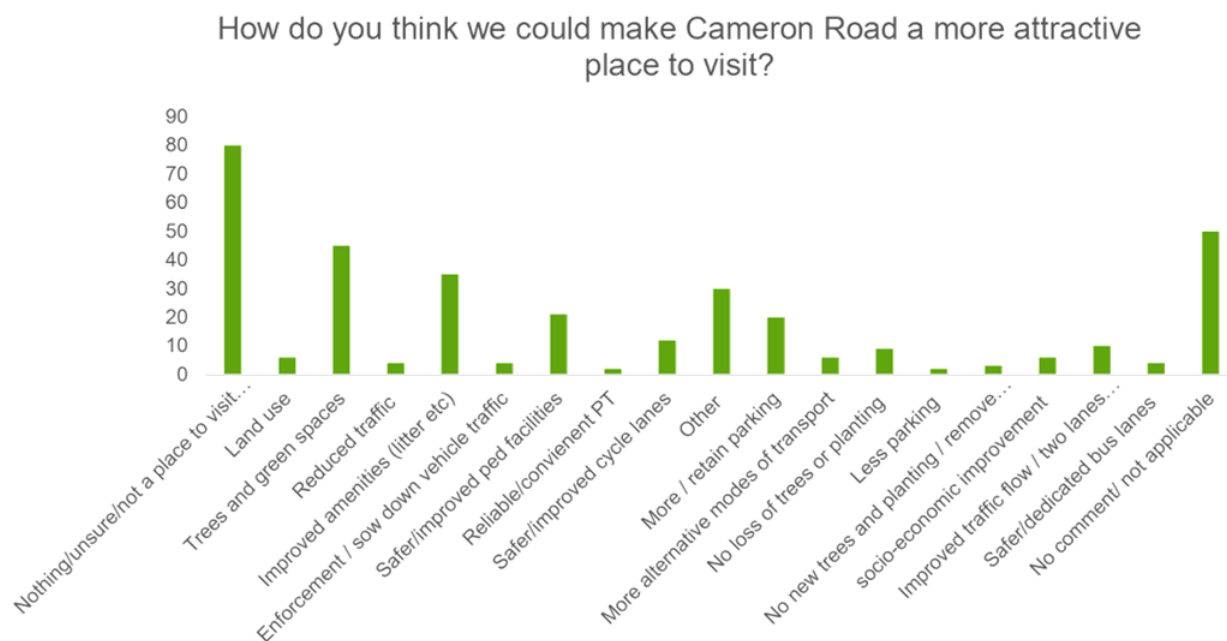
Make it look and feel like a destination rather than a route. Give it some love!

Make it more friendly to pedestrians and cyclists - basically, what you're proposing to do

Traffic lights that synchronise when travelling straight ahead. Don't make it like Greerton which holds up the traffic not make it flow better

People also submitted some images to exemplify what changes could be made to improve their experience on Cameron Road.





A large majority of respondents felt 'unsure' or did not see Cameron Road as a destination to visit but rather a traffic route they travel on to get from A to B. However, when given the choice, a moderate number of people were interested in seeing more trees and green spaces and improved amenity, such as litter removal and more seating.

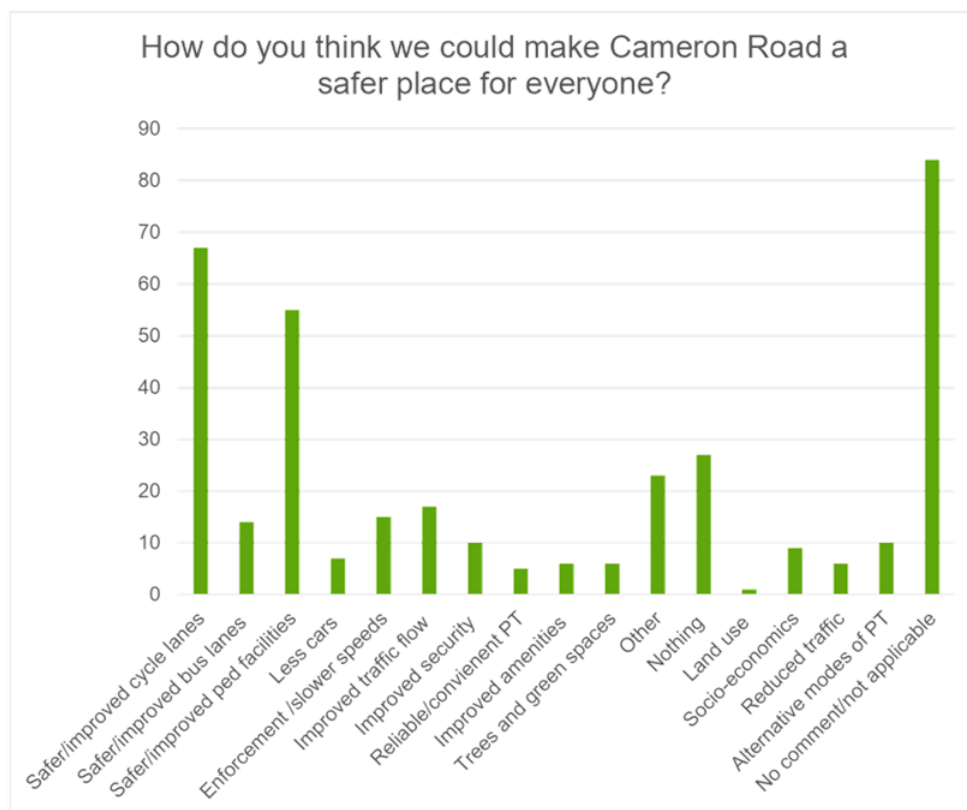
More trees for shade, more traffic calming, less noise (and thus less space for general traffic and speeding). Without less traffic it continues to be a traffic corridor rather than an attractive area to visit.

You can't, it's an arterial route into or out of the city

It doesn't need to be especially 'attractive' - it just needs to be 'functional'

People also submitted some images to provide examples of places in New Zealand or overseas that they liked.





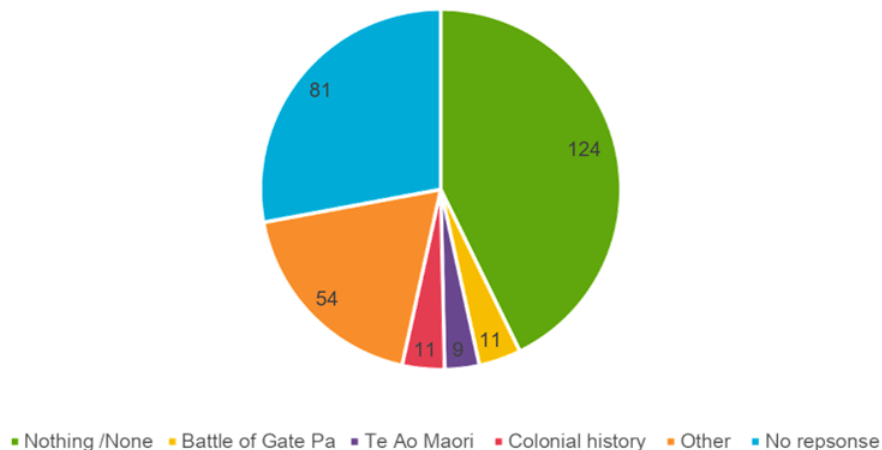
A large majority of respondents felt that if the cycle lanes were improved, this would make them feel safer on Cameron Road. This along with better pedestrian facilities were the key safety improvements identified for Cameron Road. A significant number of respondents also fell into the 'no comment/not applicable' category. A moderate number of respondents felt 'other' improvements would increase safety. This included suggestions outside of the project scope, such as altering the start and finishing times of all the schools to help spread the traffic load across the day. Other suggestions included the reduction of buses and banning heavy logging trucks. People also provided images to demonstrate their improvement ideas.

