



AGENDA

Tauranga and Western Bay of Plenty Transport Committee meeting Friday, 5 June 2026

**I hereby give notice that a Tauranga and Western Bay of Plenty
Transport Committee meeting will be held on:**

Date: Friday, 5 June 2026

Time: 1:30 pm

**Location: Mareanui - TCC Chambers
L1 - 90 Devonport Road
Tauranga**

**Marty Grenfell
Chief Executive**

Terms of reference – Tauranga and Western Bay of Plenty Transport Joint Committee

Please see Terms of Reference available on the Bay of Plenty Regional Council website:
[Tauranga and Western Bay of Plenty Transport Committee](#)

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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 ORDER OF BUSINESS**

7 CONFIRMATION OF MINUTES

7.1 Confirmation of the Tauranga and Western Bay of Plenty Transport Committee meeting of 22 August 2025

File Number: A20283298

Author: Anahera Dinsdale, Governance Advisor

Authoriser: Sarah Holmes, Team Leader: Governance & CCO Support Services

RECOMMENDATIONS

That the minutes of the Tauranga and Western Bay of Plenty Transport Committee meeting on 22 August 2025 be confirmed as a true and correct record.

ATTACHMENTS

- 1. Tauranga and Western Bay of Plenty Transport Committee - Minutes - 22 August 2025 - A20283312** [↓](#) 

Tauranga and Western Bay of Plenty Transport Committee

Open Minutes

- Commencing:** Friday 22 August 2025, 12:00 pm
- Venue:** Council Chambers, Regional House, 1 Elizabeth Street, Tauranga
- Chairperson:** Andrew von Dadelszen – Toi Moana Bay of Plenty Regional Council (BOPRC)
- Deputy Chairperson:** Rick Curach - Tauranga City Council (TCC)
- Members:** Cr Kat Macmillan – BOPRC, Cr Glen Crowther - TCC
Cr Rod Taylor – TCC, Mayor James Denyer - Western Bay of Plenty District Council (WBOPDC), Deputy Mayor John Scrimgeour – WBOPDC (via Zoom), Cr Ron Scott - BOPRC
- External Members (non-voting):** Matthew Kilpatrick – Tauranga Transport System Plan (TSP) Programme Manager
- In Attendance:** BOPRC: Cr Ron Scott; Oliver Haycock – Director, Public Transport; Andrew Williams – Manager, Transport Strategy; Simon Bell – Manager, Transport Operations, Dale Clarke – Senior Transport Planner; Amanda Namana – Committee Advisor
- TCC: Mike Seabourne – Head of Transport; Shawn Geard – Transport Systems Operations Manager; Chris Barton – Programme Director: Major Transport Projects, Colm Hartigan – Principal Transport Planner (via Zoom), Anthony Pearse – Senior Transport Planner (via Zoom)
- External: Ngaire Atmore – NZ Transport Agency Waka Kotahi (NZTA) Regional Advisor – System Design, Waikato & Bay of Plenty (via Zoom)
- Apologies:** Susan Collins - NZTA

1. Apologies

Resolved

That the Tauranga and Western Bay of Plenty Transport Committee:

DRAFT MINUTES YET TO BE CONFIRMED

1

TAURANGA AND WESTERN BAY OF PLENTY TRANSPORT COMMITTEE
MINUTES

22 AUGUST 2025

1 Accepts the apology from Susan Collins - NZTA tendered at the meeting.**Scott/Curach
CARRIED****Chair's declaration**

The Chair recognised recently retired member Cr Paula Thompson and her contribution to the Committee.

He advised members that the meeting was being livestreamed and recorded and that the recording would be made available on the Bay of Plenty Regional Council website following the meeting and archived for a period of three years: [Tauranga and Western Bay of Plenty Transport Committee - 22 August 2025](#)

2. Order of Business

Tauranga Arterial Upgrades Presentation was moved to follow Item 7.5 - Joint Public Transport Project Update.

3. Declaration of Conflicts of Interest

None declared.

4. Minutes**Minutes to be Confirmed****4.1 Tauranga and Western Bay of Plenty Transport Committee Minutes - 30 May 2025****Resolved**

That the Tauranga and Western Bay of Plenty Transport Committee:

1 Confirms the Tauranga and Western Bay of Plenty Transport Committee Minutes - 30 May 2025 as a true and correct record, subject to the following amendments:

- Page 8 of the agenda:
 - Bullet Point 2 of 'In Response to Questions' remove 'Brookfield'
 - Bullet Point 1 of 'Key Points - Members' - amend to 'TCC did not progress the BOPRC submission to bring forward planning for the Brookfield public transport improvements project'.

**Crowther/Curach
CARRIED****5. Reports****Decision Required****5.1 Membership Update**

Presented by: Oliver Haycock - Director, Public Transport

DRAFT MINUTES YET TO BE CONFIRMED

2

In Response to Questions:

- Confirmed that Cr Scott was appointed to the Committee by the Bay of Plenty Regional Council and was recognised as a full voting member from the commencement of the meeting.

Resolved**That the Tauranga and Western Bay of Plenty Transport Committee:**

- 1 Receives the report, Membership Update;**
- 2 Notes the appointment of Cr Ron Scott as a Bay of Plenty Regional Council representative to the Tauranga and Western Bay of Plenty Transport Committee.**

**von Dadelszen/Crowther
CARRIED**

Information Only**5.2 Cameron Road Bus Lanes - Activation Pathway**

Presented by: Andrew Williams - Manager, Transport Strategy and Shawn Geard - Transport Systems Operations Manager (TCC)

Key Points:

- The Committee could recommend to TCC that the pathway be activated, which would then become a TCC decision.

In Response to Questions:

- Key metrics were variability of buses and potential timing, along with community impacts on the existing carpark during activation times. Community engagement would be undertaken based upon these metrics, which would need to be clearly understood prior
- Enforcement of parked cars in the bus lanes would not be undertaken during the first month of activation whilst the public became aware of the change, after which tow trucks would be used to move vehicles
- There was intermittent media interest in this topic and suggested removing the bus lane signs in the interim may assist to alleviate confusion.

Resolved**That the Tauranga and Western Bay of Plenty Transport Committee:**

- 1 Receives the report, Cameron Road Bus Lanes - Activation Pathway.**

**von Dadelszen/Scott
CARRIED**

5.3 Tauranga City Centre Security Deployment

Presented by: Simon Bell - Manager, Transport Operations

Key Points:

- Staff were responding to feedback from the community and bus drivers regarding perceived risk at Durham Street South during certain times of the day and would be monitoring outcomes of proposed changes.

In Response to Questions:

- Motu Move would not resolve potential cashbox theft or driver/passenger conflict regarding payment
- Fare disputes occurred across the region and were not concentrated in any area
- The primary focus of security was de-escalation, visual deterrence and reporting
- In instances where it had been necessary to call police, the response time was typically swift
- There were currently three security guards situated at Durham Street for a full eight hour shift
- Many incidents occurred through direct use of public transport, with further societal issues taking place at bus stops which were not inherently related to the public transport network operation.

Resolved**That the Tauranga and Western Bay of Plenty Transport Committee:**

- 1 Receives the report, Tauranga City Centre Security Deployment.**

**von Dadelszen/Crowther
CARRIED**

5.4 Tauranga School Bus Services Review

Presented by: Andrew Williams – Manager, Transport Strategy

Key Points:

- Staff would now focus on cost savings and efficiencies in other areas e.g. recontracting of services and working through delivery of the National Ticketing Solution (NTS), noting the changes in fare structure this would bring.

Key Points - Members:

- Commended staff on their work and in achieving an efficient and effective school bus service
- Suggested there were currently Pāpāmoa College students on the grounds prior to 8:00 am and additional staffing requirements during the school term would be minimal or duties could be shared.

In Response to Questions:

- The review undertaken was comprehensive and the proposed options were identified near the end of the process
- Staff were looking at potential cost savings through how procurement models were delivered across the wider region, which was outside the school bus services scope

- The review highlighted that some children were only being transported short distances, therefore fares could be a useful instrument in getting people to consider walking/ cycling options as viable alternatives to the school bus
- As the review highlighted the high level of effectiveness of the school bus service, opportunities for cost savings were limited. The other options proposed could deliver minimal savings for substantially higher risk to the community and operation of services
- Consultation regarding charging for the service would occur as part of the NTS delivery, for which timeframes were not confirmed. This would also be communicated with the community earlier as part of the fares review.

Resolved

That the Tauranga and Western Bay of Plenty Transport Committee:

- 1 Receives the report, Tauranga School Bus Services Review;**
- 2 Writes a letter to Pāpāmoa College to be signed by the Chair, outlining the Committee's discussion on their position and requests a constructive conversation to find a solution.**

**Scott/Crowther
CARRIED**

5.5 Joint Public Transport Projects Update

Presentation: Cameron Road Stage Two Update [↗](#)

Presented by: Matthew Kilpatrick – Senior Transport Planner (BOPRC), Shawn Geard - Transport Systems Operations Manager (TCC) and Chris Barton - Programme Director: Major Transport Projects (TCC)

Key Points:

- The Regional Public Transport Plan (RTP) project commenced at the start of 2025, with a successful workshop reviewing the strategic framework held on 17 June 2025
- A further workshop was scheduled for 9 September 2025 which would focus on policies and targets
- Approximately 56,000 patrons had used the OnDemand service as at 1 August 2025, with the trial being extended to April 2026 through the Annual Plan process
- The TCC/WBOPDC Travel Safe team's Rail Safety Week and promotional video was well received locally and recognised nationally
- Provided a project update of the Cameron Road Stage 2 project, including funding, timeline and details on the preferred concept option
- The separate cycle route on Cameron Road Stage 2 would also be a shared path at some points
- Outlined the three proposed options for Greerton Village.

