SUPPLEMENTARY AGENDA

City Future Committee meeting

Tuesday, 17 November 2026

Date: Tuesday, 17 November 2026

Time: 9:30 am

Location: Tauranga City Council Chambers
L1, 90 Devonport Road
Tauranga

Gareth Green

Interim Chief Executive

Order of Business

9 Business 4

9.2 Minor Improvements Transport Programme Endorsement 4

9 BUSINESS

9.2 Minor Improvements Transport Programme Endorsement

File Number: **A21189373**

Author: **Andy Vuong, Programme Assurance Lead**
Karen Hay, Manager: Transport Strategy & Assurance

Authoriser: **Reneke van Soest, General Manager: Operations & Infrastructure**
Shawn Geard, Manager: Transport System Operations

PURPOSE OF THE REPORT

1. To endorse the ranking methods used to prioritise projects in the Minor Improvements programmes. It also seeks endorsement for staff to manage project priorities and timing within approved budgets and existing delegations. This lets staff pause or progress projects as funding and readiness change, and group related projects to reduce repeated set-up costs and disruption.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Minor Improvements Transport Programme Endorsement".

(b) Endorses the project ranking methods in Figure 1 and Attachment A for prioritising investment and delivery within each Minor Improvements programme.

(c) Endorses the following indicative Council local share, for submission to NZTA for consideration in the National Land Transport Programme (NLTP) 2027-2030:

(i) Minor Improvements – Safety and Accessibility: $12.54M

(ii) Minor Improvements – Network Safety: $5.33M

(iii) Minor Improvements – Local Road Optimisation and Public Transport: $4M

(d) Notes that there is no local share funding for railway crossing safety upgrades and hence will not be submitted to NZTA.

(e) Notes that if NZTA funding falls short, which impacts the local share, staff would defer or remove some projects. Staff will report any deferred work, and the risks that remain, to Council.

(f) Endorses staff using the agreed ranking methods to progress projects, including preparing priority projects in January–June 2027 (fast start), within approved programme budgets and existing delegations, with four-monthly programme updates to the City Delivery Committee.

EXECUTIVE SUMMARY

2. Deaths and serious injuries, missing walking and cycling links, limited safe crossings and access barriers affect everyday travel in Tauranga. These problems limit travel choices and access to schools, work, bus stops and local services. Growth and changing travel patterns add pressure to the network.

3. Congestion slows buses and makes journey times less reliable. Poor access to bus stops limits travel choices, while delays reduce how well existing roads work. Attachment B provides the supporting evidence.

4. Council also routinely receives community requests for improved safety and access. These can range from pedestrian crossings outside schools to intersection improvements.

5. The Minor Improvements programmes fund small projects covering walking and cycling access, road safety, public transport, general transport efficiency, road operation improvements and rail crossing safety.

6. Limited funding means not every location with an identified risk of death or serious injury can be addressed straight away. Some gaps in walking and cycling links, safe crossings and access will remain for now.

7. Given that funding cannot cover all identified projects with a current backlog of ~$52M, a consistent ranking method will direct funding to the greatest safety risks and travel needs.

8. Each programme uses a ranking method suited to its purpose. These methods prioritise improvements to address high-risk locations where deaths and serious injuries have occurred, walking and cycling risks and demand, or bus and performance.

9. Rail crossings use a separate national risk assessment covering train frequency, traffic volumes, and walking and cycling demand. Delivery must also meet compliance requirements, KiwiRail approvals and rail-specific delivery needs. Currently there are six locations considered high or medium-high risk.

10. A summary of the prioritisation logic is outlined in Figure 1 and Attachment A.

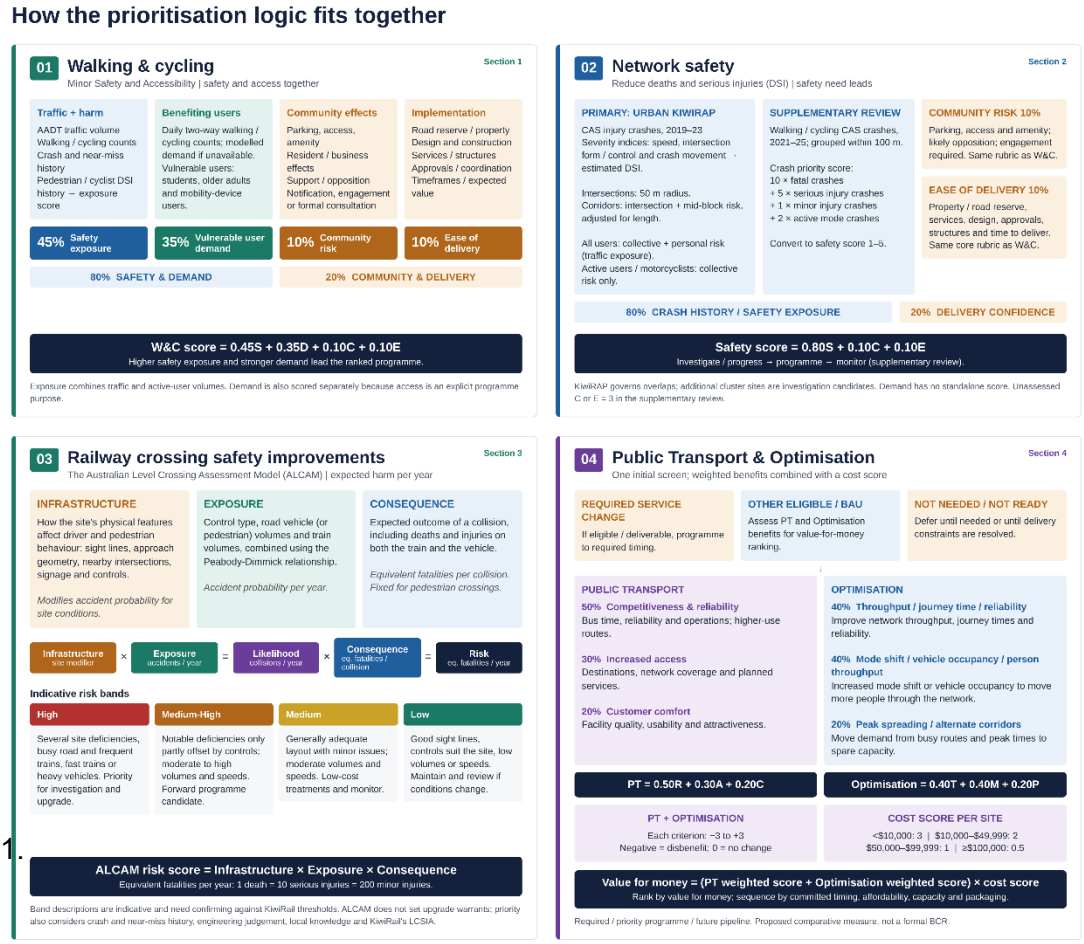


Figure 1: Summary of prioritisation logic for the various minor improvement programmes

11. Staff will submit a funding application to NZTA in December 2026 for the National Land Transport Programme. The full programme of projects to be submitted totals $44.62M. This

is the Council local share 49% ($21.9M) agreed at the 11 November 2026 meeting, plus an additional 51% ($22.7M) sought from NZTA as a potential funding contribution.

12. NZTA funding at this level is highly unlikely, as minimal funding was received for these programmes in the last funding round. Staff will nonetheless submit the full programme for potential funding and will report the outcome to Council after NZTA decisions are made following adoption of the Long-term Plan.

13. Staff seek endorsement to schedule projects using the agreed ranking methods, within approved budgets and existing delegations. This means staff would not need to seek prior approval of the list of projects for each programme. It also allows a fast start, so priority projects are ready for delivery from 1 July 2027.

14. This approach lets staff respond to urgent safety needs, adjust timing as funding and readiness change, and group related work to get better value for money. Staff will update Council every four months.