It is pretty safe already

Get bikes off the road and footpaths. More controlled pedestrian crossings

A large majority of respondents felt that if the cycle lanes were improved, this would make them feel safer on Cameron Road. This along with better pedestrian facilities were the key safety improvements identified for Cameron Road. A large majority also felt 'other' improvements would increase safety. This included suggestions outside of the project scope, such as altering the start and finishing times of all the schools to help spread the traffic load across the day. Many who ticked the 'other' option preferred safety improvement to other parts of Tauranga rather than Cameron Road. Other suggestions included the reduction of buses and banning heavy logging trucks.

What historical and cultural significance does Cameron Road have for you?



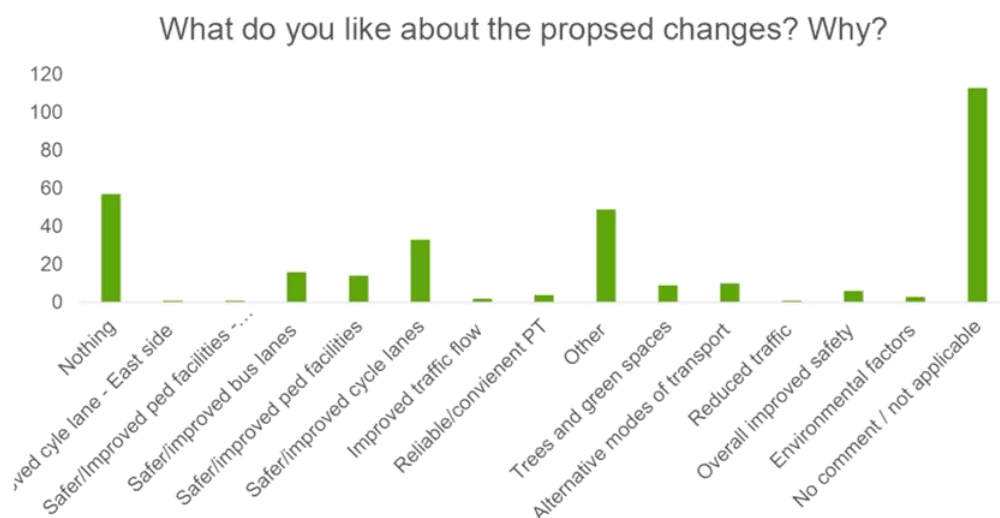
A large number of respondents who answered this question knew of no historic or cultural significance and saw Cameron Road as a way to get from A to B or as just the main road of Tauranga. Despite this, some acknowledged that this was a good opportunity to recognize its history.

For the ones that did have a history with Cameron Road, many related this back to their family either residing in the area or having a family business there in past generations. A small number related the road to the Battle of Gate Pa as part of the New Zealand land wars in 1864.

I had my first kiss at a house on Cameron Road

General Cameron lead the British troops into Gate Pa Battle and a main road created in the 19th century

None whatsoever, and I don't see how it can have any for anyone else – it's just a road.

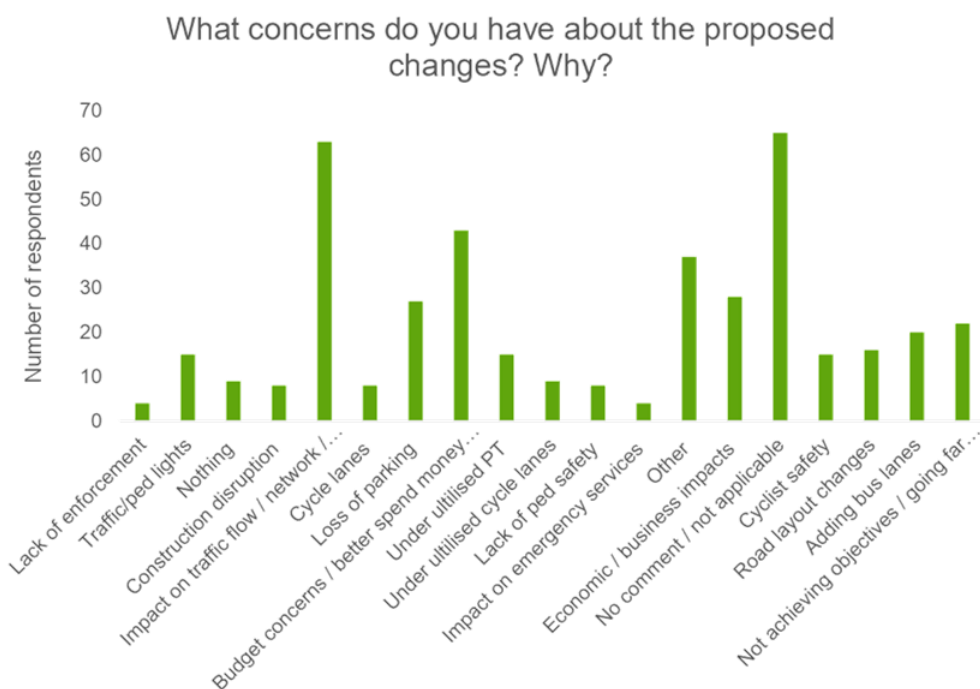


Most people said they didn't like anything ("nothing") about the proposed changes, many citing they are content with Cameron Road in its current state. Most frequently people stated they like the improved safety of cycle lanes and 'other' changes, such as attracting more residents, encouraging high density builds and economic growth within the region.

Nothing creates more choke point and even more congestion in an already too congested city

Safer and more continuous bike lanes. If this is done well a lot more people might move to e-bikes etc which will free up car space for people like me who need to drive.

I think it is a great idea what is being proposed. There should be more focus on alternative modes of transport.

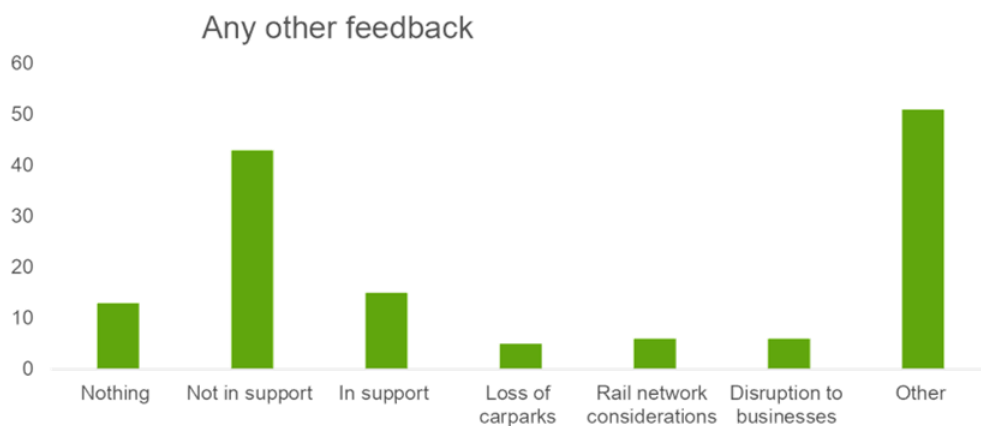


There was a wide variety of responses to this question even though a large majority didn't respond. Many people were concerned about the negative impacts of the proposed changes on the traffic flow and wider network congestion. There was also concern about responsible spending, impacts on ratepayers, and fear that the project may go over budget and timeframes. Many were also concerned about potential economic consequences, such as negatively impacting local business through disruption and loss of customer parking.

Spending money on items that aren't needed. How long its going to take, if you close Cameron Road for an extended period of time you'll cripple the city.

Will slow traffic even more

Traffic light for pedestrians should be activated by demand not timed.



There was a wide variety of responses to the last question, respondents predominately fell into the 'other' category. This category included mentions of Greerton, reduction of toll roads and earlier engagement. In general, people took the opportunity to express their support or lack of it for the project

Stop wasting
ratepayers
money

I understand you want
people to use buses or
cycle but in the main
people who drive will
continue to do so, me
included

Perhaps consider
reducing tolls or the toll
road during the works
to reduce the volume
of traffic that use
Cameron Road
throughout the works
period.

CLG and stakeholder meetings

On 22 February we had stakeholder and CLG representatives' meetings. The CLG consists of local businesses, residents, landlords and schools who represent their network and peers. In the stakeholder meeting, we had people with a keen interest in the project.