Key Points - Members:

- Urged that the vision of a people-centric transport system remained strong at all costs, rather than the current car-centric system
- The Cameron Road project was critical to the long term sustainability of Tauranga

- Transparency was key, as was alignment between TCC and SmartGrowth.

In Response to Questions:

- Weekly patronage of the OnDemand service returned to steady levels following the fare increase
- Balancing the varied uses/ modes along with a constrained budget and roading corridor would be a key consideration going forward
- The context and purpose for Cameron Road Stage 2 had not fundamentally changed, nor had strategic plans for intensification of Te Papa peninsula, which were still aligned with the original SmartGrowth plans
- The Cameron Road corridor had an integral function which could not be fulfilled through alternative routes, with consideration of all modes being key to the design
- Research highlighted that key drivers for public transport use was having direct journeys and competitive journey times. BOPRC was aiming to move toward enabling cross town movements, which required a high level of network reliability. Enabling the Tauriko to Mount Maunganui corridor in the future was another key movement
- Cameron Road was being relied upon heavily as a strategic public transport corridor for future plans.

Resolved

That the Tauranga and Western Bay of Plenty Transport Committee:

- 1 Receives the report, Joint Public Transport Projects Update.**

**von Dadelszen/Crowther
CARRIED**

6. Presentation

6.1 Tauranga Arterial Upgrades

Presentation: Tauranga Arterial Upgrades [↔](#)

Presented By: Shawn Geard - Transport Systems Operations Manager (TCC) and
Mike Seabourne - Head of Transport (TCC)

Key Points:

- Challenges in Tauranga included limited funding, limited space and the geography of the city providing its own constraints on arterial routes
- The Transport System Plan (TSP) was critical to avoid gridlock with the amount of growth the city was experiencing, however what it was trying to achieve was not clearly understood within the wider community
- While the investment was likely to reduce future congestion levels expected, it was not expected to significantly improve the current state
- Traffic impacts on key corridors would be minimised by coordinating forward maintenance and infrastructure works
- The High Occupancy Vehicle (HOV) lanes' primary purpose was to move people as efficiently as possible through the available space
- New Zealand was ranked first in the world for car ownership per capita, with Tauranga ranked first in the country for reliance on car travel

TAURANGA AND WESTERN BAY OF PLENTY TRANSPORT COMMITTEE
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- Detailed potential locations for HOV lanes during construction of the arterial upgrade projects, including the benefits and disadvantages of each
- Cycle lanes and pedestrians were generally deprioritised in the suite of HOV lane options and would be a key aspect of community consultation.

Key Points - Members:

- Enabling people to cross the road safely during these operations was critical given the number of pedestrians and local sports in the area
- Expressed concern over spending money and time whilst compromising safety, without knowing whether the benefits outweighed these.

In Response to Questions:

- Although timeframes were not confirmed, it was currently estimated as late 2025/early 2026 to align with community engagement activities
- Staff were aware of most significant land use changes planned which was being tracked to consider influences on the project
- The construction teams held responsibility for the methodology for traffic management on the Fifteenth Ave/Turret Road project and it was anticipated that lanes would be open as much as possible, with times where the bridge would need to be closed. TCC staff were undertaking modelling of one lane closures and other scenarios to help inform discussions around potential trade-offs
- A strong marketing campaign for any shared path or HOV options implemented would be critical as this involved substantial behaviour change for the public.

1.49 pm – Mayor Denyer **withdrew** from the meeting.

1.55 pm – Mayor Denyer **entered** the meeting.

- Zebra crossings on roads with two lanes in one direction were particularly dangerous. There was a potential option (subject to funding) to have light signals installed at the Kaitemako Road intersection to provide a safe crossing for pedestrians
- Managed lanes were able to have their uses switched over time and community consultation would play a part in informing this long term
- BOPRC and TCC staff were working together to understand operational implications early, in order to best respond to these, identify options and deliver the most appropriate mitigation measures
- Travel demand programme work had been deprioritised following the change of national direction, and there was now no financial provision beyond general public transport delivery in the BOPRC Annual Plan
- Whilst carpooling would alleviate congestion, it required marketing of tangible benefits to the public to help achieve buy in
- The options provided could be effective for a minimum of three to five years, depending on how they were set up
- The procurement approach to Turret Road would include an option for early completion to shorten the construction window as much as possible, noting there were substantial trade-offs to consider
- To take no action was also an option, but this creating gridlock was a significant risk

DRAFT MINUTES YET TO BE CONFIRMED

7

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- The network had limited flexibility which needed to be retained throughout any interventions to ensure traffic could be diverted in the event of an incident
- Other infrastructure providers were an additional risk due to a lack of control over their access to the network.

2.41 pm - the meeting closed.

CONFIRMED

Chair Andrew von Dadelszen
Chairperson, Tauranga and Western Bay of
Plenty Transport Committee

DRAFT MINUTES YET TO BE CONFIRMED

8

8 DECLARATION OF CONFLICTS OF INTEREST

9 BUSINESS

9.1 Appointment of Deputy Chair to Tauranga and Western Bay of Plenty Transport Committee

File Number: A20345727

Author: Anahera Dinsdale, Governance Advisor

Authoriser: Sarah Holmes, Team Leader: Governance & CCO Support Services

PURPOSE OF THE REPORT

1. The purpose of the report is to appoint a Deputy Chair from Bay of Plenty Regional Council members on the Tauranga and Western Bay of Plenty Transport Committee.
-

RECOMMENDATIONS

That the Tauranga Western Bay of Plenty Transport Committee:

- (a) Receives the report "Appointment of Deputy Chair to Tauranga and Western Bay of Plenty Transport Committee".
 - (b) Appoints Councillor John Scrimgeour as the Deputy Chair of the Tauranga and Western Bay of Plenty Transport Committee.
-

BACKGROUND

2. The Tauranga and Western Bay of Plenty Transport Committee (the Committee) [Terms of Reference](#) state that the appointment of the Chair and Deputy Chair and associated administrative support is to be rotated between Tauranga City Council and Bay of Plenty Regional Council on an annual basis.
3. Tauranga City Council is the administering body of the Committee in 2026 and has appointed Councillor Rick Curach as Chair.
4. As per the Terms of Reference, a Deputy Chair must be appointed from Bay of Plenty Regional Council members.

ATTACHMENTS

Nil

9.2 Chair's Report

File Number: A20349877
Author: Niki Carling, Team Leader, Transport Planning (BOPRC)
Andrew Williams, Manager, Transport Strategy (BOPRC)
Authoriser: Oliver Haycock, Director, Public Transport (BOPRC)

PURPOSE OF THE REPORT

1. Provides an update on matters of interest for Committee members.

RECOMMENDATIONS

That the Tauranga Western Bay of Plenty Transport Committee:

- (a) Receives the report "Chair's Report".

2. EXECUTIVE SUMMARY

2. This report provides updates on the following items:
 - (a) BOPRC Annual Plan transport decisions
 - (b) Public transport security procurement
 - (c) Bus Driver Fund: Monticola toilets
 - (d) Tauranga Public Transport Layover: Completion
 - (e) Eastern Link Toll Road: NZTA Response (Attachment 1)
 - (f) Public Transport Operational Performance Summary (Attachment 2)

BOPRC ANNUAL PLAN TRANSPORT DECISIONS

Tauranga Timetable Improvements

3. New contracts for the provision of bus services in Tauranga will be required at the end of the current contract period (December 2028). Procuring new contracts brings the opportunity to review networks to ensure that they are fit for purpose and are providing value for money.
4. In the interim, provision has been made in Regional Council's draft Annual Plan for some targeted network changes, primarily to support reliability and punctuality challenges. It is proposed that these changes be implemented in December 2026.

Tauranga School Network Capacity

5. The continued popularity of the dedicated school network has seen several services operating at or close to capacity, which has constrained the ability for patronage growth. The commencement of the 2026 academic year saw instances of children being left behind due to buses being full; which required additional and higher capacity vehicles to be added into the school fleet.
6. Provision has been made in Regional Council's draft Annual Plan for 8 additional vehicles to enter the fleet in 2027.

Baybus OnDemand Trial Extension

7. The Baybus OnDemand trial has been operating in Tauranga South for over two years, since March 2024. The aim of the trial has been to better understand how an on-demand service can complement and/or replace fixed-route public transport (in this case Route 51) and increase patronage.
8. The trial has demonstrated a clear improvement in service performance and user outcomes relative to the fixed Route 51, while showing gradual, though still limited progress toward financial sustainability.
9. Financial provision has not been made in Regional Council's draft Annual Plan for the trial to continue beyond December 2026. When the trial ends, a fixed route service will be reinstated to provide coverage.

Public Transport Fare Increases

10. Public Transport Authorities are required by NZTA to conduct fare pricing reviews on an annual basis. Council last reviewed fare pricing on 9 September 2025, where a blanket 10% increase was endorsed. This was implemented in January 2026.
11. To simplify procedures, it was proposed to incorporate fare pricing reviews into Council's Annual Planning process, with any direction to alter fares then implemented at the commencement of the next financial year.
12. In 2024, Council undertook a detailed review of fares and products, to inform the fares structure that will be introduced when the National Ticketing Solution, "Motu Move" is rolled out in the Bay of Plenty. This is currently programmed for 2027.
13. Regional Council's draft Annual Plan contains a fares increase of 3.1%, (the increase in CPI over the past 12 months), rounded up to the nearest 10c. This increases the adult fare in Tauranga and the Eastern Bay to \$3.10, and \$2.60 in Rotorua.