15. Tsunami evacuation investment sits outside this NZTA submission and would be considered through the citywide resilience fund, subject to Long-term Plan processes.

BACKGROUND

16. At the City Delivery December 2025 meeting, Council endorsed the prioritisation method for the safety and accessibility programme.

17. The Council workshop on 25 June 2026 outlined an investment pathway. On 4 August 2026, the City Delivery Committee endorsed preparation of the programme for NZTA funding. Staff then developed the evidence, ranking methods and draft project lists, and a separate briefing covered prioritisation approach and delivery readiness.

18. With funding insufficient to deliver all identified projects, clear prioritisation is needed to direct investment to the greatest risks and needs. Attachment A summarises the prioritisation approach.

How rankings become a delivery programme

19. Rankings guide a three-year schedule within approved budgets, readiness and delivery capacity. Combining related work may reduce costs; new or replacement projects must use the same assessment method. Material changes to outcomes or the overall approved budget return to Council, other than adjustments made to reflect Long-term Plan decisions and NZTA funding outcomes.

20. Project timing may change to address emerging safety risks or achieve efficiencies and cost savings. This may bring some projects forward and defer others.

21. Staff will refresh the lists at least annually and retain ranked reserve projects so work can proceed if funding or readiness changes. Four-monthly City Delivery Committee updates will cover delivery, expenditure, significant changes and upcoming priorities.

22. This report does not seek additional staff or resources. Delivery and the fast start will be managed by existing teams and delivery partners within approved budgets, with lower-priority work stopped, reduced or deferred where needed to create capacity.

Fast start

23. Preparing projects in January–June 2027 would support delivery from 1 July. Funding will come from stopping, reducing or deferring lower-priority current work, within approved budgets and delegations. Staff will first confirm affected projects, commitments, exit costs and available funding. NZTA repayment is unlikely.

STATUTORY CONTEXT

24. Under the Land Transport Management Act 2003, NZTA co-funding requires inclusion in the Regional Land Transport Plan and compliance with funding rules giving effect to the Government Policy Statement. Endorsement alone does not secure funding.

25. The Local Government Act 2002 requires consideration of options, affected people's views and significance. Council's funding contribution will be decided through the Long-term Plan.

26. Central government's Government Policy Statement on land transport sets the priorities NZTA gives effect to when allocating funding. Changes to these priorities or to funding settings could affect what NZTA co-funds, so the local share in the submission is indicative and staff will adjust the programme if policy or funding settings change.

STRATEGIC ALIGNMENT

27. This report contributes to the following community outcomes.

	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	☐

28. Targeted safety, access and reliability improvements support easier movement around the city. Safer walking, cycling and bus access also support inclusion and lower-emission travel.

OPTIONS ANALYSIS

29. Options on funding are to be considered as part of the Long-term Plan process, and hence not included here.

30. The proposed prioritisation approach has been shared with NZTA for the minor improvement programmes. Feedback suggests it gives priority to the issues most needing attention. Tsunami evacuation routes are not eligible for NZTA funding unless they also provide wider walking and cycling benefits.

31. Attachment B explains minor improvement programme problems, evidence and outcomes for the various programmes.

32. Attachments C–E contain draft project lists for each programme. They outline the proposed work and the safety, access or network problems it aims to address. Some projects are under investigation or assessment, so the lists are not yet complete or final. These will be finalised prior to submission to NZTA in December.

Tsunami evacuation routes

33. Walking and cycling improvements can support tsunami evacuation by removing barriers and shortening journeys. NZTA does not fund evacuation routes. Improvements that also meet existing walking and cycling criteria, such as the Parton Road path extension, are included in the walking and cycling programme.

34. Minor tsunami evacuation walking and cycling improvements that are not eligible under the walking and cycling criteria (each less than $2M) total $1.848M. These would form part of the wider citywide resilience fund, which is subject to Long-term Plan processes.

35. The larger tsunami evacuation route projects ($13.783M, each over $2M) and operating costs ($1.074M) would also be considered as part of the citywide resilience fund through Long-term Plan processes.

36. Limited Transport funding leaves little scope to absorb this work. Funding it within the existing budget would require savings or the deferral or further reduction of other projects, delaying their planned safety, accessibility or network benefits.

FINANCIAL CONSIDERATIONS

37. Table 1 shows the proposed three-year programme, the indicative Council local share and the indicative $52M backlog of work. The local share reflects Council's funding position as at its 11 November 2026 meeting.

	Minor Improvements Funding allocations (49%) Council contribution				Current Indicative Backlog
Activity	FY28 $M	FY29 $M	FY30 $M	Total	$M
Minor Improvements - Safety & Accessibility	$4.084	$4.176	$4.280	$12.540	$20.300
Minor Improvements - Network Safety	$1.736	$1.775	$1.819	$5.330	$13.985
Minor Improvements - Local road optimisation and PT	$1.302	$1.331	$1.364	$3.997	$7.600
Rail Level Crossing Upgrades (Safety)	-	-	-	-	$10.000
Total	**$7.121**	**$7.282**	**$7.463**	**$21.867**	**$51.885**

2. Table 1: Minor improvement programmes and associated indicative backlog.

38. The Council local share is the part of the programme funded by Council through rates and is set through the Long-term Plan. NZTA funding is additional to the local share. The full programme is therefore the local share plus any NZTA co-funding secured.

39. This makes the local share the minimum level of investment. If Council needs to reduce the programme, or no NZTA funding is secured, Council can still deliver a level of service based on the local share. Any NZTA funding would extend what can be delivered.

40. The full programme will be submitted to NZTA in December 2026 to show the full extent of need and give the best chance of securing co-funding. The 49% local share will be stated clearly in the Long-term Plan, the Regional Land Transport Plan and the NZTA submission.

41. Table 2 below shows the value of the programme staff intend to submit to NZTA.

	Reduced programme — annual reductions applied			
Activity	FY28 $M	FY29 $M	FY30 $M	Total $M
Minor Improvements - Safety & Accessibility	$4.084	$4.176	$4.280	$12.540
Minor Improvements - Network Safety	$1.736	$1.775	$1.819	$5.330
Minor Improvements - Local road optimisation and PT	$1.302	$1.331	$1.364	$3.997
Rail Level Crossing Upgrades (Safety)	-	-	-	-
Total 49% local share - noted in RLTP and NZTA	**$7.121**	**$7.282**	**$7.463**	**$21.867**
NZTA +51%(Potential but unlikely to be funded)	**$7.412**	**$7.579**	**$7.768**	**$22.759**
Total programme value	**$14.534**	**$14.861**	**$15.231**	**$44.626**

3. Table 2: Minor improvement programmes and associated submission to NZTA

42. NZTA funding for these programmes was minimal in the last funding round, so funding at this level is highly unlikely. Staff will still submit the full programme for consideration.

43. Council's final funding will be confirmed through the Long-term Plan. Staff will adjust the programme and costs to reflect those decisions and any NZTA funding secured.

RISKS AND LEGAL IMPLICATIONS

44. Table 3 summarises programme risks, delivery constraints and proposed responses.

Risk	Mitigation
Limited funding means some identified safety risks and accessibility barriers will remain	**Apply a clear, consistent, evidence-led prioritisation process to direct available funding to the greatest risks and needs. Review rankings as evidence changes and**

untreated, leaving people exposed to harm and limiting access.	**report deferred needs and residual risks.**
Project costs, scope or readiness change after projects are ranked.	**Update costs, scope and evidence; re-rank as needed. Report changes every four months and refer decisions outside delegations to Council.**
NZTA may not co-fund some of Council's priority projects.	**Check eligibility early and seek co-funding to offset reductions in Council funding. NZTA funding is not guaranteed. If the funding sought is not secured, or Council confirms a lower local share through the Long-term Plan, adjust the programme and reduce delivery to fit the funding confirmed, using the agreed prioritisation methods. Do not commit unconfirmed funds or assume repayment of fast start costs.**
Projects are delayed by limited delivery capacity, approvals, engagement, property or utility services.	**Sequence for capacity, engagement, property, utilities and approvals; keep reserve work ready and confirm KiwiRail timeframes.**
The ranking approach is seen as unclear or inconsistent.	**Use transparent criteria and evidence, check consistency and explain changes through Council reporting.**

4. Table 3: Key risks and responses

TE AO MĀORI APPROACH

45. The programme supports manaakitanga by improving safe, connected access for local communities. Engagement with tangata whenua will occur as part of project delivery, through established relationships, including where project scoping identifies effects on Māori interests, significant sites or access to marae and papakāinga.