Key elements of feedback from these meetings were:

- Design considerations for emergency services, in particular, extra space to help when doing turns to pass traffic
- Proposed road layout changes and construction impacts for emergency services
- Commercial needs along Cameron Road, such as loading bay requirements for rubbish trucks and loading trucks for deliveries
- Amenity improvements, such as seating and drainage maintenance
- Parking considerations, including availability, duration, and angle parking.

Emails / phone calls

From 3 March to 16 April we received 18 phone calls and 52 emails.

Key feedback from these was:

- Concerns about the loss of parking and its impacts on local businesses and residents
- Some believed the consultation process was not adequate, due to being too short and not enough information provided to the public
- Construction disruption
- Increased congestion including on side streets if commuters use them to avoid Cameron Road
- The need for cycle lanes, safety concerns around having a bi-directional cycle lane and how people would travel on the west side if there is no cycle lane
- Questions about Greerton, such as why the council is not fixing Greerton first. Many are also worried that this project may end up like Greerton.

Overall feedback and how it is being used

Note public feedback received through Council's Long Term Plan 2021-2031 regarding the Cameron Road project will be responded to through the LTP process.

Overall project suitability

A number of people questioned why this project was being undertaken, why changes were needed and if money might be better spent on other projects.

Cameron Road is identified by the Urban Form Transport Initiative as a key part of the Te Papa Peninsula multi-modal transport system improvements. The Western Bay of Plenty Transport System Plan identifies Cameron Road as a key corridor to support improved and varied housing choices, sustainable transport movement choices, local amenities and infrastructure.

We have been talking with the community about growth for some time and will continue to do so as we progress our plans for the future. We have been talking with the community about growth for some time and will continue to do so as we progress our plans. Some of the things people told us they would like to see in the Te Papa area included safe open spaces, tree-lined streets, safe and healthy communities, walkable neighbourhoods, pedestrian-friendly, and more housing and transport choice. Futureproofing Cameron Road is the first project to help deliver these outcomes for the community.

Funding for this project (\$45m) has been secured from NZ Government through the Crown Infrastructure Partners (CIP) to deliver this project. Futureproofing Cameron Road was selected by Government to be delivered with this funding which cannot be used for other projects in the region.

Intersection changes

Overall intersections did not feature highly in comments. However, the two areas where intersection changes were raised by the community were the left in/left out at 5th Avenue (east) being changed to left out only and the Cul-de-sac of 5th Avenue (west).

Although overall there were not many specific comments about the changes proposed for the intersections, there were two areas where intersection changes were raised as being a concern – The left in/left out at 5th Avenue (east) and the cul-de-sac at 5th Avenue (west).

People and businesses at 5th Avenue (east) were concerned about a change to left out only and how the left out would impact the safety of school children, access to their properties and traffic flow. These concerns were reiterated by residents on Arundel Street.

5th Avenue (west) will remain left in, left out and to improve safety, the intersection will be narrowed to encourage people to turn more slowly into the Avenue. However, outside of the Cameron Road project, we are keen to continue to investigate and work with the community on improvements for this street to improve the safety of children.

At the cul-de-sac of 5th Avenue (west), businesses raised concerns about access and residence raised concerns about the increase in traffic flows on 6th Avenue by changing if both 5th and 7th Avenues were changed to cul-de-sacs. 5th Avenue (west) will remain left in, left out.

Parking

Some respondents raised concerns over the removal of parking on Cameron Road to allow for the bus lanes, specifically regarding parking for businesses. From Elizabeth Street, south bus lanes will operate during peak hours and outside of these hours, they will be available for parking. During peak hours, there are business car parks off-street and on side streets. Parking on Cameron Road from Elizabeth Street to Harington will be reduced with some parallel parking provided.

People also expressed a desire to change parking limits on side streets making some longer and some shorter. Parking limits on side streets are not being reviewed as part of the Futureproofing Cameron Road project. However, we are planning to undertake a city-wide parking strategy in the future. The community will be consulted when this plan is developed.

Traffic and pedestrian lights

People commented on the number of traffic and pedestrian lights along the road. While many people were supportive of having improved safety for pedestrians crossing the road, there were also concerns the lights would impact on traffic flow and people questioned why lights were being installed rather than roundabouts. While many people were supportive of having improved safety for pedestrians, there were also concerns the lights would impact traffic flow. People questioned why lights were being installed rather than roundabouts.

Roundabouts

A key objective of this project is to improve safety along the road, for all users. Currently, there is one roundabout on this section of Cameron Road at 9th Avenue, which 2huch has been identified for some time as needing safety improvements. Signalised crossings are safer for pedestrians and cyclists compared to roundabouts.

Impact of lights on traffic

While lights may slow traffic, we will optimise the sequencing to improve the capacity along the corridor and keep traffic flowing. This means vehicles get a green phase if the speed limit is maintained through all the intersections. We are also looking at different types of technology and considering what will be appropriate to include, like 'green waves' (ripple control), or how to give buses priority through the lights. It's all about getting people through as quickly and efficiently as possible and this will be explored further in the design process. Signalised pedestrian crossings will not run continually but will be activated only when people push the button.

We have identified from initial modelling that traffic lights at Hamilton Street may cause congestion and so this intersection will remain unsignalised. To improve pedestrian safety in this area a signalised pedestrian crossing will be installed somewhere between Wharf and Hamilton Streets.

Alternatives to signalised pedestrian crossings

Several people suggested creating pedestrian overpasses or underpasses instead of lights. It was considered and dismissed due to several factors including gradients which would inhibit some users, safety and greater space requirements which would likely require property purchase.

U-turns

People asked if there would be U-turns along the corridor and if they would be able to do a U-turn at traffic lights. The proposed design will allow for a U-turn at 3rd Avenue. U-turns will not be allowed at intersections as drivers would have to wait for a large gap in the traffic, holding people behind them who want to turn right.

Traffic flow

There were a number of people who were concerned about traffic flow along Cameron Road with many citing changes at Greerton as an example. Some people thought that a traffic lane will be removed to allow for the bus lane. This is not the case, as the existing traffic lanes along Cameron Road will remain and the bus lane will use the space currently allocated to parking.

Futureproofing Cameron Road is not a project specifically geared to ease traffic congestion for people that travel by car. However, a bonus of enabling more ways for people to travel will help reduce car dependency which will become more important as more people choose to live in Tauranga.

On the flipside, some respondents felt that retaining the existing traffic lanes would mean that the project was not going far enough to achieve its objectives. While making more substantial changes may achieve the objectives to a higher level, we are also aware that we need to allow time for people to change their travel behaviour gradually.

People were also concerned about how changes may impact the ability of emergency services to travel along Cameron Road. During peak hours - when traffic is heaviest - emergency vehicles will be able to use the bus lanes. We are also working with emergency services to make other changes to improve their journeys, such as extending two lanes from Elizabeth Street to the fire station.

Traffic on other streets

People asked if changes on Cameron Road would increase traffic volumes on other streets, particularly Edgecumbe, Devonport, Glasgow and Fraser. They expressed concern about safety impacted by increased traffic on residential streets with increased traffic. People proposed changes such as speed bumps. Road layout changes will change traffic volumes on the surrounding road network. Some of these will be permanent and some will be temporary during construction and as people get used to the new layout. We are working through the traffic model to understand what changes might occur and will monitor traffic volumes as changes are made. If we see excessive change, we will look at how the best way to manage it.

Loading zones and entrances

Some businesses identified the need to consider the need for deliveries. A large majority of businesses have access to a rear loading bay. However, for the few that don't, side streets will be the alternative during peak hours and outside of peak hours, trucks and couriers will be able to park in the bus lane for deliveries. We have identified an area between the 10th and 11th Avenues on the western side of the road to install a loading bay. This is one of the few areas along Cameron Road where businesses don't have rear loading access.

Businesses also raised questions regarding access to entrances. Generally, entrances to buildings will not be changed except where changes will occur because of intersection

changes. As noted earlier, we will retain the left in, left out access on the 5th Ave (west) to allow for access to businesses on Cameron Road and we will also retain the entrances to businesses between the 11th and 12th Avenues. We will create a clearway at the 3rd Avenue (east) to allow access to businesses, where entrances may be impacted by new traffic lights.