PUBLIC TRANSPORT SECURITY PROCUREMENT

14. Following direction from Regional Council, work began in September 2025 on a comprehensive procurement process to secure static security guarding services for a further two-year period, effective from 1 July 2026. In May 2026, Armourguard was identified as the successful tenderer and awarded the contract; mobilisation is now underway in preparation for commencement.
15. The procurement process has delivered several positive outcomes, including improved value for money, strengthened service delivery standards, and a more robust performance and reporting framework. The new contract also provides greater clarity around service expectations, enhanced responsiveness to operational issues, and increased alignment with Council's safety and customer experience objectives.

BUS DRIVER FUND: MONTIICOLA TOILETS

16. The NZTA-administered Bus Driver Fund is a \$15M fund for bus driver safety and wellbeing initiatives, primarily one-off capital investments (e.g. toilets, break facilities, CCTV and driver screens). In mid-2025, Regional Council was successful in obtaining funding towards the construction of new toilet facilities in Montiicola Reserve, Pāpāmoa East.
17. The new toilet location was identified to support people using the park, those using bus services on Route 2 and importantly bus drivers. Access to toilets during scheduled breaks is a standard workplace requirement for drivers, which had been challenging to provide for Route 2 drivers working at the far extent of the network. Delivery of the toilet block saw strong collaboration between TCC, BOPRC and NZTA.

18. The toilets were completed in April 2026. Driver feedback has noted their appreciation of the facility which was much-needed, also highlighting the quality and usability of the amenity.



TAURANGA PUBLIC TRANSPORT LAYOVER: COMPLETION

19. The Tauranga Public Transport Operations Facility (Bus Layover) was completed and became operational in December 2025. The project was delivered on time, within budget and to scope.
20. The original cost was due to be funded 100% by Regional Council, however, since delivery, NZTA have agreed to pay 51% of the operating costs. Additionally, the capital cost allocation of \$1.8M saw an underspend of over \$250K, much of which came from the efficient delivery and a competitive procurement process.
21. The role of the layover in the broader delivery model for Tauranga's public transport network is being considered as part of the Regional Public Transport Plan (RPTP) development and associated Action Plan.



EASTERN LINK TOLL ROAD: NZTA RESPONSE

22. In August 2025, BOPRC submitted to NZTA on the proposed amendment to the tolling scheme to allow for an additional toll point to be installed on the Tauranga Eastern Link Toll Road. In the main this letter supported the addition of a second toll point; a 12-month toll-free period, clearly communicated by NZTA; and careful monitoring of the toll price point to understand the impact on traffic, behaviour change and network reliability. In addition, the submission requested consideration of a lower toll price for fixed urban buses to use the road.
23. In its response on 1 May 2026 (Attachment 1), NZTA committed to clear and timely communication of the toll-free period and the new system. However, they did not support a lower toll price for fixed urban buses unless the current routes were to change.

PUBLIC TRANSPORT OPERATIONAL PERFORMANCE SUMMARY

24. Attachment 2 provides rolling data from May 2024 to April 2026 for public transport performance. In summary, it notes:
 - (a) Tauranga patronage remains broadly stable.
 - (b) Recent patronage declines following the January fare increase and ongoing cost-of-living pressures, have stabilised following a nationwide increase in fuel costs.
 - (c) Punctuality continues to show gradual improvement, reflecting sustained operational focus across the network.
25. Overall, performance remains consistent with trends observed across comparable councils.

ATTACHMENTS

1. **BOPRC - response to TEL PEI toll submission - A20349872** [↓](#) 
2. **Summary Operational Performance Update - Tauranga and Western Bay (Arotake) - A20351614** [↓](#) 

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1/05/2026

Andrew Williams
Transport Planning Manager
Bay of Plenty Regional Council
By email

Dear Mr Williams

Tauranga Eastern Link tolling consultation

We appreciate the time and consideration the Bay of Plenty Regional Council put into its submission on the State Highway 2 (SH2) Tauranga Eastern Link tolling consultation. NZ Transport Agency Waka Kotahi (NZTA) acknowledges the support for the proposal and notes alignment with the Regional Transport Plans, including the use of road pricing to fund infrastructure, support mode shift, and increase public transport use. NZTA notes the Council's support for the toll-free period, equitable tolling approach, clear communication to road users, and ongoing monitoring of traffic, behaviour change, and network impacts.

Following completion of the tolling assessment and public consultation, the government approved the installation of a second toll point near the new Pāpāmoa East Interchange at Wairākei.

This decision aligns with the government's focus on ensuring transport infrastructure is funded sustainably and the benefits of new and improved roads can be delivered sooner. Tolling remains an important tool for supporting major infrastructure projects, improving network efficiency, and ensuring those who benefit from enhanced access and reduced travel times should share in the cost, rather than relying solely on national funding or placing the burden on existing toll payers.

Tauranga has already seen the benefits of toll funded infrastructure, including the SH2 Tauranga Eastern Link and State Highway 29 Takitimu Drive.

Consultation process

Public consultation took place in mid-2025 and received 3,429 submissions. While overall public support was low, the majority of key stakeholders supported the proposal. Feedback from Bay of Plenty Regional Council, other stakeholders and the public was considered as part of the decision-making process. Consultation documents, including a summary of submissions, are published on the NZTA website.

Introducing a second toll point ensures all Tauranga Eastern Link Toll Road users contribute fairly and support the repayment of the construction costs of the road.

Impact on Pāpāmoa East Interchange users

Until the second toll point is installed a toll-free period will exist for Pāpāmoa East Interchange users until late 2026 for travel between the Domain Road Interchange and the Pāpāmoa East Interchange. Standard tolls will continue to apply for travel between Paengaroa and the Pāpāmoa East Interchange during this period.

Once the second toll point is operational (late 2026), motorists travelling the shorter section between Domain Road and Pāpāmoa East will pay:

- \$1.10 for light vehicles
- \$2.80 for heavy vehicles
(2025 dollars)

Those travelling between Pāpāmoa East and Paengaroa will continue to pass through the existing toll point and pay current toll rates:

- \$2.30 for light vehicles
- \$5.60 for heavy vehicles

Vehicles travelling the full length of the Tauranga Eastern Link Toll Road will continue to pay the current full route toll.

Following confirmation from central government about the tolling decision, we're now able to provide Bay of Plenty Regional Council feedback and information on the points raised in the submission:

1. **Consideration of a lower toll price for fixed urban bus (paid for by both PTA and NZTA), with a reduced toll cost supporting affordable and accessible public transport services.**

Toll prices for bus services would only change if current routes changed. If buses were to use the Tauranga Eastern Link Toll Road between Domain Road Interchange and Pāpāmoa East Interchange, they are expected to contribute in line with current use of the toll road. The toll level is set towards the minimum required to recover administration, operational and maintenance costs, with a smaller proportion contributing to overall debt repayment, reflected in the estimated 12-month reduction in the overall toll scheme operation.

2. **NZTA clearly communicate details of the toll-free period to ensure road users have the opportunity to adjust travel behaviour prior to tolling launching.**

NZTA will ensure clear and timely communication about the toll-free period before the new tolling system is activated, so road users have adequate opportunity to understand the changes and adjust their travel behaviour. A public communications campaign will clearly explain when the new toll points will be activated, the different toll charges for each segment, and how to pay as either an account holder or a casual user. This information will also be made available online (via the NZTA website).

Once again, thank you for your submission and contribution to this consultation.