CLIMATE IMPACT

46. The programme supports lower-emission travel by making walking, cycling and bus use safer and easier.

CONSULTATION / ENGAGEMENT

47. Staff consider no further engagement necessary for this programme-level decision. Funding consultation will occur through the Long-term Plan. Engagement with affected communities and tangata whenua will occur as part of individual project delivery, closer to project delivery readiness.

SIGNIFICANCE

48. 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.

49. 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 decision.

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

50. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of low significance. It does not materially affect levels of service or strategic assets.

51. Individual projects may nevertheless be highly important to their local communities where access issues or safety risks exist.

52.

NEXT STEPS

53. Subject to the Committee's decision, staff will submit the December 2026 NZTA bid, prepare priority projects in January–June 2027 within existing budgets and delegations, and provide four-monthly City Delivery Committee updates. The programme will be refreshed at least annually.

ATTACHMENTS

1. **Attachment A - Prioritisation Logic - Minor Improvement Programmes - A21349942**
2. **Attachment B - Programme problems, evidence and benefits - A21349585**
3. **Attachment C - Minor Improvement Programme - Safety and Accessibility - A21349946**
4. **Attachment D - Minor Improvement Programme - Network Safety - A21349949**
5. **Attachment E - Minor Improvements PT and Road Network optimisation - A21349950**

Attachment A Prioritisation Logic for Transport Network Minor Improvement Investment

Contents

1. **Minor Safety and Accessibility (Walking and Cycling)**
   - 1.1 Overall prioritisation approach
   - 1.2 Walking and cycling demand
   - 1.3 Application of exposure table
   - 1.4 Community risk and ease of delivery
2. **Network Safety**
   - 2.1 Overall prioritisation approach
   - 2.2 All road users: intersections
   - 2.3 All road users: corridors
   - 2.4 Active road user risk assessment
   - 2.5 Non-urban KiwiRAP crash analysis — updated for active mode safety
3. **Resilience Walking and Cycling**
4. **Optimisation and Public Transport**
5. **Glossary**

How this document is structured

Each programme area sets out its own prioritisation logic, because the programmes address different problems and draw on different evidence. Section 1 covers walking and cycling improvements, where demand is a primary driver. Section 2 covers network safety, where risk of death or serious injury is the primary driver. Section 3 covers resilience walking and cycling, where evacuation outcomes and deliverability are key considerations. Section 4 covers optimisation and public transport.

Weightings differ between programmes by design. The walking and cycling programme weights safety exposure at 45 per cent and vulnerable road user demand at 35 per cent, because that programme exists to improve access as well as safety. The network safety programme weights crash history / safety exposure at 80 per cent, with community risk and ease of delivery weighted at 10 per cent each. Demand is not scored in the network safety programme because the purpose is to reduce deaths and serious injuries. Both programmes use the same 1 to 5 scoring scale, and in every table a score of 5 indicates the strongest case to proceed.

Colour and score convention

Every scoring and risk table in this document uses the same five-point scale and the same colours, so a band can be read the same way wherever it appears.

Table 0-1 Score, band and colour convention

Score	Band	Meaning
5	High	Highest risk or strongest case to proceed
4	Medium-high	Elevated risk or strong case to proceed
3	Medium	Moderate risk or moderate case to proceed
2	Low-medium	Lower risk or limited case to proceed
1	Low	Lowest risk or weakest case to proceed

For safety and risk criteria, a score of 5 means the highest risk. For community risk and delivery ease, a score of 5 means the fewest obstacles to delivery. In both cases a score of 5 indicates the strongest case to proceed.

How the prioritisation logic fits together

01 Walking & cycling

Section 1

Minor Safety and Accessibility | safety and access together

Traffic + harm	Benefiting users	Community effects	Implementation
AADT traffic volume Walking / cycling counts Crash and near-miss history Pedestrian / cyclist DSI history → exposure score	Daily two-way walking / cycling counts; modelled demand if unavailable. Vulnerable users: students, older adults and mobility-device users.	Parking, access, amenity Resident / business effects Support / opposition Notification, engagement or formal consultation	Road reserve / property Design and construction Services / structures Approvals / coordination Timeframes / expected value

45% Safety exposure | 35% Vulnerable user demand | 10% Community risk | 10% Ease of delivery

80% SAFETY & DEMAND | 20% COMMUNITY & DELIVERY

W&C score = 0.45S + 0.35D + 0.10C + 0.10E

Higher safety exposure and stronger demand lead the ranked programme.

Exposure combines traffic and active-user volumes. Demand is also scored separately because access is an explicit programme purpose.

02 Network safety

Section 2

Reduce deaths and serious injuries (DSI) | safety need leads

PRIMARY: URBAN KIWIRAP

CAS injury crashes, 2019–23
Severity indices: speed, intersection form / control and crash movement → estimated DSI.

Intersections: 50 m radius.
Corridors: intersection + mid-block risk, adjusted for length.

All users: collective + personal risk (traffic exposure).
Active users / motorcyclists: collective risk only.

SUPPLEMENTARY REVIEW

Walking / cycling CAS crashes, 2021–25; grouped within 100 m.

Crash priority score:
10 × fatal crashes
+ 5 × serious injury crashes
+ 1 × minor injury crashes
+ 2 × active mode crashes

Convert to safety score 1–5.

COMMUNITY RISK 10%

Parking, access and amenity; likely opposition; engagement required. Same rubric as W&C.

EASE OF DELIVERY 10%

Property / road reserve, services, design, approvals, structures and time to deliver. Same core rubric as W&C.

80% CRASH HISTORY / SAFETY EXPOSURE | 20% DELIVERY CONFIDENCE

Safety score = 0.80S + 0.10C + 0.10E

Investigate / progress → programme → monitor (supplementary review).

KiwiRAP governs overlaps; additional cluster sites are investigation candidates. Demand has no standalone score. Unassessed C or E = 3 in the supplementary review.

03 Railway crossing safety improvements

Section 3

The Australian Level Crossing Assessment Model (ALCAM) | expected harm per year

INFRASTRUCTURE

How the site's physical features affect driver and pedestrian behaviour: sight lines, approach geometry, nearby intersections, signage and controls.

Modifies accident probability for site conditions.

EXPOSURE

Control type, road vehicle (or pedestrian) volumes and train volumes, combined using the Peabody-Dimmick relationship.

Accident probability per year.

CONSEQUENCE

Expected outcome of a collision, including deaths and injuries on both the train and the vehicle.

Equivalent fatalities per collision. Fixed for pedestrian crossings.

Infrastructure (site modifier) × Exposure (accidents / year) = Likelihood (collisions / year) × Consequence (eq. fatalities / collision) = Risk (eq. fatalities / year)

Indicative risk bands

High	Medium-High	Medium	Low
Several site deficiencies, busy road and frequent trains, fast trains or heavy vehicles. Priority for investigation and upgrade.	Notable deficiencies only partly offset by controls; moderate to high volumes and speeds. Forward programme candidate.	Generally adequate layout with minor issues; moderate volumes and speeds. Low-cost treatments and monitor.	Good sight lines, controls suit the site, low volumes or speeds. Maintain and review if conditions change.

ALCAM risk score = Infrastructure × Exposure × Consequence

Equivalent fatalities per year: 1 death = 10 serious injuries = 200 minor injuries.