Cycle lanes

Safety

People raised questions around the safety of a bi-directional cycleway and a desire to educate users and drivers on how it will work. This is an important point and an education programme will be developed for users of the cycleway and people entering or exiting properties across the cycleway. This will build off a similar programme used for the Ngatai Road cycleway.

Cycling on the west

The possibility of a cycleway on the western side of Cameron Road was raised. There is not enough space within the current corridor to have a bi-directional cycleway and a single cycleway on the other side of the road. For short distances, cyclists will still be able to use the footpath on the western side of the road. However, to access destinations. However, for safety reasons, they will be encouraged to use the dedicated cycleway on the eastern side for the majority of their trip. There will be convenient safe crossings located along the road to provide safe access to the cycleway. Importantly, the key destinations including the town centre, Tauranga Boys College, and Tauranga Primary School are on the eastern side.

Intersections

People asked about detectors for cyclists at the intersection. There will be dedicated cycle crossing facilities at intersections which will be activated with a push-button. As there will be multiple potential directions that a cyclist will be using, advanced detectors will not be used as a crossing may not be needed.

Cycleway on other streets instead of Cameron Road

We were asked why the cycleway could not be on an adjacent road. Different options were explored but Cameron Road is the preferred bus and cycle route as it provides a direct connection between Greerton and the city centre, can be accessed from either side of the city by bus and cycle, directly connects with many local destinations including schools and the hospital and is relatively flat. It is more user friendly for cyclists and it avoids the hills, where Devonport Road does not. Cameron Road has been identified as a strategic bus and cycle route in recent city planning studies such as the Urban Form and Transport Initiative and the Transport System Plan. It contributes to a wider network of bus and cycle routes that provide multimodal access across Tauranga City.

Vegetation

People raised concerns about the removal of existing trees, their desire to see more trees along the road and the need to remove or trim trees that drop large amounts of leaves. The plan is to make sure there are more native species planted along Cameron Road for a more diverse green corridor, increased, shading and improved habitat for birds. Although we may need to remove some exotic species to allow for construction and to improve safety, we will be replacing them with natives where possible and expect a net gain in trees. Some tree

removal will be necessary to provide space for vehicles, buses, cyclists, and pedestrians. Where possible we don't want to reduce the widths of footpaths widths so will likely narrow the central median.

Feedback outside of project scope

Some of the feedback received was outside the scope of the Futureproofing Cameron Road project but was related to the outcomes of the project. We're working closely with the Bay of Plenty Regional Council (BOPRC) and Waka Kotahi NZ Transport Agency on these issues. The feedback you provided is set out below.

Bus services

A number of people raised concerns about safety on buses. Bus travel is safe, but BOPRC takes the perception of buses being unsafe very seriously. Security company Nutech has been contracted since 28th December 2020 to monitor behaviour at bus interchanges in Chadwick Road in Greerton and Willow St in the Tauranga CBD. Reported incidents (ranging from bus driver harassment/assault to public nuisance, intoxication and drug use) have decreased by 30% over the first two months since the introduction of security. As numbers of users increase on buses, antisocial behaviour is likely to decrease further.

There were questions about the development of bus lanes when there seemed to be a high number of empty buses and low bus patronage. Patronage levels have been slow to return since COVID. This does not appear to be because of health concerns. Free parking in the CBD and changed work patterns seem to be having a bigger impact. Improvements to services (timetables and directness of route) and changes to parking management will begin later this year and will be well publicized to ensure that people are aware of the changes. Future projects included in the new Regional Land Transport Plan will start from 2022 onwards to address empty buses/low patronage. Projects like this one will deliver 'new look' shelters and bus facilities to attract users.

We were asked by a number of people if buses could be electric rather than diesel. BOPRC has five electric buses and is working towards a fully electric, or hydrogen-fueled fleet by 2035 or more likely earlier by 2028 when the last current contract comes up for renewal.

The size of buses was raised with people suggested using smaller vehicles could be used until patronage increases, numbers start to rise. The significant cost in bus operations is which is the same irrespective of the size of the vehicle. Smaller buses are less versatile. They might be adequate for the number of passengers during the day but passengers might feel squashed or buses overloaded at 'peak hours'. To be attractive as a travel option, buses need to be as comfortable as possible. Services that attract higher numbers of more commuters enables BOPRC to 'subsidise' more 'low volume' trips which tend to be in the day time.

Rather than relying on buses from suburbs, people said they would like to see ferries and then smaller shuttles that run people into the city. The walk-up catchments for most possible ferry terminals are very limited. BOPRC is open to giving consideration to a ferry proposal that has a sound business case, and the Regional Passenger Transport Plan, which is being reviewed will address the policy settings for ferry and alternative (on-demand and shuttle) public transport services.

Increased frequency and connectivity between suburbs was raised. Planning is underway to extend bus hours. BOPRC is looking to extend running hours on services where this will be most likely to grow patronage. The pattern of bus services across the city operates on a hub

and spoke model which requires transfers for some commuters at hubs such as Greerton and Bayfair. BOPRC is reviewing this model of service and will be giving consideration to more direct and/or express services in future.

People suggested buses should get priority at signalised intersections and be GPS tracked so people knew how far away they are. Bus priority at signals will be implemented for Cameron Rd. Provision for real-time information will be provided to enable this system at all the bus shelters and stops once available.

Feedback was given that bus fares should be based on distance (zoning) and buses should be scheduled differently at different times. BOPRC is developing new bus fares structures and policy that will be consulted on later this year as part of the Regional Passenger Transport Plan.

Connections to State Highways

Respondents also raised several questions as to how the Cameron Road project would connect with the State Highway.

- A connection from 15th Avenue to SH2 (north). The overarching Te Papa Spatial Plan recommends 15th Avenue have a high-quality urban environment that is safe and attractive to live and move within, primarily focused on commuter and school students during peak times without a connection to SH2 Takitimu Drive.
- Improvements to the Elizabeth / Takitimu Drive intersection. Improvements at this intersection are identified in the Western Bay Transport System Plan for construction after 2031 to improve travel time reliability at Elizabeth Street.
- Removal of the toll. Removal of tolls. Tolls will be removed from both Tauranga's toll roads sometime in the 2040s, once the costs are recovered. Tolls will be removed from both Tauranga' toll roads sometime in the 2040s once the costs are recovered.
- Safety improvements to the SH29, Improved intersection safety at SH29 and Cambridge road intersection. There are short-term transport improvements planned for Tauriko to enable the first stages of housing development within Tauriko West, to support continued industrial development of Tauriko Business Estate and to improve safety for Tauriko. These include a new roundabout at SH29/Redwood Lane, a new intersection with traffic lights on SH29 at Tauriko village, four lanes between Tauriko village and Cambridge Road, and traffic lights at SH29/Cambridge Road intersection. A new shared path along the north side of SH29, a new connection to Tauranga Crossing via Whiore Avenue for buses, pedestrians, and cyclists, and a shared walking and cycling path along both sides of Whiore Avenue to Taurikura Drive is also planned.

Appendix – Engagement materials

Flyer



Planning for tomorrow

Tauranga is growing fast. By 2063 our population is projected to have increased by almost 80,000. This means we're going to need more houses, more schools, and more ways for people to move around the city.

We have been working with the community to develop a 30-year plan for Te Papa peninsula. Futureproofing Cameron Road is the first project on the path to bringing this plan to life. It aligns with our City's wider strategies, including the Urban Form Transport Initiative and Western Bay of Plenty Transport System Plan that have been endorsed by Council.

We are futureproofing Cameron Road to:

- Make Cameron Road safer**
Whether you live, work, walk, go to school, or commute along Cameron Road, we want you to be safe. With more students, cyclists, pedestrians and vehicles using Cameron Road, there's an increasing risk of accidents that could result in serious injuries or death. We want to reduce this so people can feel safe using Cameron Road.
- Provide more ways to move**
We will be providing a wider range of transport options so people can choose whether to walk, cycle, use public transport or drive.
- Make Cameron Road more attractive**
We want to create a destination, not just a commuting corridor.