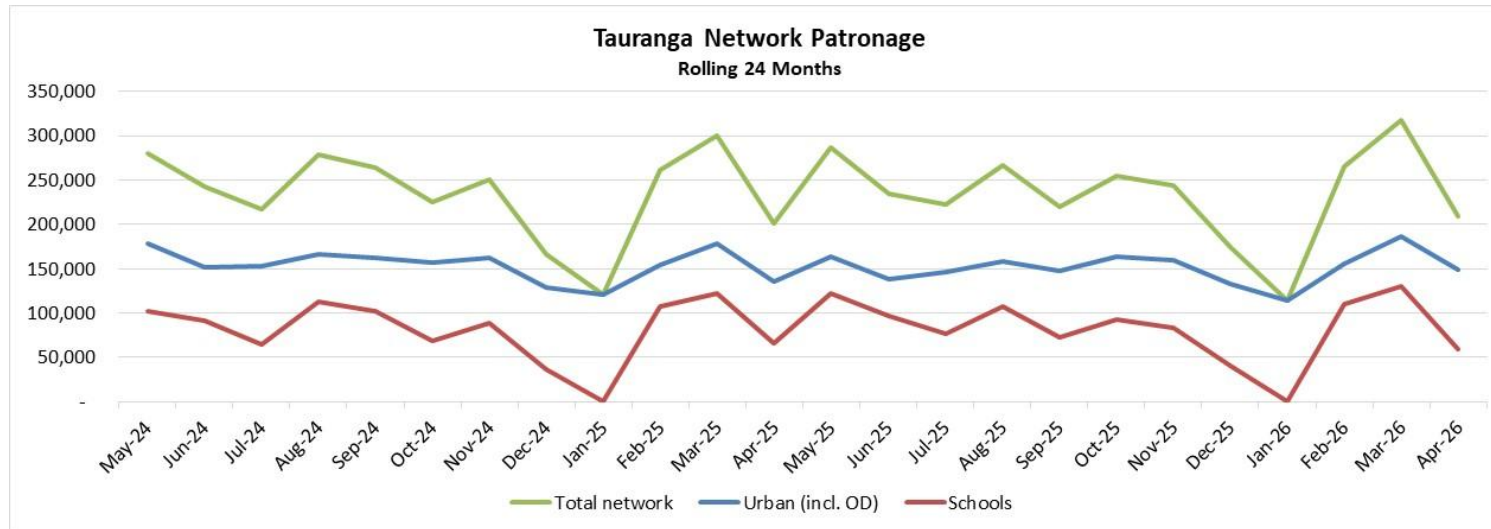
Yours sincerely

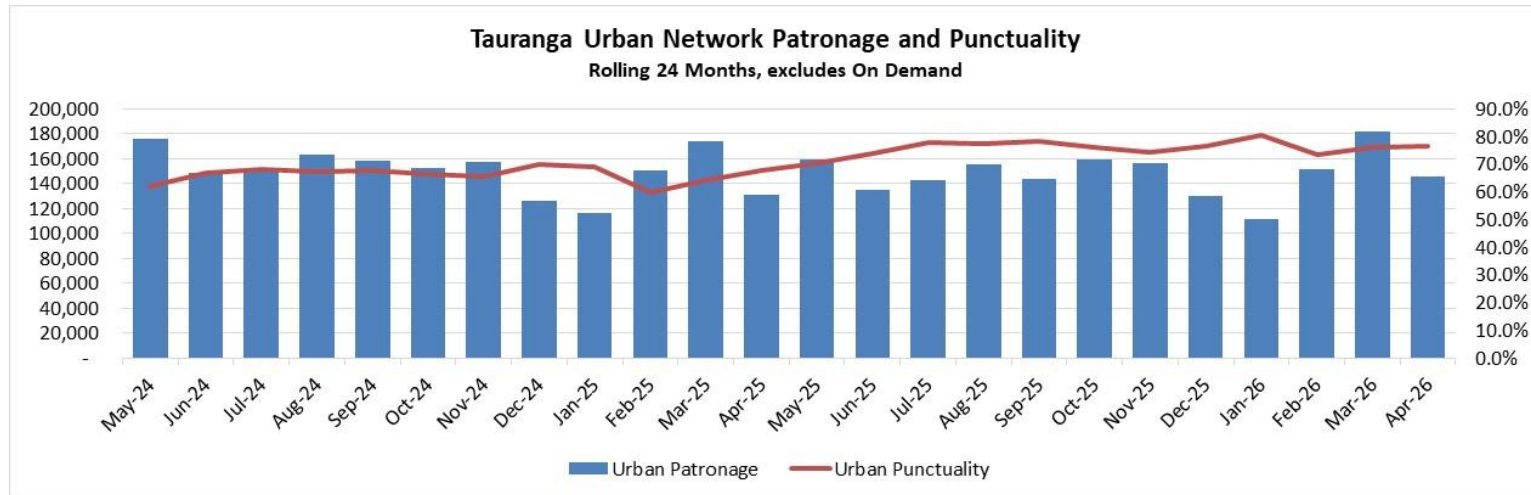


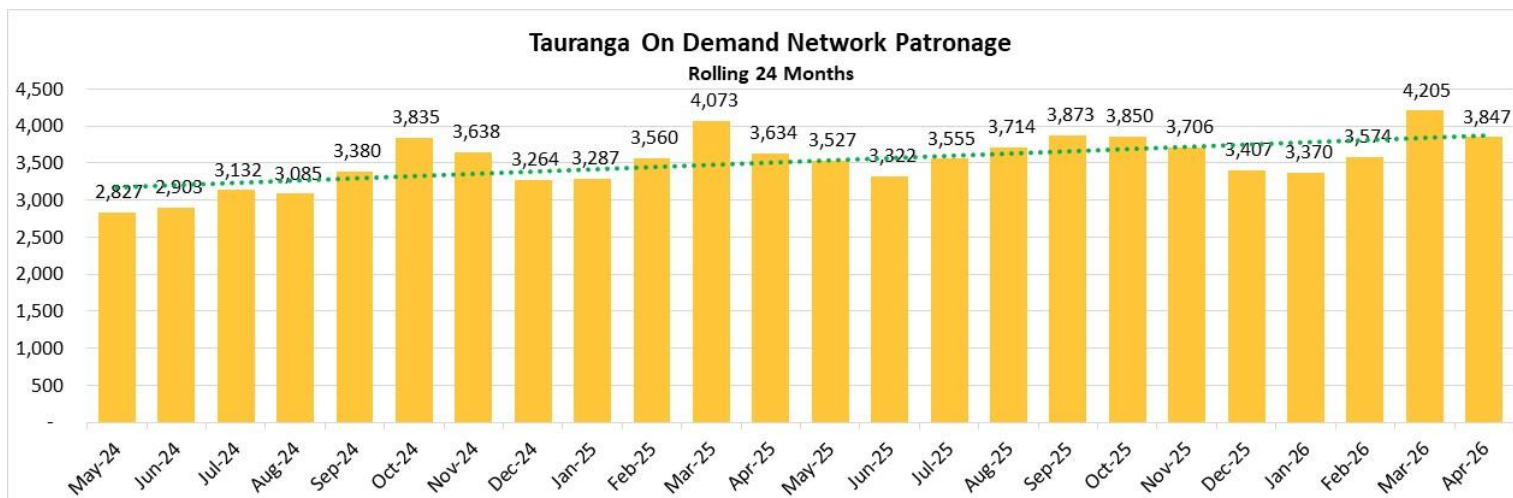
Susan Collins
Regional Manager System Design, Waikato and Bay of Plenty
NZ Transport Agency Waka Kotahi

Operational Performance Summary: Tauranga Network

1.1 Tauranga Network





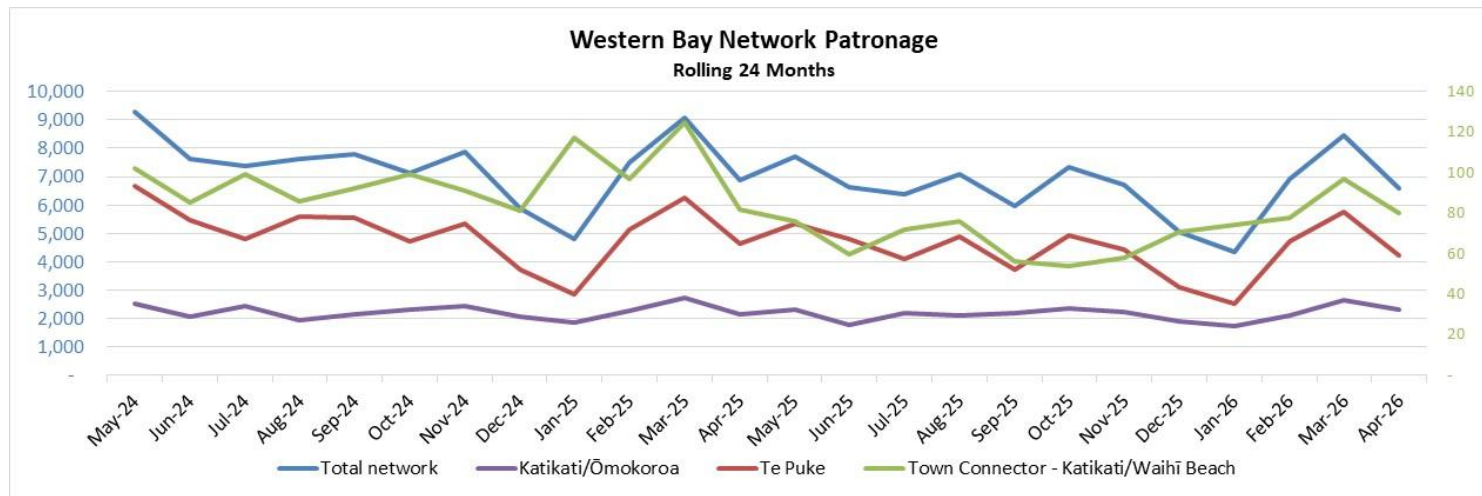


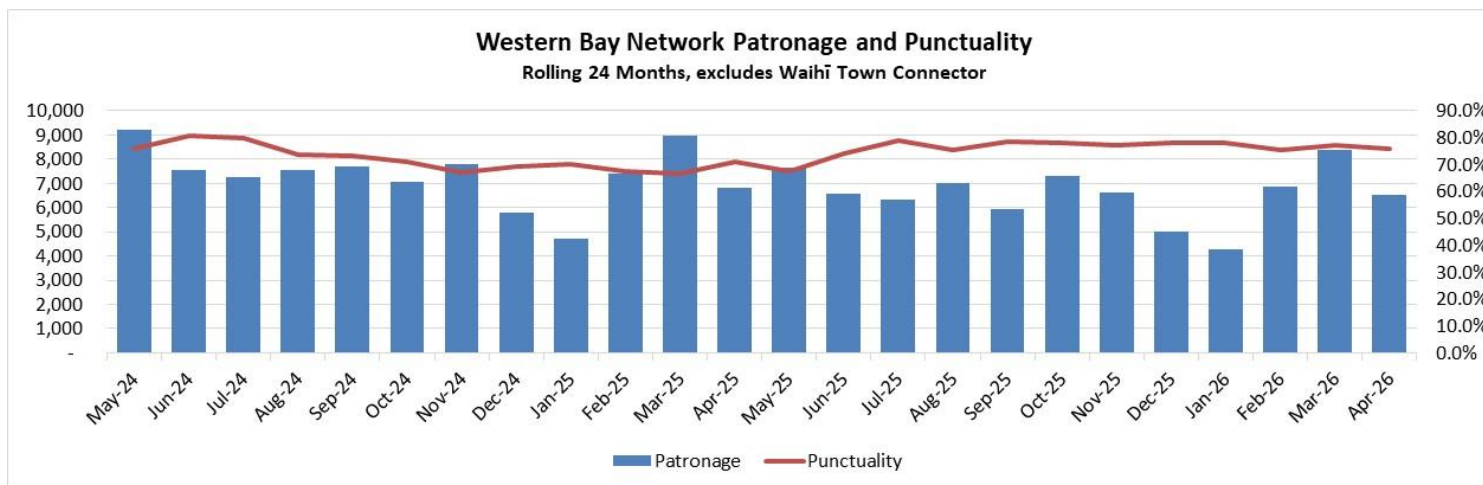
1.1.1 Commentary

- Urban patronage decreased slightly at the beginning of the financial year with fare changes and congestion impacts likely contributing factors.
- The Bay of Plenty also experienced severe weather in January 2026 causing widespread disruption to the city and outlying areas. Several bus routes were required to divert due to flooded road corridors, road closures, and restricted access (particularly around the Mauao and Mount Maunganui areas), where roads were closed for an extended period during the recovery phase following the major landslide event.
- However, urban patronage rallied in the second half of the financial year and is just 0.21% below the same period last year.
- Punctuality has been impacted by significant congestion predominantly at the Oropi Road roundabout.
- Following the opening of the Public Transport Operations Facility (Layover) on the corner of Spring and Durham Street, BOPRC are working closely with the operators to improve on-time departures with a focus on adherence monitoring and reinforcing operational practices.