Band descriptions are indicative and need confirming against KiwiRail thresholds. ALCAM does not set upgrade warrants; priority also considers crash and near-miss history, engineering judgement, local knowledge and KiwiRail's LCSIA.

04 Public Transport & Optimisation

Section 4

One initial screen; weighted benefits combined with a cost score

REQUIRED SERVICE CHANGE

If eligible / deliverable, programme to required timing.

OTHER ELIGIBLE / BAU

Assess PT and Optimisation benefits for value-for-money ranking.

NOT NEEDED / NOT READY

Defer until needed or until delivery constraints are resolved.

↓

PUBLIC TRANSPORT

50% Competitiveness & reliability
Bus time, reliability and operations; higher-use routes.

30% Increased access
Destinations, network coverage and planned services.

20% Customer comfort
Facility quality, usability and attractiveness.

OPTIMISATION

40% Throughput / journey time / reliability
Improve network throughput, journey times and reliability.

40% Mode shift / vehicle occupancy / person throughput
Increased mode shift or vehicle occupancy to move more people through the network.

20% Peak spreading / alternate corridors
Move demand from busy routes and peak times to spare capacity.

PT = 0.50R + 0.30A + 0.20C

Optimisation = 0.40T + 0.40M + 0.20P

PT + OPTIMISATION

Each criterion: −3 to +3
Negative = disbenefit; 0 = no change

COST SCORE PER SITE

<$10,000: 3 | $10,000–$49,999: 2
$50,000–$99,999: 1 | ≥$100,000: 0.5

Value for money = (PT weighted score + Optimisation weighted score) × cost score

Rank by value for money; sequence by committed timing, affordability, capacity and packaging.

Required / priority programme / future pipeline. Proposed comparative measure, not a formal BCR.

1. Minor Safety and Accessibility (Walking and Cycling)

This prioritisation logic was endorsed by Council at the City Delivery Committee December 2025 meeting. .

1.1 Overall prioritisation approach

The prioritisation logic has been developed to demonstrate that walking and cycling investment is being directed to the locations where it is most likely to improve safety, respond to demand, and be practical to deliver. It provides a transparent, evidence-based method for comparing projects within the programme and explaining why some activities are proposed to advance ahead of others.

The weighting gives greatest emphasis to safety exposure at 45 per cent, followed by vulnerable road user demand at 35 per cent. Projects therefore score more highly where there is a stronger safety risk for people walking, cycling or using mobility devices, and where more people are expected to benefit from the improvement. Community risk and ease of delivery are also considered, but with lower weightings of 10 per cent each. This keeps the focus on safety and demand while still accounting for delivery confidence, stakeholder impacts and practical implementation risks.

This approach confirms that the programme is not simply a list of desirable projects. It is a ranked programme based on risk, exposure and likely benefit, supported by a clear safety and demand rationale and a transparent scoring method.

Table 1-1 Weighted criteria — walking and cycling

Criterion	Weight	Description
Safety exposure	45%	Assessed using a risk-based approach drawing on historic crash data, near-miss reports, and an understanding of traffic volumes and user demand. Scored using Table 1-3.
Vulnerable road user demand	35%	Considers how many people would benefit from the proposed changes, with particular focus on those most at risk, such as students, older adults, and people who walk, cycle or use mobility devices. Scored using Table 1-2.
Community risk	10%	Assesses the likelihood of significant community pushback, based on delivery of similar projects such as changes to on-street parking. Scored using Table 1-4.
Ease of delivery	10%	Considers how practical the proposed changes are to implement, including construction risks, timeframes, complexity and expected value. Scored using Table 1-4.

Weighted score = (0.45 × safety exposure) + (0.35 × demand) + (0.10 × community risk) + (0.10 × ease of delivery)

1.2 Walking and cycling demand

Existing demand assessments identify where walking and cycling improvements are likely to benefit the greatest number of people and respond to demonstrated local use. The assessment uses actual counts where these are available, supported by modelled cycle demand and recorded cycle counts where counts are not held. Higher scores are applied where cycle and pedestrian volumes are stronger, particularly where vulnerable users such as students are present. This gives greater priority to locations where investment is likely to improve safety, support everyday walking and cycling trips, and respond to clear community need.

Table 1-2 Existing demand for walking and cycling

Cycle / pedestrian volumes and vulnerable users, such as students	Score	Demand band
200+	5	High
100–200	4	Medium-high
40–100	3	Medium
20–40	2	Low-medium
0–20, with minimal student activity	1	Low

Volumes are daily two-way pedestrians and cycle counts. Where counts are not available, modelled demand is used and the source recorded against the site. Conservatively, the base model 2018 counts are used unless counts have bene undertaken at the specific site.

1.3 Application of exposure table

The exposure table combines traffic volume with the level of walking and cycling activity to identify where vulnerable road users are most exposed to risk. Higher scores are given where there are higher traffic volumes, higher pedestrian or cycle volumes, or a known death or serious injury history. This recognises that risk to vulnerable road users increases where more people are moving through busy traffic environments, particularly where there is limited safe separation or crossing opportunity.

In practical terms, a low score indicates a lower exposure environment, such as low traffic volumes together with low walking or cycling volumes. A higher score indicates greater safety exposure and therefore a stronger case for intervention. Any location with a death or serious injury history receives the highest score, reflecting the need to give priority to proven harm as well as to forecast or observed demand.

This provides a clear logic for programme prioritisation. Given that many locations may have similar bands of counts, it helps differentiate between locations . This means that locations with the highest exposure and strongest vulnerable road user demand are proposed to be advanced first, subject to community risk and delivery considerations. The programme has therefore been targeted to the locations where investment is expected to have the greatest opportunity to reduce harm and improve access for people who walk and cycle.

Table 1-3 Safety exposure score — cycle and pedestrian DSI and exposure

Traffic volume	Low cycle / ped volume <20	20 to 50	50 to 200	200 to 500	High cycle / ped volume 500+
<2,000	1	1	1	2	3
2,000–5,000	1	2	3	3	3
5,000–10,000	1	2	3	4	4
10,000–30,000	2	3	4	4	4
Death or serious injury	5	5	5	5	5

Traffic volume is AADT . The bottom row applies wherever a death or serious injury involving a pedestrian or cyclist has been recorded at the location, regardless of volume.

1.4 Community risk and ease of delivery

Community risk and ease of delivery cannot be derived from count or crash data. Both are judgement calls made by the team about parking and access effects, construction complexity, approvals and likely public response. They carry 10 per cent each, so they influence sequencing within the programme without displacing the safety and demand evidence that determines which projects enter it.

Both criteria are scored on the same 1 to 5 scale used elsewhere in this document, and in the same direction: a score of 5 indicates a project that should proceed, and a score of 1 indicates a project that should not. For ease of delivery, a score of 5 means the project can be built promptly using a standard treatment within existing road reserve. For community risk, a score of 5 means consultation is expected to be routine.

Table 1-4 Community risk and ease of delivery scoring

Score	Community risk	Ease of delivery
5	Low — little effect on parking, access or amenity; within road reserve; routine notification	High — within road reserve, no property purchase, no significant services, standard treatment
4	Low-medium — minor localised effects, resolved through notification	Medium-high — minor design input, deliverable within one financial year
3	Medium — some effect on residents or businesses, manageable through engagement	Medium — design, approval or coordination effort; minor service relocation or NZTA approval
2	Medium-high — noticeable parking or access effects, formal consultation likely	Low-medium — service relocation or approvals required, no property constraint
1	High — parking removal on a retail street, loss of property access, known opposition	Low — property purchase, major service relocation, structural work, or state highway interface

The same rubric is applied to the network safety programme at Table 2-11, so the two programmes score these criteria consistently.