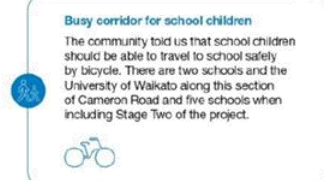
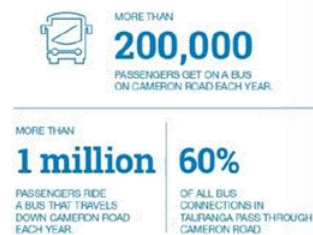
When asked what they would like to see in a future Te Papa, the community said they wanted...

- WALKABLE, PEDESTRIAN-FRIENDLY NEIGHBOURHOODS THAT ARE...
- SAFE, OPEN, CLEAN...
- WITH PLACES TO MEET.

THE FIRST STEPS TOWARDS THIS FUTURE WILL BE ALONG CAMERON ROAD.



Why is Cameron Road so important?



What is Futureproofing Cameron Road?

Cameron Road is one of our city's busiest roads, connecting people in Tauranga's southern suburbs to the city centre.

It is an important through route and a destination for many with schools, businesses and the hospital being located along it. As our city continues to grow, this key route will become even more important. This is why we want to make changes now.

Key changes along Cameron Road include the installation of part-time bus lanes and a new two-way cycleway. These changes have many added benefits such as supporting other cycleway and bus network improvements planned for the future.

Futureproofing Cameron Road is not a project specifically geared to ease traffic congestion for people that travel by car. However, a bonus of enabling more ways for people to travel along this route will reduce car dependency which will help improve journeys for those who travel by car.

The long-term plan is to transform the length of Cameron Road from Harington Street to Barks Corner, with potential to even extend this to Tauriko.

Stage One is from Harington Street to the hospital, the planning and construction for this has been funded by Central Government.

Stage Two is from the hospital to Barks Corner, and the funding for developing a business case was included in the grant from Central Government. We'll be asking for your input in 2021.

Stage Three is a long-term goal (pending funding) and will create a connection from Barks Corner to Tauranga Crossing in Tauriko. There are no set dates for this stage.

Next steps

We expect detailed design for Stage One to be completed in July 2021 following your feedback, with main construction starting in September 2021.

At the end of April we will start some early work along Cameron Road and the side streets. This will include installing new signalled crossings, parking improvements, trial road closures and work on some side road crossings to make them safer, as well as preparation for utility works on our wastewater and stormwater.

Tell us what you think

There are parts of the project we can't change (retaining existing traffic lanes; installing bus lanes and a bi-directional cycleway). However, we are keen to get your input on other elements through the next design and development phases.

If you want to learn more, get involved or share your thoughts about this project, here's how to do it:

Community Information Days

Tauranga City Council Offices
306 Cameron Road
Monday 22 March
7 am until 7 pm

PAK'nSAVE
476 Cameron Road
Tuesday 23 March
12 noon until 6 pm

Tauranga Baptist Church
640 Cameron Road
Thursday 25 March
12 noon until 6 pm

Tauranga Farmers Market
Tauranga Primary School, 31 Fifth Avenue
Saturday 27 March
7.15 am until 12 noon

These events are pending COVID-19 alert levels.
Please check our website for any changes.

Visit our webpage

<https://www.tauranga.govt.nz/cameronroad>
While you are there, sign up to our regular e-newsletter.

Email us

cameron@tauranga.govt.nz

Phone us

07 577 7000



Tauranga City

Information day boards

Haere Mai, Welcome

Ahi Kaa – the burning fires of continuous occupation – refers to the mana whenua held by Ngāi Tamarāwaho hapū of Ngāti Ranginui iwi; and by Ngāti Tapu hapū of Ngāi Te Rangī iwi, over the Te Papa peninsula and Cameron Road. This is an area of immense cultural and historic significance and it is our intent that the Futureproofing Cameron Road project should reflect and respect that heritage.

We have been inspired by Ahi Kaa as the cultural and urban design framework for the Futureproofing Cameron Road project and have acknowledged our past to help us consider the future.

We begin this information with a blessing.



Te Karakia Tawhito o Mauao

E hika tū ake ki runga rā
Whītiki tāua
Hei tama tū
Uea ki te uru
Kūmea ki te tonga
Hiki nuku Hiki rangi I arā rā!
Ka ngaru e, ka ngaru e
Toia ki te hau marangai
Kia whakarongo ai taku kiri
Te kikini o te rehutai
O ngā ngaru whatiwhati
E haruru mai nei
Wī, wī wī
Wā wā wā A! hā! hā!
Horahia ō mata ki a Meremere Tū Ahiahi
Hei taki i te ara ki a Tangaroa
He atua hāo i te tini ki te pō
E kokola e ara e!

This project is in partnership with Ngāi Tamarāwaho, Ngāti Tapu, Waka Kotahi NZ Transport Agency and New Zealand Government. To keep up-to-date and get involved with Futureproofing Cameron Road, visit www.tauranga.govt.nz/cameronroad

Proudly Supported by
New Zealand Government
Te Kaitiaki Take Kōwhiri



Tauranga City

Futureproofing Cameron Road Stage One



We are futureproofing Cameron Road to:



Make Cameron Road safer

Whether you live, work, walk, go to school, or commute along Cameron Road, we want you to be safe. With more students, cyclists, pedestrians and vehicles using Cameron Road, there's an increasing risk of accidents that could result in serious injuries or death. We want to reduce this so people can feel safe using Cameron Road.



Provide more ways to travel

We will be providing a wider range of transport options so people can choose whether to walk, cycle, use public transport or drive.



Make Cameron Road more attractive

We want to create a destination, not just a commuting corridor.

How did we get here?

When asked what they would like to see in a future Te Papa, the community said they wanted:

WALKABLE, PEDESTRIAN-FRIENDLY NEIGHBOURHOODS THAT ARE

SAFE, OPEN AND CLEAN

WITH PLACES TO MEET

THE FIRST STEPS TOWARDS THIS FUTURE WILL BE ALONG CAMERON ROAD.

Stage One Government Funding

Tauranga City Council has secured a \$45 million grant from central government for this project as part of a government initiative to support New Zealand's recovery from COVID-19. This project aligns with the government's objectives including supporting growth, safety, alternate transport choices and creating attractive public spaces for the community.

Planning for tomorrow

Tauranga is growing fast. By 2063 our population is projected to have increased by almost 80,000. This means we're going to need more houses, more schools and more ways for people to travel around the city.

We have been working with the community to develop a 30-year plan for Te Papa peninsula. Futureproofing Cameron Road is the first project on the path to bringing this plan to life.

This project is in partnership with Ngāi Tamarāwaho, Ngāti Tāpu, Weke Kotahi NZ Transport Agency and New Zealand Government. To keep up-to-date and get involved with Futureproofing Cameron Road, visit www.tauranga.govt.nz/cameronroad

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Cameron Road is one of our city's busiest roads, connecting people in Tauranga's southern suburbs to the city centre.

It is an important through route and a destination for many with schools, businesses and the hospital located along it.

This multi-stage project will help address growth, revitalise a key part of our city, and provide more transport options so people don't have to be so car dependant. These are all the things the community has said they would like.



200,000

PASSENGERS GET ON A BUS ON CAMERON ROAD EACH YEAR.

MORE THAN
1 million

PASSENGERS RIDE A BUS THAT TRAVELS DOWN CAMERON ROAD EACH YEAR.

60%

OF ALL BUS CONNECTIONS IN TAURANGA PASS THROUGH CAMERON ROAD.



Along Cameron Road (2010-2019)

599

CRASHES

1

DEATH

177

PEOPLE INJURED



Busy corridor for school children

Along Cameron Road there are five schools and one university.

Being able to safely bike to school is a concern for the local community.



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Tauranga City



Providing more reliable public transport and travel choice will help reduce our reliance on cars, and better manage congestion on our roads as our city grows.