- School patronage was seasonably low at the end of the year, but year-to-date numbers have recovered to be 0.62% higher than the same period last year. School services remain closely monitored with a focus on operational efficiency, passenger safety, and overall customer satisfaction. Opportunities for improvement continue to be identified and recently two extra buses were added at the start of term two. Further investigation into timetable reliability and refining capacity to meet demand is underway.
- On-demand services continue to perform strongly, supporting network resilience and providing flexibility where fixed-route services are constrained. Monthly patronage levels are consistently higher than 2024/25 and YTD is 6.34% higher than last year. Staff are collaborating with the operator to improve service reliability and wait times, while also refining operating zones and hours to align with demand patterns.

1.2 Western Bay Network





1.2.1 **Commentary**

- Overall patronage trend on the Western Bay network continues to decrease across all units, reflecting changing travel behaviour.
- YTD 2025/26 patronage is 9.83% lower than 2024/25, although, the Katikati-Ōmokoroa unit did see a patronage increase of 7.37% in April 2026 compared to the previous year.
- The Katikati-Ōmokoroa routes continue to be affected by traffic conditions which impact reliability. Minor timetable adjustments have delivered some improvements and investigation continues into further opportunities. A contract extension has been secured ensuring continued service delivery through to December 2027.
- A contract extension for the Waihi Beach Town Connector has been granted until December 2027. Staff are looking at promotional activities to increase awareness and patronisation of this service.
- Staff continue working with all operators to improve reliability and fleet management including arranging additional/spare buses to cover breakdowns and routine maintenance.

9.3 Transport System Operating Framework

File Number: A20317214

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PURPOSE OF THE REPORT

1. This report seeks endorsement of the Western Bay of Plenty Transport System Operating Framework (TSOF) 2026, noting that final timing of investment and consultation will be undertaken by respective Councils.

RECOMMENDATIONS

That the Tauranga Western Bay of Plenty Transport Committee:

- (a) Receives the report "Transport System Operating Framework".
- (b) Endorses the Western Bay of Plenty Transport System Operating Framework (TSOF) 2026 Update as the agreed sub-regional framework for transport system prioritisation.
- (c) Notes that the Transport System Operating Framework 2026 Update has been developed collaboratively through the Transport System Plan Partnership, comprising Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, NZ Transport Agency Waka Kotahi, and iwi partners.
- (d) Agrees that the Transport System Operating Framework 2026 Update will inform the Regional Land Transport Plan (RLTP) and Long-Term Plan (LTP) processes and provide the basis for funding prioritisation through the National Land Transport Fund (NLTF).
- (e) Notes that the indicative cost estimates within the Transport System Operating Framework are high-level and will be refined through future project-specific business case processes.

EXECUTIVE SUMMARY

2. The SmartGrowth partnership brings together Western Bay of Plenty District Council, Tauranga City Council, Bay of Plenty Regional Council, iwi partners, and central government. Together, these organisations align planning, funding, and delivery to support coordinated regional growth.
3. Through this partnership, The Urban Form and Transport Initiative (UFTI) was agreed as the long-term spatial and transport strategy for the Western Bay of Plenty. It integrates housing, land use, and transport to support planned growth.
4. From a Transport perspective, UFTI focuses on connected centres and a multi modal transport system, enabling most daily transport needs to be met within 15 minutes, and regional travel within 30–45 minutes. This approach supports more compact growth, better access to jobs and services, and a shift to multi-modal transport.
5. Underpinning UFTI, the Transport System Plan (TSP) was developed and sets how people will travel across the Western Bay. It defines key corridors and identifies its key use,

considers network-wide impacts, and applies a clear, consistent approach aligned with national policy.

6. The Western Bay of Plenty Transport System Operating Framework (TSOF) is a technically focussed document that supports delivery by providing an evidence-based approach to prioritising transport investment.
7. The draft 2026 TSOF updates earlier versions to reflect current conditions, project progress, and the 2024 Government Policy Statement on Land Transport. (Attachment 1 – Draft Transport System Operating Framework).
8. The TSOF was developed through three stages: project stocktake and setting objectives, evaluation using multi-criteria analysis, and programme refinement.
9. It is guided by five investment objectives: Access, Safety, Sustainable Urban Growth, Emissions, and Prosperity. The programme is staged across short (0–3 years), medium (4–10 years), and long-term horizons.
10. Endorsement by the Regional Transport Committee is sought to confirm the TSOF as the agreed framework for prioritising transport investment. This will guide RLTP and LTP processes, support coordinated investment, and strengthen the sub-region’s case for NLTP funding.
11. Following this, approval will be sought from each council. Each council would consider projects, its timing and associated investment through their LTP process. Public consultation on specific investments will occur through each council’s LTP and RLTP processes.

BACKGROUND

12. The TSOF was first developed in 2020 as the main sub-regional planning tool for turning the Urban Form and Transport Initiative (UFTI) Connected Centres vision into a prioritised investment programme. It was updated in 2023. This 2026 update is the third version and responds to major changes in transport policy, funding, and delivery since the last update.
13. The purpose of the 2026 update is to:
 - (a) consider the effects of GPS 2024, which shifts national transport investment toward economic growth, productivity, and the Roads of National Significance (RoNS) programme.
 - (b) update the prioritised list of transport activities to guide the RLTP and LTP processes;
 - (c) balance sub-regional outcomes with partner strategic priorities; and
 - (d) ensure the programme is affordable and can be delivered within current funding limits.
14. The TSOF is built around five investment objectives. These were refined in this update so they remain consistent with earlier versions while reflecting the current policy environment. The objectives guide both the identification of transport system gaps and the evaluation of project options through the MCA framework as outlined in Figure 1 below:

Objective	Description
Access	Maintain or improve accessibility to key destinations for a range of modes and abilities, including improved resilience to unplanned closures resulting from natural hazards and climate change.
Safety	Contribute to an outcome where no one is killed or seriously injured in road crashes, and where the experience and perception of safety for vulnerable road users is improved.
Sustainable Urban Growth	Support sustainable urban growth and quality urban form outcomes by prioritising projects that integrate best-practice land use, urban design, and transport planning approaches.

Emissions	Increase mode share for public transport, active transport, and low and zero emission modes as a means of reducing the environmental impact of transport and supporting healthy community outcomes.
Prosperity	Improve the efficiency and effectiveness of the core freight and regional strategic transport networks (road and rail). [New objective added in 2026 update.]

Figure 1: TSOF investment objectives

Multi-Criteria Analysis Framework

15. The TSOF evaluation uses a two-step multi-criteria analysis (MCA) approach. It first ranks transport system gaps by their effect on the investment objectives, then ranks project options by how well they address those gaps. This approach helps ensure programme priorities are based on both the size of the problem and the likely benefit of the solution.
16. The MCA (multi-criteria analysis) weightings were developed collaboratively through the TSP working group during the TSOF refresh process. The criteria and weighting were reviewed as part of Stage 2 of the methodology and agreed through workshops and working group discussions.
17. The weighting for alignment to UFTI (42%) was considered as needing a much higher weighting to ensure projects support the strategy and avoid sprawl, car dependence, and poor outcomes.
18. The weighting for feasibility was weighted higher (45%) given that value for money is prioritised, with increased weighting on BCR, affordability, staging, and system benefits, reflecting funding and delivery constraints and recognising that not all aligned projects can be delivered.
19. Projects are then assessed against three criteria as outlined in Figure 2 below:

Criteria	Weighting	Rating Considerations
Gap Impact Rating	14%	Magnitude of the gap's impact on achieving TSP objectives
Alignment to UFTI	42%	Support for planned urban growth (14%), urban form outcomes (14%), and strategic journeys (14%)
Feasibility	45%	Benefits/Cost ratio (25%), affordability and staged approach (10%), system enabling contribution (10%)

Figure 2: Assessment Criteria multi criteria analysis

20. In this update, the Benefits/Cost weighting within Feasibility increased by 11 percentage points compared with the previous version. This gives more weight to projects that deliver high benefit for their cost. Sensitivity testing confirmed that the base results were robust.

Project Stocktake

21. Each project was assigned to the relevant agency for a status update. Projects were then grouped as complete, underway, progressing outside the TSOF, or retained for review in the updated TSOF.