2. Network Safety

2.1 Overall prioritisation approach

The network safety prioritisation logic directs minor improvement investment to locations with the greatest risk of death or serious injury. Urban KiwiRAP is the primary assessment tool and uses CAS crash data for 2019–2023 to classify intersections and corridors across the network. The safety score is then considered alongside community risk and ease of delivery, so the programme remains focused on DSI reduction while also recognising implementation confidence.

This section provides a summary of the assessment approach and scoring bands only. The detailed Urban KiwiRAP methodology, including intersection and corridor definitions, risk calculations and thresholds, is provided in the supporting attachment. Section 2.6 records a supplementary active mode crash cluster review and applies the same programme scoring structure: 80 per cent crash history / safety exposure, 10 per cent community risk and 10 per cent ease of delivery.

Assessment process

Urban KiwiRAP assesses risk at intersections, defined as being within 50 metres of where two roads meet, and along corridors. These locations are assessed for:

- All road users
- Active road users
- Motorcyclists

Active road users are the same group described as vulnerable road users in Section 1. The term active road user is used throughout Section 2 because it is the term used in the KiwiRAP methodology.

Metrics

Urban KiwiRAP quantifies risk using Collective Risk and Personal Risk. Together these describe both the concentration of crash risk on the network and the level of risk faced by an individual using a corridor or intersection.

Collective Risk is measured as the total number of fatal and serious crashes, or estimated deaths and serious injuries, per kilometre or per intersection.

Personal Risk is the risk of death or serious injury per 100 million vehicle kilometres travelled.

Both Collective and Personal Risk are calculated for all road users. Only Collective Risk is calculated for active road users and motorcyclists, because reliable count data is not available for these modes to calculate the kilometres travelled.

High risk criteria

An intersection or a corridor can be classified as high risk based on:

- High or Medium-High Collective Risk; or
- High Personal Risk

Only 31 corridors met these criteria on the Tauranga network. In order to present a top 50 list of high-risk corridors, Medium-High Personal Risk was also used to classify high-risk corridors. This added a further 22 corridors, giving 53 in total. Attachment 1 provides further detail.

2.2 All road users: intersections

The Urban KiwiRAP intersection risk assessment adopts the process described in the NZ Transport Agency High-Risk Intersections Guide (July 2013).

The guide introduces a technique for identifying intersections with a disproportionately higher than average risk of future deaths or serious injuries if recent crash trends continue. The technique calculates an

estimated number of death and serious injury (DSI) casualty equivalents, based on relationships between speed environment, intersection form and control type, and crash movement type. This is founded on the knowledge that crash outcomes vary as a function of these factors. The method acknowledges that actual fatal and serious crash data alone is not a good indicator of the underlying risk of a high-severity crash at many intersections.

For intersections, the DSI casualty equivalents, also known as severity indices, apply to all primary crash movement types at the following intersection types:

- Signalised intersections
- Roundabouts
- Priority-controlled intersections, including Give Way and Stop controls

Different severity indices are provided for urban (≤70 km/h) and rural (≥80 km/h) speed environments, and separately for pedestrians, cyclists and motorcyclists. The indices include updated DSI casualty equivalents based on 2019–2023 crash data, developed in 2024 by the NZ Transport Agency to more accurately inform strategic analysis. This included a new speed scaling factor, which accounts for expected DSI outcomes in different speed environments as defined by the speed limit.

Both Personal and Collective Risk are measured within 50 metres of intersections.

Collective Risk

An intersection can be deemed high risk on either of two criteria. The first is based on the number of fatal and serious crashes alone: three or more fatal or serious crashes within 50 metres of an intersection within the past five years. Intersections meeting this threshold are automatically classified as High Collective Risk.

The second measure is calculated by multiplying each reported injury crash at the intersection over the past five years by the corresponding severity index, and summing the values. The result is categorised into the five-tiered classification shown in Table 2-1.

The thresholds were determined by analysing the safety performance of thousands of intersections across New Zealand, and are set so that approximately 50 per cent of death and serious injury crashes are captured by intersections with a High or Medium-High Collective Risk profile. High-risk intersections make up fewer than 5 per cent of all intersections in New Zealand. In 2024 the NZ Transport Agency commissioned a review of these thresholds to confirm they still achieve the intent of the original principles. This analysis uses the reviewed 2024 thresholds.

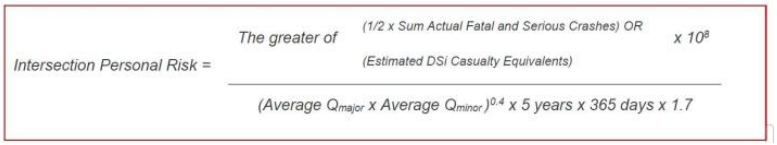
Table 2-1 Intersection Collective Risk bands

Collective risk band	Score	DSI casualty equivalents (5 years)	Number of fatal and serious crashes (5 years)
High	5	≥0.80	or ≥3
Medium-high	4	≥0.40	N/A
Medium	3	≥0.25	N/A
Low-medium	2	≥0.15	N/A
Low	1	<0.15	N/A

Personal Risk

Personal Risk measures the risk to each person using the intersection. In practice only the number of motor vehicles travelling through an intersection is routinely available, so Personal Risk is calculated as Collective Risk divided by a measure of traffic volume exposure.

Figure 2-1 Intersection Personal Risk equation



Average Major is the average daily traffic volume of the major road legs of an intersection. Average Qminor is the average daily traffic volume of all other legs on an intersection. The value of 1.7 on the bottom line of the Personal Risk formula is a conversion factor to make the exposure equivalent to vehicle kilometres travelled through the intersection.

Personal Risk is not calculated for intersections with zero injury crashes. These are reported in the results tables as Insufficient Crashes. An intersection must satisfy both criteria in Table 2-2 to be classified as High or Medium-High Personal Risk.

Table 2-2 Intersection Personal Risk bands

Personal risk band	Score	DSI casualty equivalents per 100 million VKT	Number of injury crashes (5 years)
High	**5**	≥20	and ≥3
Medium-high	**4**	≥12	and ≥2
Medium	**3**	≥20	N/A
Low-medium	**2**	≥8	N/A
Low	**1**	<8	N/A

The value of ≥20 appears against both High and Medium. This is correct and not a duplication. High requires a Personal Risk value of ≥20 and at least three injury crashes. An intersection with a value of ≥20 but fewer than three injury crashes is classified as Medium.

2.3 All road users: corridors

The corridor risk assessment process was developed by the Urban KiwiRAP Technical Committee. It adopts the same estimated DSI casualty equivalents approach used in the intersection analysis, applying the updated 2024 severity indices.

Before corridor risk metrics could be developed, a standard method for defining an urban corridor was required — one that could be applied to any road controlling authority's network. Defining a corridor by the hierarchical classification of the road and its intersecting roads is the preferred approach, because it generally produces a logical segmentation of roads into corridors where there are distinct changes in the physical nature or operation of the road.

A corridor is defined by:

- A change in road hierarchy along the road, based on the district plan hierarchy
- A change in speed environment from urban to rural, or rural to urban
- A change in road name
- Intersections with a side road of the same or higher order hierarchy

For reporting purposes, adjacent corridors sharing the same hierarchy, speed environment and road name are aggregated together.

Corridor risk metrics

Severity indices for corridors are calculated from the primary crash movement types for mid-block road sections, in urban and rural speed environments.

Corridor risk is calculated in two parts: an intersection component and a mid-block component. Because crashes at intersections typically involve a collision between two vehicles travelling on different, often adjacent legs, the intersection component relates only to crashes occurring within a 10 metre radius of the centre of an intersection, not the 50 metre radius used for intersection risk assessment.

The mid-block component covers all parts that do not meet the intersection component definition. All injury crashes along mid-block sections are multiplied by the corresponding severity index based on crash movement type and speed environment, and the DSI casualty equivalents of all mid-block sections along the corridor are summed.

Collective Risk

The Collective Risk of a corridor is calculated by adding the intersection and mid-block DSI casualty equivalents and dividing the total corridor length into kilometres. Dividing length enables direct comparison between corridors of different lengths.