Tauranga is made up of several narrow peninsulas that funnel traffic into key pinch points that cause traffic congestion during busy times of the day. The shape of these peninsulas and the limited space available means building more roads will not solve the bottlenecks. Knocking down homes and businesses to build roads is not only costly but also reduces the attractiveness and value of these areas, severs communities, and most of all, doesn't fix congestion.

The community has told us they want more reliable transport choices. This project is designed to provide more ways to travel to support healthy, connected communities. Over the coming years our city will see more intensification and a safe and accessible transport system is needed to support this growth.

Instead, we need to find smarter, more space-efficient modes of transport such as public transport, riding bikes and walking. This is what Futureproofing Cameron Road aims to deliver.

Futureproofing Cameron Road is not a project specifically geared to ease traffic congestion for people that travel by car. However, a bonus of enabling more ways for people to travel along this route will reduce car dependency which will help improve journeys for those who travel by car.

Futureproofing Cameron Road is a priority project in the Western Bay of Plenty Transport System Plan (TSP), which identifies the right investments needed to provide a safe, sustainable and more reliable transport system.



Our city is spread over multiple peninsulas with only two ways to cross from east to west - via the existing Harbour Bridge and the -vauin interchange (SH20A). Traffic is also funnelled across the Wairoa River, and the Kaimai Range restricts access to and from the west. Several 'bottle necks' now exist where people driving across town or through the region get stuck in local traffic.

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Tauranga City





Futureproofing Cameron Road aims to transform the road into a thriving, connected destination, not just a commuting corridor.

A key feature of the changes is improvements to make the area more walkable, attractive and community friendly. This includes native plantings that reflect the history of the area and attract bird life, spaces for the community to spend time in, and room for businesses to have more interaction with the street including outdoor dining areas for example.

Using the principles of Ahi Kaa, we have been working closely with mana whenua to look at how we can restore the human connection to Cameron Road and rejuvenate the space so people want to live, play and work here.

A look back in time

Cameron Road will soon be 150 years old but its history stretches back centuries. Cameron Road follows the natural ridgeline along the Te Papa Peninsula and there is very fertile soil in the CBD. Geographically, it has always been the centre of this region and a thoroughfare and hub of activity pre-European settlement.



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Tauranga City



Connection is a key aspect of our urban design. Connections to our past, environment, across Cameron Road, and to local businesses so they are accessible, visible and integrated with the street and community.

Trees and plants

We will be working hard to keep as many of our native trees as possible and to make more green spaces. This will include large canopy trees for shade, smaller sub canopy trees and floor planting using species we know will grow well in this area, attract bird life and be around for a long time to come.

Some exotic trees may need to be removed to allow for construction and improve safety, but overall there will be a significant increase in trees.



PLANTING EXAMPLES

This project is in partnership with Ngai Tamarāwaho, Ngati Tapu, Weka Kotahi NZ Transport Agency and New Zealand Government. To keep up-to-date and get involved with Futureproofing Cameron Road, visit www.tauranga.govt.nz/cameronroad

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Tauranga City



Detailed design will be completed in July, with main construction starting in September 2021.

In the meantime there are some activities we can start work on now that won't impact the final design. Early works are expected to start at the end of April 2021.

Trial road layouts

Trial road layout changes will test how these might work and help us finalise decisions around any permanent changes.

STREET	APPROACH	RECOMMENDED FOR TRIAL
1st Ave	East	Left In, Left Out 
4th Ave	East	Left In 
7th Ave	West	Cul-de-sac 
12th Ave	East	Left In, Left Out 
	West	Left In, Left Out 
14th Ave	West	Left In, Left Out 

Preparation for new traffic lights

Proposed early works includes tree and roundabout removal around 9th Ave to make way for new traffic lights. We will keep the intersection operating as a roundabout until traffic lights are installed during the main works.

Underground works

We will be replacing the wastewater pipe between 6th Ave and Harington Street.

New crossings

We are looking at installing new mid-block signalised crossings to make it safer for pedestrians and those traveling by bike.



→ Between 4th Ave and 5th Ave

→ Between 9th Ave and 10th Ave



→ Between 12th Ave and 13th Ave

→ Between 14th Ave and 15th Ave

Who will do this work?

We are currently looking to appoint a contractor to deliver this work. Once appointed we will update you on the details. We will be working with local businesses and residents to minimise construction impacts.

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Next steps

The long-term plan is to transform the length of Cameron Road from Harington Street to Barkes Corner, with potential to even extend this to Tauriko.

Stage One is from Harington Street to the hospital. The planning and construction for this has been funded by central government.

Stage Two is from the hospital to Barkes Corner, and the funding for developing a business case was included in the grant from Central Government. We'll be asking for your input in 2021.

Stage Three is a long-term goal (pending funding) and will create a connection from Barkes Corner to Tauranga Crossing in Tauriko. There are no set dates for this stage.

Share your thoughts

Council and the Government have confirmed certain aspects of the project (such as the two-way cycleway, part-time bus lanes, and retention of existing traffic lanes). However, we are keen to get your input on other elements through the next design and development phases.

- **Talk to us** today and share your thoughts
- **Fill out** our online survey
- **Sign up** to our e-news for regular updates

We are looking forward to finalising the design with the public's help and realising the benefits of this significant project for our community.

INVESTIGATION

December 2018

Engagement commences with businesses and residents along Cameron Road from Harington Street to 17th Ave about ways to provide more viable transport choices for people moving along Cameron Road

December 2019

Community Liaison Group established to represent businesses and residents along Cameron Road and work with them during the planning phase

DESIGN OPTIONS EXPLORED

February 2020

Engagement with local hapū Ngāi Tamarāwaho and Ngāti Tapu to seek their input

April 2020

Collaboration and involvement with Community Liaison Group and other key stakeholders on design options

August 2020

Tauranga City Council secures a \$45m grant from Central Government for the project

DETAILED DESIGN DEVELOPED

March 2021

Public engagement on design commences

End April 2021

Early works for Stage One (Harington Street to 17th Ave) start

May 2021

Feedback considered and shared

July 2021

Detailed design complete

MAIN CONSTRUCTION

September 2021

Main construction works for Stage One (Harington Street to 17th Ave) start

October 2023

Completion of Stage One (subject to finalisation of design)

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Hei whakakapi



Take hold of the great ideas	Ko ngā whakaaro nui mō te kaupapa nei – kā mau
Take hold of progressive discussion	Ko ngā kōrero whakahirahira – kā mau
Take hold of positive outcomes	Ko ngā hua nui – kā mau
Grasp understanding	Ko te māramatanga – kā mau
Remain unified	Ko te kotahitanga – kā mau
Peace be upon us all	Ko te rangimārie – kā tau ki runga kia tātou katoa
Our collective energy comes to rest	Uhi, werō!
In alliance, united, together we agree	Tau mai te mauri.
to progress our purpose.	Haumi ē, hui ē, tāiki ē.

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Advertising

Billboards



Cameron Road

22nd March – 30th May

Daily Traffic Visuals - 40,050

Pedestrians – 9,346



Fraser Street

April - May

Daily Traffic visuals – 44,695



Devonport Road – 12x3

April - May

Daily Traffic visuals – 44,541

Survey questions



The survey form is titled "Futureproofing Cameron Road Stage One" and features an artistic impression of a modern, pedestrian-friendly road with a zebra crossing, greenery, and people walking and cycling. The form contains four questions with radio button options and a space for additional comments.

Futureproofing Cameron Road Stage One

Artist's impression

1. How regularly do you come to Cameron Road?

☐ Everyday ☐ A few times a week ☐ Once a week ☐ Once a month ☐ Once a year

☐ Other (please specify)

2. How do you most frequently travel to Cameron Road?

☐ Walk ☐ Cycle ☐ Car ☐ Bus ☐ Scooter ☐ Other (please specify)

3. What changes could be made that would encourage you to travel to Cameron Road using a different type of transport?

4. What do you come to Cameron Road for?

☐ Shopping ☐ Work ☐ Entertainment ☐ Fitness ☐ Meeting Friends

☐ Travel through ☐ Other (please specify)

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Tauranga City

5. What could we do to improve your experience of being on Cameron Road?

6. How do you think we could make Cameron Road a more attractive place to visit?

7. How do you think we could make Cameron Road a safer place for everyone?

8. What historical and cultural significance does Cameron Road have for you?


9. What do you like about the proposed changes? Why?

10. What concerns do you have about the proposed changes? Why?

11. Any other feedback?

To keep up-to-date and get involved with Futureproofing Cameron Road, visit:
www.tauranga.govt.nz/cameronroad

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 Tauranga City

Futureproofing Cameron Road

Summary of Engagement

May 2021



Artist's impression



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Tauranga City

What is Futureproofing Cameron Road?