New Options

22. Additional projects were identified through partner input and transport modelling outputs from the Tauranga Transport Strategic Model 2023 and were assessed for inclusion in the TSOF evaluation. After Working Group review, the following new projects were added:
- (a) Cameron Road – Chapel Street to Elizabeth Street corridor improvements (access and safety)
 - (b) 11th Avenue Safety and Access Improvements (access and safety)
 - (c) Welcome Bay Road – Rural section safety and resilience improvements (resilience and safety)
 - (d) Te Puke Spatial Plan improvements (access and safety)
 - (e) Three new transport system gaps were also added to the gap register. These reflect modelling evidence of level of service issues at Cameron Road North, 11th Avenue / Devonport Road, and Te Puke Highway.

KEY FINDINGS FROM THE 2026 UPDATE – PROPOSED TSOF PROGRAMME

Project Progress Since 2023

23. The following projects from the 2023 TSOF programme have been completed:
- (a) City Centre Transport Hub (Stage 1), Arataki PT Facility, and Bus Facility at Tauranga Crossing
 - (b) Cameron Road Multimodal Upgrade Stage 1
 - (c) On Demand PT Trial (ongoing)
 - (d) Prole Road urbanisation
24. Several projects are under construction or are moving through business case and design:
- (a) Tauriko West (SH29 RoNS enabling works in construction; State Highway upgrade progressing as a Roads of National Significance project)
 - (b) Takitimu North Link Stage 1 (in construction); Stage 2 (a RoNS)
 - (c) SH2 / Ōmokoroa Road intersection and Ōmokoroa Road corridor upgrade (in construction)
 - (d) Papamoa East and Rangiu Business Park interchanges (in construction)
 - (e) Cameron Road Stage 2, Connecting Mount Maunganui, and Fifteenth Avenue / Turret Road – progressing through business case or design
25. Several projects prioritised in 2023 have not progressed, mainly because of funding limits and changes in Government transport priorities under GPS 2024, including:
- (a) Arataki to Papamoa East Multimodal improvements
 - (b) Accessible Streets – Multimodal (Areas A and B)
 - (c) Public transport infrastructure and enhanced services
 - (d) Travel Demand Management and behaviour change delivery

High-Impact Transport System Gaps

26. Twenty high-impact transport system gaps were identified across the network. The top five gaps, based on their effect on TSP objectives, are:
- (a) Hewletts Road – poor level of service (LOS) across all periods
 - (b) Totara Street – poor LOS during peak periods

- (c) SH29 Tauriko – safety and accessibility deficiencies
 - (d) SH29A – poor LOS on a primary route during peak periods
 - (e) Takitimu Drive / SH2 – poor LOS
27. Three new gaps were added in this update: Cameron Road North intersection level of service, 11th Avenue level of service and safety, and Te Puke area level of service and accessibility. A full gap map is included in the TSOF Summary Report (Attachment A).

Programme Themes

28. Several programme themes emerged from the evaluation:
29. With many projects already committed in the near term, affordability and capacity to deliver new major projects within the 0–3 year window is limited. The near-term programme appropriately focuses on completion of committed works, network optimisation, and minor safety improvements.
30. The 2030–37 programme reflects a stronger multimodal character, with public transport, walking, and cycling investments featuring more prominently. These projects score lower for the Prosperity objective compared to the near-term programme, but higher for Sustainable Urban Growth.
31. Sustainable Urban Growth is a consistent objective contribution across both programme periods, reflecting the enduring importance of supporting planned growth areas.
32. Transport infrastructure costs have increased by approximately 5% since the 2023 TSOF update. All costs in this update are indicative 2026 values.

PROPOSED TSOF PROGRAMME

Short Term: 0–3 Years (2027–2030)

33. The near-term programme focuses on delivering committed projects efficiently, managing construction effects, and putting optimisation and safety improvements in place. Key priorities include:

Project / Activity	Type	Status
Turret Road / 15th Ave Multimodal Improvements Stage 1	Progressing	Design
SH29 Tauriko West RoNS – Staged Delivery	Progressing (RoNS)	Delivery
SH2 Revocation Stage 1	Progressing	Planning
Connecting Mount Maunganui Stage 1 (HOV, Te Marie Link)	Progressing	Detailed business case
City Centre Minor Improvements	New / Planned	Implement
Te Puke Spatial Plan Improvements	New / Planned	Detailed business case & implementation
Bus Network Short-Term Optimisation	City-wide	Implement
Minor Safety Improvements Programme	City-wide (ongoing)	BAU
Speed Management Plan Implementation	City-wide (ongoing)	BAU

Tauranga Strategic Urban Network Plan (TSUNP)	City-wide	Planning
PT Service Optimisation	City-wide	Implement
WBOPDC District-Wide Walk & Cycle Improvements	City-wide	Implement
Car Parking Management Plans	City-wide	Implement
Welcome Bay Road Safety and Resilience (rural section)	New / Planned	Implement

Medium Term: 4–10 Years (2031–2037)

34. The medium-term programme supports urban growth and intensification, delivers multimodal improvements, and addresses key resilience and safety gaps. Key priorities include:

Project	Priority	Indicative Cost (\$000000)	Way Forward
Takitimu North Link Stage 2 (RoNS)	Prioritised	1,000	Planning
SH29 Tauriko West RoNS Stage 2	Prioritised	1,600	Delivery
Connecting Mount Maunganui Stage 2	High	600–700	Detailed Business Case
Cameron Road Multimodal Upgrade Stage 2	High	99	Detailed Business Case
Connecting the People – 15th Ave to Welcome Bay	High	140	Design
PT Services and Infrastructure – Enhanced Services	High	45 p/a	Implement
Welcome Bay Road Safety and Resilience (15th Ave Stage 2)	High	TBC	Implement
Arataki to Papamoa East Multimodal Improvements	Medium	76	Detailed Business Case
Ōtūmoetai Area Walk and Cycle Improvements	Medium	75	Implement
Chapel Street Bridge Resilience	Medium	135	Implement
Keenan Road Access to Urban Growth	Medium	177	Planning
Mount Maunganui Walk and Cycle Improvements	Medium	50	Detailed Business Case
Wairakei Te Tumu Collector Roads and Bus Facility (developer delivered)	Medium	130	Implement

Cameron Road – Chapel Street to Elizabeth Street	Medium	TBC	Planning
11th Avenue Safety and Access Improvements	Medium	TBC	Planning
Brookfield Town Centre Access Improvements (OSP)	Medium	44	Detailed Business Case
Western Corridor Ring Route (SH29 to SH36 – Stage 3)	Medium	145	Single-Stage Business Case

Longer-Term Projects (2038+)

35. Projects planned for delivery beyond 2037 include major corridor upgrades, strategic growth infrastructure, and more investment in the public transport network, including:
- Fraser Street multimodal improvements (\$144M)
 - Cambridge Road multimodal upgrade (\$300M)
 - Pyes Pa Road multimodal upgrade (\$44M)
 - Te Papa active mode off-road connections and park-and-ride sites
 - PT Hybrid Network and Supporting Infrastructure
 - Tauranga Strategic Urban Network Plan delivery
 - Domain Road upgrade and eastern corridor park-and-ride (\$40M)
 - Bethlehem, Brookfield, and Papamoa bus facilities
36. Longer-term projects will need further business case work, cost refinement, and future funding decisions through the RLTP and LTP processes.

Coordination with Tauranga Strategic Urban Network Plan

37. NZTA is developing the Tauranga Strategic Urban Network Plan (TSUNP), which will identify and prioritise State Highway improvements in the Tauranga urban area. The TSOF programme will inform the TSUNP. Once both are complete, it is recommended that a combined delivery plan be agreed to coordinate improvements, reduce risks, and deliver system-wide benefits.

STATUTORY CONTEXT

38. The TSOF is not a statutory document. However, it helps align statutory planning and funding processes by:
- informing the RLTP and LTP, which are statutory processes under the Land Transport Management Act 2003 and the Local Government Act 2002;
 - supporting prioritisation for the NLTP, where Government funding is allocated against GPS priorities;
 - responding to GPS 2024, which prioritises economic growth, productivity, and major infrastructure delivery; and
 - bringing together the land use and transport outcomes identified through SmartGrowth and UFTI into one investment programme.
39. The TSOF does not create decision-making powers. Council endorsement confirms it as the agreed basis for prioritising transport investment across the sub-region and supports a coordinated approach to statutory planning, funding bids, and delivery

STRATEGIC ALIGNMENT

40. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	✓
We are a well-planned city that is easy to move around	✓
We are a city that supports business and education	✓
We are a vibrant city that embraces events	□

41. The TSOF sits within a clear strategic planning hierarchy:

- SmartGrowth Strategy (2024): A 30-year sub-regional growth strategy that sets eight transport growth directives, focusing on integration of land use and transport, compact urban development, efficient freight and public transport, and safety and accessibility for all users.
- UFTI Business Case (2020): Establishes the Connected Centres scenario, which forms the basis for transport investment prioritisation by emphasising mode shift, urban intensification, and reduced private vehicle dependence.
- GPS 2024: The national policy statement directing transport investment toward economic growth, productivity, and the RoNS programme. The TSOF programme has been adjusted to reflect current government priorities while maintaining alignment with long-term sub-regional outcomes.
- RLTP and LTP Processes: The TSOF directly informs both the regional and local statutory planning and funding processes.