The High-Risk Rural Roads Guide notes that corridor risk thresholds were originally set so that approximately 20 per cent of the state highway network by length would fall into each risk band. When risk mapping was expanded to include local roads under Urban KiwiRAP, the banding philosophy changed to align with the International Road Assessment Programme approach of targeting the highest 10 per cent of roads where 50 per cent of crashes occur. Approximately 10 per cent of the road network is therefore classified as High or Medium-High risk, accounting for approximately 50 per cent of network risk. This analysis uses the reviewed 2024 thresholds.

Thresholds vary as a function of speed environment and corridor length, to provide an equitable basis for comparing corridors in different speed environments and of different lengths.

Table 2-3 Corridor Collective Risk thresholds

Collective risk band	Score	Rural threshold	Urban threshold
High	5	≥1.10 × length$^{-0.196}$	≥2.30 × length$^{-0.338}$
Medium-high	4	≥0.55 × length$^{-0.109}$	≥1.20 × length$^{-0.338}$
Medium	3	≥0.25	≥0.65 × length$^{-0.338}$
Low-medium	2	≥0.10	≥0.30 × length$^{-0.338}$
Low	1	<0.10	<0.30 × length$^{-0.338}$

Length is corridor length in kilometres. Thresholds are expressed as DSI casualty equivalents per kilometre over five years.

Personal Risk

As with intersections, corridor Personal Risk measures the risk to each person travelling along the corridor.

Figure 2-2 Corridor Personal Risk equation

$$\text{Corridor Personal Risk} = \frac{\text{Corridor Collective Risk} \times 108}{(Q_{corridor}) \times 5 \text{ years} \times 365 \text{ days}}$$

The corridor is the weighted average daily traffic volume along the corridor.

Unlike Collective Risk, there are no separate Personal Risk thresholds for rural and urban corridors. The High and Medium-High bands carry a minimum injury crash criterion in addition to the threshold value. A corridor must satisfy both criteria to be classified as High or Medium-High Personal Risk.

Table 2-4 Corridor Personal Risk thresholds

Personal risk band	Score	Personal risk value	Number of injury crashes
High	5	≥14	and ≥3
Medium-high	4	≥9.5	and ≥2
Medium	3	≥8	N/A
Low-medium	2	≥5	N/A
Low	1	<5	N/A

2.4 Active road user risk assessment

Active road user crashes include those involving bicycles, skateboards, inline skates, pedestrians, wheelchairs, power chairs and mobility scooters, as well as micro-mobility such as e-bikes and electric scooters.

Personal Risk is not calculated for active road users, because volumes are unavailable or inconsistent across much of the network. This data gap limits the ability to determine Personal Risk for these modes in the network analysis, and is the reason the supplementary review in Section 2.6 was undertaken.

The thresholds use the same values as for all road users, shifted by one rating band. For example, the active road user intersection Collective Risk threshold for Medium-High risk is equivalent to Medium risk for all road users.

Table 2-5 Active road user intersection Collective Risk

Collective risk band	Score	Estimated DSI casualty equivalents
High	5	≥0.4
Medium-high	4	≥0.25
Medium	3	≥0.15
Low-medium	2	<0.15
Low	1	0

Table 2-6 Active road user corridor Collective Risk

Collective risk band	Score	Rural DSI threshold	Urban DSI threshold
High	5	$\geq 0.55 \times \text{length}^{-0.109}$	$\geq 1.20 \times \text{length}^{-0.338}$
Medium-high	4	≥0.25	$\geq 0.65 \times \text{length}^{-0.338}$
Medium	3	≥0.10	$\geq 0.30 \times \text{length}^{-0.338}$
Low-medium	2	<0.10	$< 0.30 \times \text{length}^{-0.338}$
Low	1	0	0

Table 2-7 Community risk

Score	Community risk	Delivery ease
5	Low — little effect on parking, access or amenity; within road reserve; routine notification	High — within road reserve, no property purchase, no significant services, standard treatment
4	Low Medium — minor localised effects, resolved through notification	Medium High — minor design input, deliverable within one financial year
3	Medium — some effect on residents or businesses, manageable through engagement	Medium — design, approval or coordination effort; minor service relocation or NZTA approval
2	Medium High — noticeable parking or access effects, formal consultation likely	Low Medium — service relocation or approvals required, no property constraint
1	High — parking removal on a retail street, loss of property access, known opposition	Low — property purchase, major service relocation, structural work, or state highway interface

Community risk follows the same logic and is a delivery consideration, not a measure of need. A score of 5 indicates routine consultation; a score of 1 indicates sustained engagement will be required. The safety criterion establishes why a site warrants intervention; the two judgement criteria establish how readily it can be delivered.

Table 2-8 Deliverability risk — implementation time

Score	Ease of Delivery	Implementation time
5	**High**	Quick win: less than 6 months; minimal design; can be implemented almost immediately, such as tactical or minor works.
4	**Medium-high**	Delivery within 6 to 12 months; minimal design required; straightforward procurement.
3	**Medium**	Can be designed and delivered within the same financial year, generally 6 to 18 months.
2	**Low-medium**	Two to three years to deliver; multiple phases; approvals and procurement extend the programme.
1	**Low**	More than 3 years to design and deliver; significant staging required; long lead times before any benefit is realised.

2.5 Non-urban KiwiRAP crash analysis — updated for active mode safety

A review using CAS data for 2021–2025 was undertaken to determine whether any emerging safety issues are present following the Urban KiwiRAP assessment with high-risk intersections and corridors otherwise remaining relatively static, but additional active mode user sites were identified.

2.5.1 Relationship to the Urban KiwiRAP assessment

The Urban KiwiRAP assessment in Sections 2.2 to 2.5 remains the primary network risk tool. It classifies every intersection and corridor and is the basis on which high-risk locations are identified.

This review does not replace it. It addresses a specific gap: because active road user Personal Risk cannot be calculated without count data, the KiwiRAP assessment classifies active mode locations on Collective Risk alone, which favours locations already carrying a heavy crash history. Emerging clusters and locations where crashes are spread across a short length can sit below the KiwiRAP thresholds while still representing a real and growing problem.

This review therefore uses crash clustering to surface those sites. Where a site appears in both assessments, the KiwiRAP classification governs. Where a site appears only in this review, it is treated as a candidate for investigation rather than a confirmed high-risk location.

2.5.2 Purpose and scope

This prioritisation logic ranks 230 crash cluster sites across the Tauranga network for investigation and treatment under the active mode safety intervention programme. It targets one outcome: reducing deaths and serious injuries involving people walking and cycling.

The list is not a demand or access assessment. The walking and cycling framework in Section 1, which covers demand, network connectivity and access, applies alongside this tool rather than in place of it. Where a site scores low here but is significant for access or network completion, it is dealt with through that framework.

2.5.3 Evidence base

The review is built from CAS crash records for 2021–2025, (compared with Urban KiwiRAP CAS data (2019-2023) filtered to crashes involving pedestrians and cyclists. This yields 325 crashes across the Tauranga City Council network.

Crashes within 100 metres of one another are grouped into a single site using CAs. This produces 230 sites and matches the method used in the original network analysis. Clustering is applied because treating each crash as an isolated point understates concentrations of harm and produces a site list that cannot be programmed.

Cluster spread is reported for every site. Where crashes are distributed over more than 100 metres, the site is flagged as a corridor, because a single treatment point would misrepresent the problem and the appropriate response is likely to be a corridor intervention rather than a spot fix.

2.5.4 Prioritisation method

Sites are first assessed using the crash-derived priority score in the workbook. That score is converted to a 1 to 5 safety exposure score and carries 80 per cent of the final weighted score. Community risk and ease of delivery are then scored separately, at 10 per cent each, so the final ranking reflects both recorded harm and the practical ability to progress a treatment. Traffic volume, school rolls and demand are not scored in this network safety method because these are access and demand considerations addressed through Section 1.