Tauranga is growing fast. By 2063, our region's population is projected to have increased by almost 80,000. This means we're going to need more houses, more schools, and more ways for people to move around the city.

Cameron Road is one of our city's main arteries, connecting people in Tauranga's southern suburbs to the city centre. Futureproofing Cameron Road is a multi-stage project to make this key route safer, more attractive, and provide more ways for people to travel so they can choose whether to walk, cycle, scooter, catch a bus or drive.

It's important to note this project is not being done in isolation and aligns with much wider plans to futureproof the city for growth and ensure a reliable transport system now and for the future, as well as Government direction.

Cameron Road is identified by the Urban Form Transport Initiative (UFTI) as a key part of the Te Papa Peninsula multi-modal transport system improvements. The Western Bay of Plenty Transport System Plan (TSP) identifies Cameron Road as a key corridor to support improved and varied housing choices, sustainable transport movement choices, local amenities and infrastructure. Cameron Road was identified within the Transport System Operating Framework (TSOF) developed by the TSP, as a primary Public Transport and Cycle Route, with a high level of pedestrian activity.



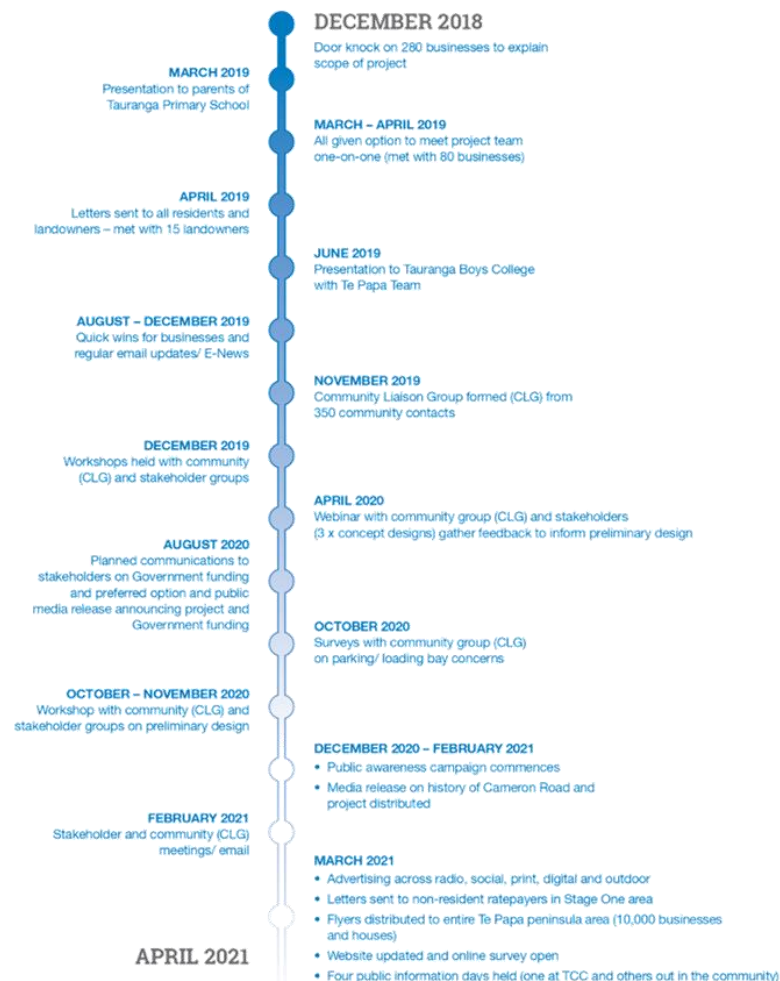
The strategic priorities for Government Policy Statement on Land Transport 2021 are safety, better travel options, improving freight connections and climate change. Activity classes have been set to allow Waka Kotahi NZ Transport Agency and local government to invest in these priorities. Council was successful in securing \$45million for this project from central government to support NZ's recovery from COVID-19. Primarily this was because the project aligns with the governments overarching objectives including supporting growth, safety, alternate transport choices and creating attractive public spaces for the community, and only this project can be delivered with the funds.

Stage One of the Futureproofing Cameron Road project runs from Harington Street to 17th Avenue.

Why engage with the community, mana whenua and stakeholders?

The Te Papa peninsula area, in which Cameron Road sits, is a priority area for development and growth. With more people, comes the need to get transport and services right to support more residents. Businesses, landowners, residents and schools all make up the Cameron Road community, alongside other stakeholders including NZ Fire Service.

How have we engaged with the community, mana whenua and stakeholders?



Early engagement

The proposed design for Futureproofing Cameron Road was developed with feedback and input from the people along the stage one stretch of Cameron Road, as well as various other stakeholders.

Since December 2018, we have had ongoing engagement with the local community and stakeholders, alongside studies and the development of a Business Case for the Futureproofing Cameron Road project. This engagement and consultation has been conducted alongside project partners – local hapū Ngai Tamarawaho, Ngati Tapu, Waka Kotahi NZ Transport Agency (Waka Kotahi) and Bay of Plenty Regional Council (BOPRC).

Our engagement programme involved establishing a stakeholder group (wider interested parties) and Community Liaison Group (CLG), comprising representatives from local businesses/landlords/residents immediately along Cameron Road.

It's also been a priority for the project team to engage with iwi partners, enabling the local hapū to start providing guidance and recommendations on cultural design elements. Throughout our engagement, the project design team have been focused on moving the concept design into detailed design, working through localised concerns and developing ideas and solutions.



Engagement on the proposed design

In February and March 2021, we engaged with the local community, stakeholders and wider public to find out more about how people travel to Cameron Road, what for, and how the proposed changes might affect the way people move along the route. We wanted to understand what people thought about the proposed changes and if they had any concerns.

In February 2021, we met with stakeholders and Community Liaison Group (CLG) representatives to gather preliminary feedback on the initial proposed design. In mid-March 2021, we held a series of information days at public venues and encouraged people to provide feedback via an online survey between 10 March and 10 April.

As well as the information days and online survey, we undertook a range of other activities through a variety of channels to engage with the general public.

We wanted to ensure everyone residing in Tauranga had seen and heard about the Futureproofing Cameron Road project and knew where to find more information and provide their feedback.

How we communicated



Sent 705 letters to property owners along Cameron Road and side streets with proposed layout changes



Billboards on Fraser Street and Cameron Road were passed by 40,000 vehicles per day



Delivered 9,934 flyers to households and businesses in the Te Papa peninsula area



Radio advertisements reached up to 149,000 listeners



Print advertisements in the Weekend Sun reached 66,000 households



Delivered monthly e-newsletters to 371 subscribers



Print advertisements in the Bay of Plenty Times reached 10,000 households



Social media advertising across Facebook, Instagram and LinkedIn reaching more than 30,000 people

Gathering the results

Resulting feedback from the public on the Futureproofing Cameron Road project and the proposed design was gathered in a number of ways:

- More than 270 people responded to our online survey
- We received 57 emails
- Eighteen people took the time to phone us directly
- We took 160 notes following numerous conversations and direct engagement in person at the open day events held in public locations that had high foot traffic in the hundreds.



What have we heard?

Through previous engagement on the Te Papa Spatial Plan, what people told us they would like to see in the Te Papa area included safe open spaces, pedestrian-friendly and tree-lined streets, safe and healthy communities, walkable neighbourhoods, and more housing and transport choice. Futureproofing Cameron Road is the first project to help deliver these outcomes for the community.

Some of the key themes that have come out of our community and stakeholder engagement specific to Cameron Road include:

When asked what they would like to see in a future Te Papa, the community said they wanted...