OPTIONS ANALYSIS

42. Two options are presented for the Regional Transport Committee to consider.

Option	Advantages	Disadvantages / Risks
Option 1: Endorse TSOF 2026 Update (Recommended)	<ul style="list-style-type: none"> Provides a coordinated, evidence-based framework for sub-regional transport investment Aligns partner agencies on shared priorities, reducing duplication and improving programme efficiency Strengthens the sub-region's position in NLTP funding applications Enables informed, consistent inputs into RLTP and LTP processes 	Funding and delivery of individual projects remains subject to future decisions
Option 2: Do Not Endorse	No immediate resource implications	<ul style="list-style-type: none"> Reduces alignment across partner agencies and limits the ability to prioritise investment effectively Weakens the strategic and evidential basis for NLTP funding applications Undermines the sub-region's ability

		to present a coordinated programme to Government
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43. Staff recommend Option 1. Endorsing the TSOF 2026 Update is the best course of action to ensure the sub-region is well placed for the upcoming RLTP and LTP processes and can advocate effectively for NLTP funding.

FINANCIAL CONSIDERATIONS

44. The TSOF does not commit Council to capital spending by itself. The cost estimates are high-level and were prepared only to assess the programme.
45. Key financial considerations are:
- (a) All cost estimates are in 2026 dollars and reflect about 5% construction cost escalation since the 2023 TSOF.
 - (b) Total programme costs cover all funding partners, including TCC, WBOPDC, BOPRC, NZTA/NLTF, and private or development contributions. They are not Council-only costs.
 - (c) Project costs will be refined through future business cases and considered through Long Term Plans when scope and timing are clearer.
 - (d) Delivery depends on available funding from the NLTF, local government, and developer contributions where relevant.
 - (e) The TSOF reflects affordability limits, which is why major new capital projects are largely deferred beyond the first 0–3 years.

LEGAL IMPLICATIONS / RISKS

46. The main implementation risks are summarised below and are consistent with earlier TSOF versions:

Risk	Mitigation
Strategic and funding risk: Changes in Government priorities or GPS settings may affect funding availability for key projects.	Maintain alignment of programme with RLTP and GPS priorities. Maintain strong partner advocacy. Explore alternative funding mechanisms (Infrastructure Acceleration Fund, Infrastructure Funding and Financing Levy).
Financial risk: Cost outcomes may exceed indicative estimates due to inflation, scope changes, or market conditions.	Stage project delivery. Refine cost estimates through business cases. Prioritise high benefit/cost ratio projects. Avoid optimism bias in planning assumptions.
Delivery risk: Constrained professional services capacity and statutory approval delays may affect project timelines.	Early engagement of professional services. Proactive planning and consenting work. Maintain resourcing focus through TSP partnership governance.
Community and stakeholder risk: Poor community acceptance of projects may affect delivery.	Early and ongoing community engagement through LTP and project processes. Clear sub-regional messaging on benefits and trade-offs.
Tangata whenua risk: Insufficient engagement with iwi may result in objections or delays.	Effective partnering and early collaboration with tangata whenua through established TSP Partnership relationships.
Programme integration risk: Poor coordination between asset owners and deliverers may	Delivery through TSP Partnership governance with clear communication protocols and agreed programme milestones.

<p>compromise system-wide outcomes.</p>	
<p>Scope creep risk: Individual project scopes may deviate from original intent without TSP-level review, compromising intended outcomes.</p>	<p>Maintain TSOF scope review as part of regular TSP governance. Schedule next TSOF refresh for 2029.</p>
<p>Future central government reform, funding policy changes, or fiscal constraints may materially impact the affordability, timing, prioritisation, or deliverability of the TSOF programme.</p> <p>This includes potential reforms such as rates caps (e.g. a proposed 4% rates cap), changes to local government funding mechanisms, transport investment priorities, co-funding arrangements, or wider infrastructure reform.</p> <p>For Tauranga City Council, significant constraints on rates revenue could require substantial reprioritisation, deferral, scaling back, or cancellation of planned transport projects and programmes.</p>	<p>Maintain regular programme reviews and refreshes through the TSP partnership to ensure the programme remains aligned with changing government policy and Tauranga Council’s potential funding constraints.</p> <p>Prioritise staged and scalable delivery approaches, continue advocating collectively through LTP, RLTP and NLTP processes.</p> <p>Councils actively investigate alternative funding and financing mechanisms (e.g. IAF, IFF, developer contributions, partnerships, and targeted funding opportunities).</p>

TE AO MĀORI APPROACH

- 47. The TSOF was developed through the TSP Partnership, which includes iwi as a formal partner. The framework supports outcomes that reflect Te Ao Māori principles:
 - (a) Manaakitanga – The programme promotes safe, accessible, and inclusive transport networks that support the wellbeing of all people within the sub-region, including whānau and communities across urban and rural areas.
 - (b) Kaitiakitanga – The framework supports sustainable transport outcomes through mode shift, emissions reduction, and integration of land use and transport planning, contributing to the health of the environment for future generations.
 - (c) Whanaungatanga – The TSOF has been developed through genuine collaboration with iwi and partner agencies, fostering a shared sense of responsibility for transport outcomes across the sub-region.
- 48. The TSOF aligns with the SmartGrowth Strategy, which is itself a partnership between governing bodies and tāngata whenua, and with its transport growth directives. Effective iwi engagement will remain a priority during project-level business case and design work.

CLIMATE IMPACT

- 49. The TSOF supports Council's climate objectives by promoting transport investment that reduces reliance on private vehicles and increases mode shift to more sustainable transport options.
- 50. The framework contributes to emissions reduction through:

- (a) Prioritisation of public transport infrastructure and service improvements, including the PT Hybrid Network investment in the medium to long term;
 - (b) Investment in walking and cycling networks across priority corridors, including Ōtūmoetai, Mount Maunganui, and Papamoa;
 - (c) Integration of land use and transport planning to enable compact, connected urban development that reduces trip lengths; and
 - (d) Support for travel demand management and behaviour change initiatives to reduce vehicle kilometres travelled (VKT).
51. Transport modelling for the 2023 TSOF programme showed that the programme could lift combined bus and cycle mode share in the urban area to about 15%, compared with a baseline of about 8%. However, some public transport and cycling investments have been delayed because of funding constraints, so this level of mode shift is unlikely in the near term. Achieving these benefits will depend on delivery of the medium to long-term programme.

CONSULTATION / ENGAGEMENT

52. The TSOF 2026 update was developed through structured engagement with all TSP partners including, Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, and NZTA Waka Kotahi. This included project reviews, MCA workshops, and review of draft outputs.
53. Broader community engagement will occur through:
- (a) Long Term Plan (LTP) consultation processes, where the TSOF programme will inform capital programme proposals;
 - (b) Regional Land Transport Plan (RLTP) development, which will involve public consultation on regional investment priorities; and
54. Project-level engagement as individual activities progress through business case and design phases.

SIGNIFICANCE

55. 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.
56. 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 .
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
57. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium significance.
58. The matter is considered low as this matter is endorsing the TSOF but will be considered high for local Councils and its communities when deciding on, and consulting on proposed projects through LTP.

ENGAGEMENT

59. The TSOF was developed in partnership with all agencies, with community input to be sought through Long-Term Plan consultation and project delivery processes.

NEXT STEPS

60. Subject to endorsement, the TSOF will:
- (a) Inform development of the Regional Land Transport Plan (RLTP)
 - (b) Support prioritisation within the Long-Term Plan (LTP)
 - (c) Provide a coordinated framework for funding applications to the National Land Transport Programme (NLTP)
 - (d) Enable ongoing monitoring of transport outcomes against defined objectives and key performance indicators.

ATTACHMENTS

1. **Attachment 1 WBOP Transport System Operating Framework Update 2026 - A20336303** [↓](#) 



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1. EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The Western Bay of Plenty Transport System Operating Framework (TSOF) sets out the agreed transport system priorities for the Western Bay subregion. The TSOF is developed through collaboration between Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, New Zealand Transport Agency Waka Kotahi (NZTA) and Iwi (the TSP Partnership). The TSOF was first developed in 2020 and reviewed in 2023. This refresh (2026) aims to update progress, review project prioritisation and monitor outcomes against the TSP objectives.

1.1 PROCESS

The process for updating the TSOF followed three stages with regular contribution and review through the TSOF working group consisting of staff from the TSP Partnership.

A key element of updating the TSOF is reviewing the project evaluation through the TSOF Gap and Option Evaluation Tool which was developed as part of the initial TSOF in 2020. This two-step MCA evaluation is used to rank the issues (gaps) that have an impact on achieving our objectives and subsequently the options (projects) that can address the gaps. This informs programme development based on both the significance of the issue and benefit of delivering the option. The programme is also informed by affordability and deliverability considerations.

1.2 TSP OBJECTIVES

Table 1 - TSP Objectives

Access	Safety	Sustainable Urban Growth	Emissions	Prosperity
				
Maintain or improve accessibility to key destinations for a range of modes and abilities. This includes improved resilience to unplanned closures as a result of natural hazards and climate change.	Contribute to an outcome where no one is killed or seriously injured in road crashes and there are improved experiences and perceptions of safety for vulnerable users.	Support sustainable urban growth and quality urban form outcomes by prioritising projects that integrate best practice land use, urban design and transport planning approaches.	Increase mode share for public transport, active, low and zero emission modes as a means of reducing the environmental impact of transport and supporting healthy community outcomes.	Improve the efficiency and effectiveness of the core freight and regional strategic transport networks (road and rail).