Table 2-9 Crash-derived priority score — active mode safety intervention programme

Input	Weight	Rationale
Fatal crash	10	Highest weighting because the programme is focused on preventing deaths and serious injuries involving people walking and cycling.
Serious injury crash	5	Weighted at half the fatal crash value to maintain a strong DSI focus while differentiating the highest severity outcomes.
Minor injury crash	1	Included so repeated minor injury crashes are recognised, but weighted lower so they do not outweigh fatal or serious injury history.
Active mode crash uplift	2	Applied to each pedestrian or cyclist crash to reflect that this review is specifically focused on active mode safety.

Priority score = (10 × fatal crashes) + (5 × serious injury crashes) + (1 × minor injury crashes) + (2 × active mode crashes)

The formula deliberately gives greatest influence to fatal and serious injury crashes while still recognising repeated minor injury crashes and active mode involvement. The resulting priority score is used only to

derive the safety exposure score. The final programme score is calculated after community risk and ease of delivery have also been applied.

Final weighted score = (0.80 × safety exposure) + (0.10 × community risk) + (0.10 × ease of delivery)

2.5.5 Safety exposure score bands

The priority score is converted into a 1 to 5 safety exposure score so sites can be grouped into clear programme bands. Higher scores identify locations with a stronger recorded crash history involving people walking and cycling.

Table 2-10 Safety exposure score bands

Score	Priority score	Minimum crash composition	Sites
High	15 or more	A death involving someone walking or cycling, or a serious injury with further crashes at the same location.	25
Medium-high	7 to 9	At least one serious active mode crash.	53
Medium	4 to 6	Two minor injury active mode crashes, or two minor injuries with active mode involvement.	23
Low	0 to 3	A single minor injury crash, non-injury active mode crashes, or minor injury crashes with limited active mode crash weighting.	129

The thresholds are set at natural breaks in the Tauranga data rather than at arbitrary intervals. The highest band captures the most severe active mode crash history, while the medium-high and medium bands distinguish sites with serious injury or repeated minor injury patterns. Lower-scoring sites are retained in the dataset for monitoring and future review.

These score bands reproduce the rank-based programme bands used in the workbook. Sites scoring 5 occupy the highest priority group; sites scoring 4 form the next programme group; and sites scoring 3 or below are retained for monitoring or future review unless further investigation identifies a stronger case for inclusion.

2.5.6 Judgement criteria

Community risk and ease of delivery are included in the final weighted score because they affect whether a safety response can be progressed within the programme period. Together they account for 20 per cent of the final score, while crash history / safety exposure remains the dominant criterion at 80 per cent. This ensures sites are not advanced solely because they are easy to deliver, but also avoids ranking high-risk sites without recognising significant community, design or delivery constraints.

Table 2-11 Community risk and ease of delivery scoring

Score	Community risk	Delivery ease
5	Low — little effect on parking, access or amenity; within road reserve; routine notification	High — within road reserve, no property purchase, no significant services, standard treatment
4	Low Medium — minor localised effects, resolved through notification	Medium High — minor design input, deliverable within one financial year

Score	Community risk	Delivery ease
3	Medium — some effect on residents or businesses, manageable through engagement	Medium — design, approval or coordination effort; minor service relocation or NZTA approval
2	Medium High — noticeable parking or access effects, formal consultation likely	Low Medium — service relocation or approvals required, no property constraint
1	High — parking removal on a retail street, loss of property access, known opposition	Low — property purchase, major service relocation, structural work, or state highway interface

Both judgement criteria use the same scoring direction as the rest of the document. For community risk, a score of 5 indicates low risk and routine engagement; a score of 1 indicates a high likelihood of sustained opposition or material access, parking or amenity effects. For ease of delivery, a score of 5 indicates a standard treatment that can be implemented readily; a score of 1 indicates substantial delivery constraints such as property, major services, structures or state highway interface.

2.5.7 Treatment of unscored judgement criteria

Where community risk or ease of delivery has not yet been assessed, a neutral score of 3 is applied. This avoids advantaging or penalising a site before investigation, while still allowing the final weighted score to be calculated consistently across the programme.

The neutral score is reviewed once site-specific information is available. If investigation identifies significant public response, property, service, consenting or construction constraints, the relevant judgement score is adjusted before the programme is confirmed.

2.5.8 Programme bands

Sites are grouped into three programme bands using the final weighted score. These bands are specific to this review and are separate from the KiwiRAP risk bands used in Sections 2.2 to 2.5.

Table 2-12 Programme bands

Band	Definition	Action
Band 1 — High Priority to progress	Safety exposure score 5, priority score 10 or more. Ranks 1 to 25, 25 sites	Site investigation and concept design to be progressed as high priority
Band 2 — Programme	Safety exposure score 4, priority score 7 to 9. Ranks 26 to 78, 53 sites	Scope for the next programme round
Band 3 — Monitor	Safety exposure score 3 or below. Rank 79 and below, 152 sites	Review as new crash data becomes available

2.5.9 Exclusions and limitations

Demand is not in the score. Traffic volume, pedestrian and cycle demand, and school rolls do not contribute to the network safety ranking. A low-volume site with repeated serious injuries may therefore outrank a high-volume site with minor crashes only. This is the intended behaviour for a tool targeting death

and serious injury reduction. It means the list identifies where recorded harm is concentrated, not where demand or access benefit is highest.

Issue type is indicative. The CAS extract records crash causes as numeric codes rather than narrative. Issue type is therefore derived from structured fields — junction type, traffic control, speed limit, and whether crashes involved pedestrians, cyclists or both. It is an indication for scoping, not a diagnosis. Suggested interventions follow on the same basis and are subject to site investigation.

Site location is positional, not addressed. Location reads as an intersection where the cluster sits at one, otherwise as distance and direction from the nearest named side road, taken from the CAS record. Coordinates are the mean of the crashes in each cluster.

Social cost is not used in the ranking. A social cost figure is held against each site for business case development. It is not used in prioritisation, because it is derived from the same crash severity data as the priority score and including it would double-count severity.

3. Resilience Walking and Cycling

The resilience walking and cycling prioritisation logic ranks capital improvements that improve evacuation outcomes and provide supporting everyday transport benefits. The scoring gives greatest weight to the number of people who gain access to an improved evacuation route, reflecting the programme's core purpose of improving resilience for communities during an emergency.

Projects score more highly where they serve larger populations, reduce evacuation travel time, support groups with additional evacuation needs, and provide good value for money. The methodology also recognises delivery confidence by scoring implementation time, complexity and affordability risk, so that practical, lower-risk projects can be sequenced early where they still provide meaningful resilience outcomes.

All criteria use the same 1 to 5 scoring direction used elsewhere in this document. A score of 5 indicates the strongest case to proceed, either because the project delivers a stronger resilience outcome or because it is easier and more affordable to deliver. Environmental impact is recorded for transparency but has a zero weighting, so it does not affect the current ranking.

The scoring criteria are deliberately split between resilience outcomes, value for money, wider benefits and delivery confidence. The highest weighting is assigned to people served because the primary benefit is increasing the number of people who can use an improved evacuation route. Travel-time saving and additional evacuation needs then help distinguish projects that materially improve evacuation performance or support groups who may need more time or assistance during an emergency.

Cost per person benefited is included to keep the programme value-for-money focused, while wider benefits recognise that some resilience projects also improve day-to-day walking, cycling and access outcomes. Implementation time, complexity and affordability risk recognise delivery confidence, so projects that are practical, lower-risk and affordable can be sequenced where they still achieve meaningful resilience outcomes. Environmental impact is retained as a transparency field only and has no effect on the current ranking.