Safety – the community supports making Cameron Road safer for all users, including pedestrians, cyclists and road users. This included more focus on education and enforcement.



Accessibility – people want Cameron Road to be more accessible, especially for walking and cycling.



Improved bus services – there has been strong support for improved public transport options, including improved frequency, convenience and reliability.



Relevance and need for this project – some have expressed concern about why money is being spent on Cameron Road instead of other parts of Tauranga. There have also been some questions on the viability of buses as it is a service that is currently underutilised.



Confidence in Council – lack of confidence in council's ability to deliver on community expectations due to former upgrades, specifically Greerton.



Economic impacts – impacts on business performance, predominantly when people are not able to access business premises easily due to loss of parking and construction disruption.



Community impacts and traffic movement – loss of parking, impact on traffic flow, road layout changes, impact on existing trees, and construction disruption for commuters and residents.

How are we responding?

We are responding to this feedback in three main ways:

Sharing feedback

A number of people questioned why this project was being undertaken, why changes were needed and if money might be better spent on other projects. This summary of engagement is being shared with Commissioners so they understand the wider sentiment and needs of the community and stakeholders.

During our engagement a number of broader transport-related issues were raised and we have shared these with our partners Waka Kotahi NZ Transport Agency and Bay of Plenty Regional Council.

Adjusting design

Feedback on issues such as parking, signalised crossings, traffic flow, cycle lanes and trees will all be taken into consideration as part of detailed design.

As a result of the feedback, there have been a few key changes to the proposed design that will form part of the detailed design plan to be finalised in July. These changes are subject to final consultation and approval.

5th Avenue (east and west) will remain left in, left out

To improve safety the intersection will also be narrowed to encourage people to turn more slowly into the Avenue. The community expressed concern about proposed intersection changes where the current left in/left out at 5th Avenue (east) was being changed to left out only and the proposed cul-de-sac of 5th Avenue (west), where currently there is no cul-de-sac. People and businesses at 5th Avenue (east) were concerned about a change to left out only and how the left out would impact on safety of students, access to their properties and traffic flow. These concerns were also reiterated by residents on Arundel Street.

Hamilton Street will remain unsignalised with no traffic lights to avoid congestion

To further improve pedestrian safety and cycle lane connectivity in this area (from the proposed bi-directional cycleway to the existing cycle network in the west), a signalised pedestrian crossing will be installed somewhere between Wharf and Hamilton Streets.

A loading bay will be installed between 10th and 11th Avenues on the western side of the road

This will support local businesses with loading and unloading as this is one of the few areas along Cameron Road where businesses don't have rear loading access from service lanes and private access. These loading bays will be reviewed in time.

A clearway will be created at 3rd Avenue (east)

This will allow access to businesses, where entrances may be impacted by new traffic lights.

Ongoing education

In response to feedback, we will continue to share information with our community to help build understanding, educate them about the changes happening along Cameron Road, and respond to their concerns.

This project will help address Tauranga's growth, revitalise a key part of our city, and provide more transport options so people don't have to be so car dependent, all things the community has said they would like.



Next steps

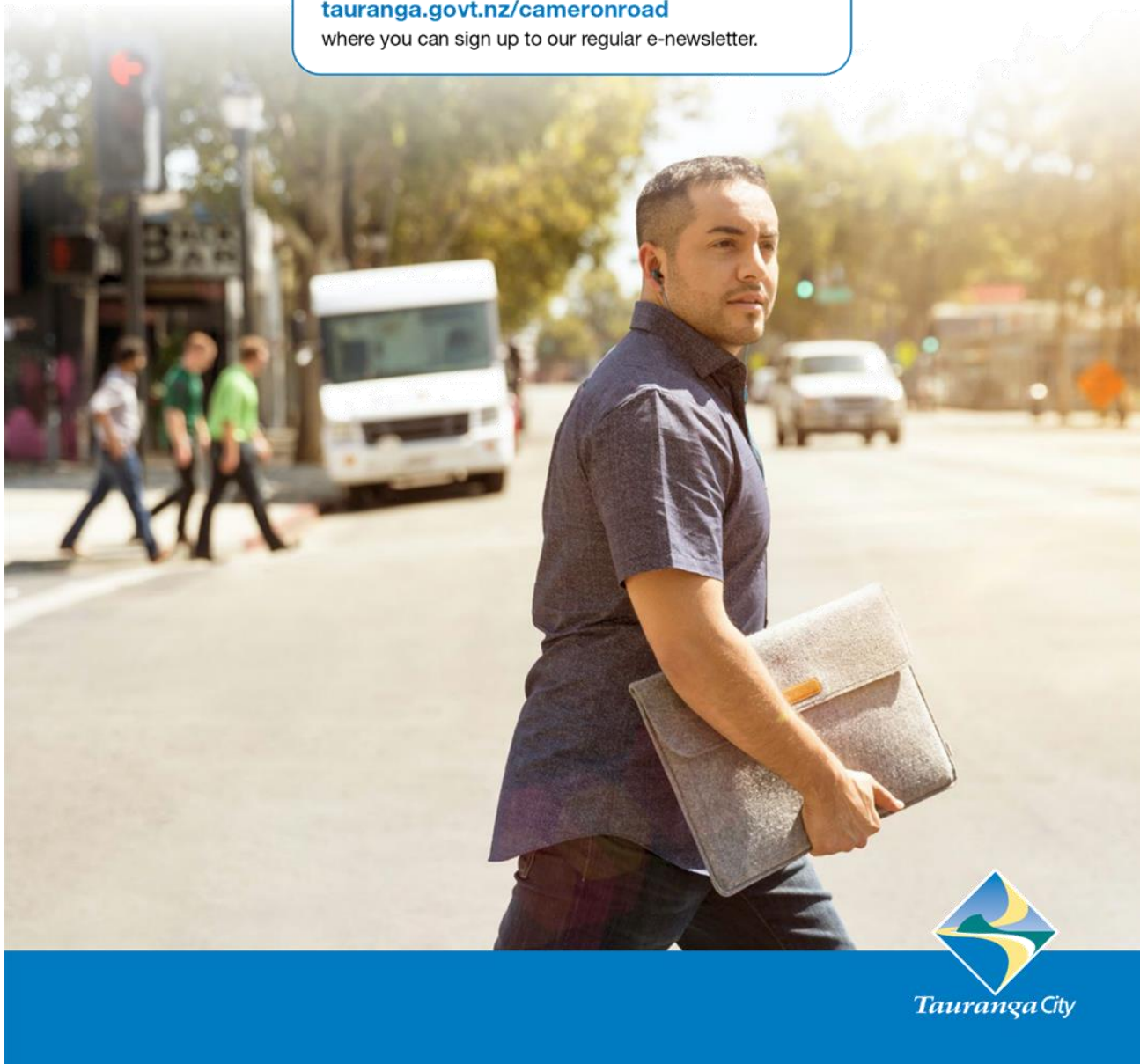
The feedback received from the local Cameron Road community and wider Tauranga community has been invaluable. We are using this to inform and finalise the detailed design plan which is due to be made public in July 2021.

Public feedback received through Council's Long Term Plan 2021-2031 regarding the Cameron Road project will be responded to through the LTP process.

For more information, visit

tauranga.govt.nz/cameronroad

where you can sign up to our regular e-newsletter.



Tauranga City

12 DISCUSSION OF LATE ITEMS

13 PUBLIC EXCLUDED SESSION**RESOLUTION TO EXCLUDE THE PUBLIC****RECOMMENDATIONS**

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

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

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48 for the passing of this resolution
13.1 - 2021 Appointment of Directors to the Board of Bay Venues Limited	s7(2)(a) - the withholding of the information is necessary to protect the privacy of natural persons, including that of deceased natural persons	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
13.2 - Marine Precinct Proposed Lot Sale	s7(2)(b)(ii) - the withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
13.3 - Procurement of Cameron Road Wastewater Renewals	s7(2)(i) - the withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
13.4 - Direct procurement for Cameron Road and Fraser Street Pedestrian Crossings	s7(2)(h) - the withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7

14 CLOSING KARAKIA