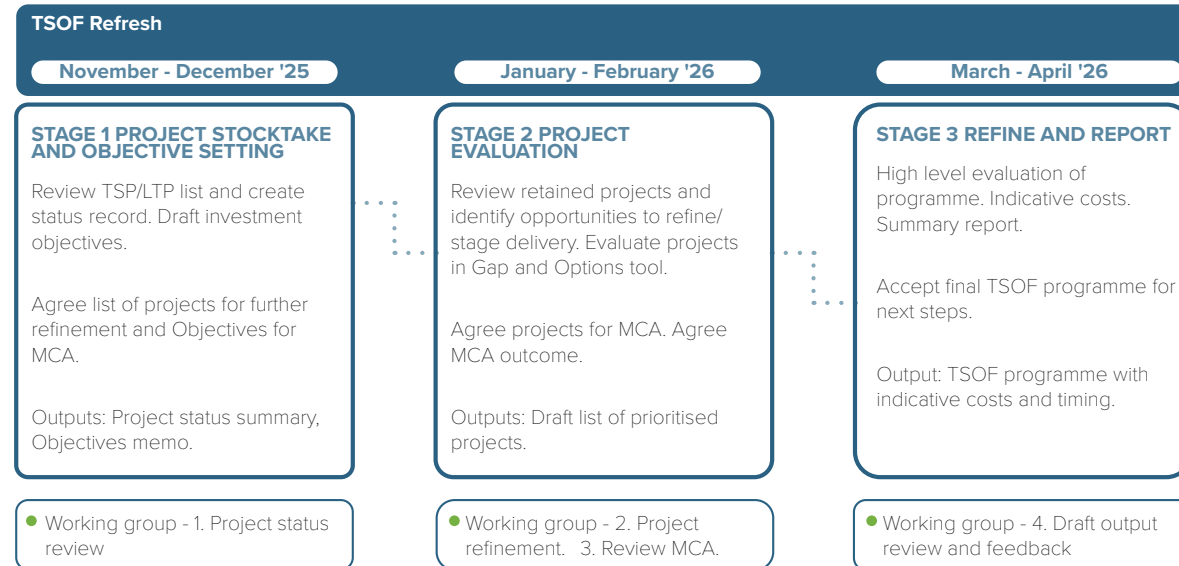


Figure 1 - TSP Refresh Programme

1.3 FINDINGS

1.3.1 PROJECT STOCKTAKE

From the 2023 TSOF programme, the following projects have been completed in the last three years:

- City Centre (Stage 1), Arataki and Tauriko bus facilities.
- Cameron Road Stage 1
- On demand PT trial
- Prole Road urbanisation.

A number of other projects have progressed either in planning and design or are in construction, such as:

- Tauriko West (enabling works in construction and State Highway upgrade progressing as a RoNS) and Takitimu North Link (Stage 1 in construction and Stage 2 a RoNS).
- Cameron Road stage 2, Connecting Mount Maunganui and Fifteenth Avenue / Turret Road, progressing stages of business case or design.
- Omokoroa Road intersection and corridor upgrade.
- Papamoa East and Rangiuru interchanges in construction.

Several prioritised projects have not progressed and it was noted that funding of some projects is more difficult with current Government transport priorities (GPS).

- Arataki to Papamoa East Multimodal.
- Accessible Streets - areas A and B (cycleways).
- PT infrastructure and services,

enhanced services.

- TDM and behaviour change delivery.

1.3.2 ADDITIONAL PROJECTS

A list of projects not previously included in TSOF was developed with input from the working group. Following working group review the following projects (and gaps each seeks to address) were included in the TSOF evaluation:

- Cameron Road – Chapel Street to Elizabeth Street. Access and safety.
- 11th Avenue corridor. Access and safety.
- Welcome Bay Road rural section. Resilience and safety.
- Te Puke Spatial Plan improvements. Access and safety.

The additional project review and outcome is described in Appendix A.

1.3.3 GAP AND PROJECT EVALUATION

The updated TSOF list was evaluated by the working group to rank the issues / gaps that impact on achieving the TSP objectives through the MCA process. Each gap and option was ranked (low – high) against the criteria in Table 2.

Table 2 - Gap and option ranking

Gap Ranking	Option Ranking
The anticipated impact each gap has on the objectives being realised:	The anticipated benefit of the option against the following criteria:
Accessibility	Supporting Urban Growth

Safety	Improving Urban Form
Sustainable Urban Growth	Supporting the UFTI Strategic Journeys
Mode Share	Affordability / Staging
	System enabling (contribution to wider improvements)

The refreshed TSOF programme is provided in Section 4. Priorities for the next three years and the three to ten year period are shown on the maps in the following pages.

Project delivery remains dependent on RLTP/LTP outcomes and funding availability.

1.4 ANTICIPATED OUTCOMES

1.4.1 BENEFITS

Detailed benefit realisation analysis such as transport modelling (Tauranga Transport Strategic Model) was not undertaken as part of this TSOF refresh. Transport modelling of the 2023 TSOF programme found the previous programme achieved a combined bus and cycle mode share of approximately 15% within the urban area, up from approximately 8%. Without funding of initiatives such as PT services and cycle projects this level of mode shift (and resulting reduction in traffic demand) will not be realised. The timeframes for some projects have shifted in the current TSOF update due to affordability and deliverability constraints. Again this will mean that benefits assumed to be realised in the timeframes previously considered will instead be longer term.

There will be impacts of project delivery in the short term as some projects proceed to construction. The priorities in the 0-3 years will need to be focused on efficient delivery, minimising impact of disruption on movement, safety and businesses and minor safety and resilience improvements. Planning for projects identified to be delivered in the 4-10 year period will also be important. Once the TSOF programme is confirmed (refer to figures 2 and 3) and agreed by the TSP Partners, updated transport modelling could be undertaken to better understand benefits and the likely system constraints as urban growth proceeds over time.

1.4.2 COSTS

Detailed cost estimates were also not undertaken as part of this TSOF refresh and it is noted that cost certainty depends on the form of projects when they are delivered and the timeframe for delivery, both of which are uncertain at this strategic planning stage. Transport infrastructure delivery costs have typically increased by around 5% since the previous TSOF update was completed in 2023. Costs for specific projects will need to be developed and considered in Long Term Plans when there is more detail and certainty on delivery.

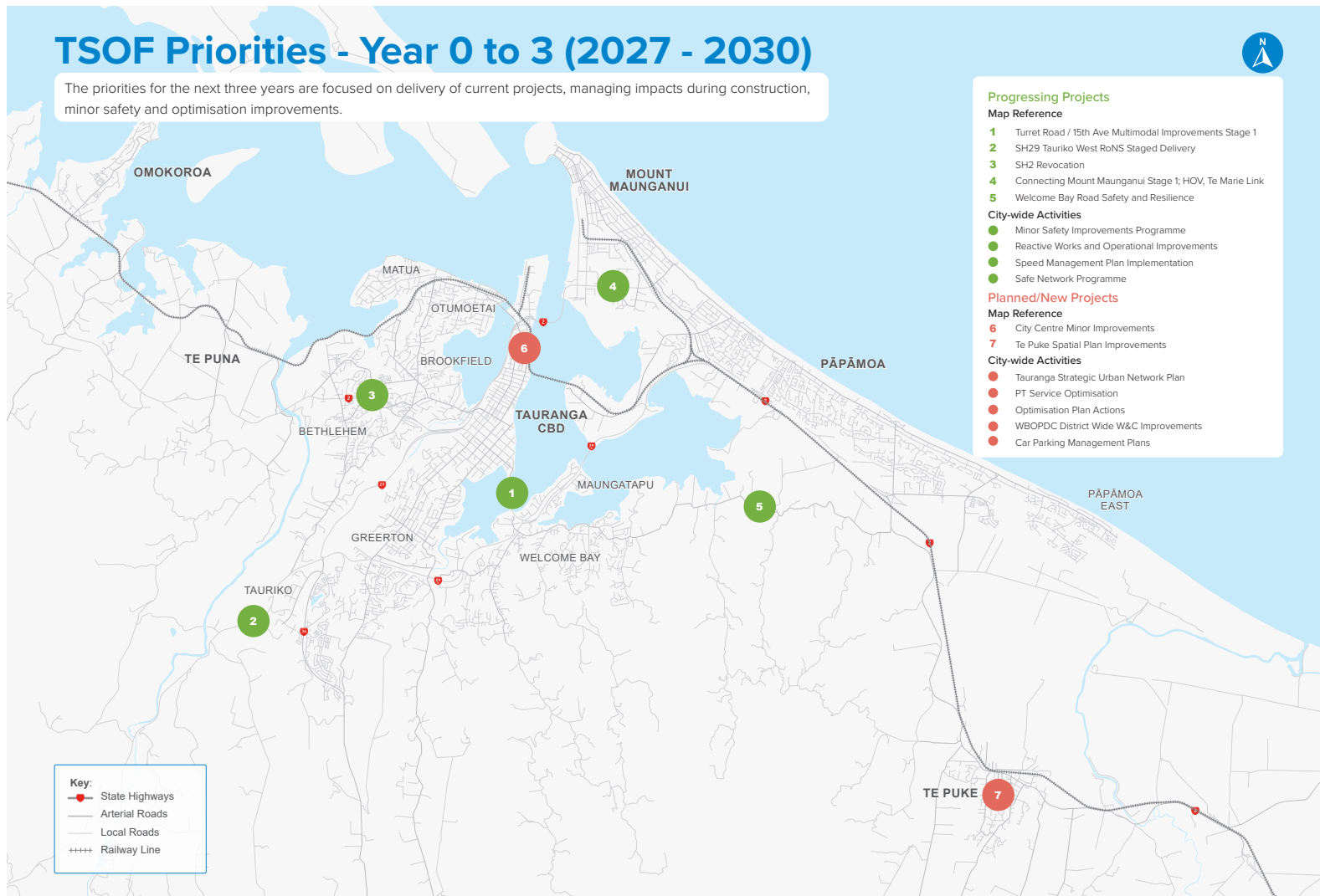


Figure 2 - TSOF Priorities - Year 0 to 3 programme

10 DISCUSSION OF LATE ITEMS

11 CLOSING KARAKIA