Table 3-1 Weighted criteria — resilience walking and cycling

Rationale for the scoring criteria

Criterion	Weight	Scoring basis
People served	25%	Total population expected to gain access to an improved evacuation route.
Travel time saving	15%	Estimated evacuation travel-time saving.
Additional evacuation needs	10%	Presence of schools, early childhood centres, aged-care facilities, visitor accommodation or other groups likely to need additional support.
Community support	10%	Anticipated level of community support or opposition.
Cost per person benefited	15%	Total project cost divided by the number of people with an improved evacuation outcome.
Wider benefits	5%	Secondary benefits beyond evacuation, including everyday walking, cycling, access, transport choice or network connectivity.
Implementation time	5%	Expected time to deliver the improvement.
Implementation complexity	5%	Design, consenting, stakeholder and approvals complexity.
Affordability risk	10%	Indicative project cost and affordability risk.

Deliverability risk is used to test whether a resilience improvement can realistically be advanced within the programme period. It does not replace the resilience outcome score; instead, it helps with sequencing once higher-benefit projects have been identified. Projects score more highly where they can be delivered quickly, within existing road reserve and with limited design, approvals or construction complexity. Lower scores indicate projects that may still be valid, but are likely to require longer lead times, staging, additional approvals, property or significant service coordination before benefits can be realised.

A score of 5 means the project is a practical early delivery opportunity, while a score of 1 means the project is likely to require substantial pre-implementation work before it can be programmed. This allows the programme to balance strategic resilience need with the practical ability to deliver improvements within the 2027–30 funding period.

Table 3-2 Deliverability risk — implementation time

Score	Ease of Delivery	Implementation time
5	**High**	Quick win: less than 6 months; minimal design; can be implemented almost immediately, such as tactical or minor works.
4	**Medium-high**	Delivery within 6 to 12 months; minimal design required; straightforward procurement.
3	**Medium**	Can be designed and delivered within the same financial year, generally 6 to 18 months.
2	**Low-medium**	Two to three years to deliver; multiple phases; approvals and procurement extend the programme.
1	**Low**	More than 3 years to design and deliver; significant staging required; long lead times before any benefit is realised.

4. Optimisation and Public Transport

4.1 Overall prioritisation approach

The Optimisation and Public Transport programme brings together relatively small-scale investments that improve the operation of the existing transport network or support the delivery and performance of public transport services. The programme currently includes bus stop improvements and upgrades, public transport interchange-related works, signal technology to support bus priority, and local road optimisation measures such as signal technology, line-marking improvements and variable messaging signs. Future interventions may also include transit lanes, bus jumps and bus gates where these are demonstrated to be appropriate.

The prioritisation approach recognises that not all projects enter the programme for the same reason. Some activities are required to enable committed changes to the public transport network or maintain an appropriate level of service. Others are discretionary improvements that should compete for investment according to the benefits they provide and the value for money they represent.

Projects therefore pass through an initial programme screen before being prioritised. This ensures that the programme first identifies activities that are required within the 2027–30 period, removes or defers activities that are not currently required, and excludes projects that are not sufficiently feasible or deliverable. The remaining Public Transport and Optimisation projects are then prioritised separately because they address different problems and deliver different benefits.

Initial programme screen

Step	Assessment	Programme treatment
1	Required within the next 1–3 years to support an agreed service or network change	Include, subject to eligibility and deliverability
2	BAU improvement required to maintain or improve service	Retain for prioritisation
3	Not required during the current programme period	Defer to future pipeline
4	Not feasible or deliverable within the programme period	Defer until constraints are resolved
5	Remaining eligible projects	Prioritise using the relevant PT or Optimisation methodology

This approach means that a project is not prioritised simply because it already appears on an historic list. It must either respond to a defined near-term requirement or demonstrate sufficient benefit to justify inclusion in the programme.

For the current programme, this means the anticipated 11–15 bus stops required to support the December 2028 public transport network changes have a clear timing dependency. Further work is required to confirm shelter requirements. Bus interchanges are not currently required within the next one to three years and require further scope development, while a backlog of approximately 25 requests for new bus stops and ongoing bus stop improvements remain candidates for prioritisation.

4.2 Public Transport criteria

Public Transport improvements are prioritised according to the extent to which they improve the usefulness, reliability, accessibility and attractiveness of the public transport system while representing good value for money.

The approach draws on the BOPRC Public Transport Investment Logic Map. That work identifies three principal benefit areas: improved public transport competitiveness and reliability; increased access; and enhanced customer comfort.

Table 4-1 Proposed weighted criteria — Public Transport

Criterion	Weight	Description
PT competitiveness and reliability	50%	The extent to which the intervention improves bus travel time, reliability or operational performance, particularly on routes carrying higher patronage.
Increased access	30%	The extent to which the intervention improves access to key destinations, supports network coverage or enables planned public transport services.
Enhanced customer comfort	20%	The extent to which the intervention improves the quality, usability or attractiveness of public transport facilities.

Public Transport Weighted score = (0.50 × competitiveness/reliability) + (0.30× access) + (0.20 × customer comfort)

Table 4-2 Public Transport Criteria Scoring

Score	PT Competitiveness / reliability	Increased access	Customer comfort
3	Significant travel-time, competitiveness or reliability improvement on an important/high-use service	Enables a significant service/network change or materially improves access	Major improvement to facility quality or customer experience
2	Moderate/localised benefit	Moderate improvement in access	Moderate improvement
1	Limited operational benefit	Minor improvement in access	Minor improvement
0	Neutral/no change	Neutral/no change	Neutral/no change
-1	Minor disbenefit to PT competitiveness vs other modes or PT journey time or reliability	Minor reduction to access	Minor reduction to customer comfort
-2	Moderate disbenefit to PT competitiveness vs other modes or PT journey time or reliability	Moderate reduction to access	Moderate reduction to customer comfort
-3	Significant disbenefit to PT competitiveness vs other modes or PT journey time or reliability	Major reduction to access	Major reduction to customer comfort

The score establishes the relative priority of discretionary PT investments. It does not override a confirmed requirement to provide infrastructure necessary for an agreed service change. For example, stops required to enable the December 2028 network changes would enter the programme because of that dependency, while the scoring framework can assist in sequencing discretionary upgrades and the existing backlog.

The scoring frameworks uses a +3 to -3 scale rather than 1-5 because it is possible for some projects to create disbenefits.

4.3 Optimisation criteria

Optimisation investment is intended to obtain additional performance from the existing transport network. This could be through relatively small, targeted improvements to increase intersection efficiency, by mode

shift increasing person throughput of our network, or by moving demand from the busiest areas and times to use spare capacity in the network.

The current programme includes measures such as signal technology improvements, line-marking changes and variable messaging signs. The source assessment notes that signal technology improvements can offer relatively high potential benefits for comparatively low cost, while line-marking improvements may provide more modest benefits but at very low cost. Both therefore have the potential to represent strong value for money.

Table 4-3 Proposed weighted criteria — Optimisation

Criterion	Weight	Description
Improved network throughput / journey time / reliability	40%	Improvement to network throughput, journey times or journey time reliability.
Mode shift / increased vehicle occupancy	40%	Improvement to mode shift or increased vehicle occupancy.
Peak spreading and alternative routes	20%	Moving demand away from the busiest routes at peak times to utilise spare capacity.

Optimisation Weighted score = (0.40 × network throughput/journey time/reliability) + (0.40 × Mode shift) + (0.20 × Peak spreading and alternative routes)

Table 4-4 Optimisation scoring

Score	Improved network throughput / journey time reliability	Mode shift or increased vehicle occupancy	Peak spreading and alternative routes
3	Significant throughput, travel-time, or reliability improvement	Significant improvement to alternative modes that encourages mode shift.	Expected to cause significant volumes of demand to switch away from the busiest routes at peak times.
2	Moderate/localised benefit	Moderate improvement	Moderate improvement
1	Minor benefit	Minor improvement	Minor improvement
0	Neutral/no change	Neutral/no change	Neutral/no change
-1	Minor disbenefit	Minor disbenefit to alternative modes or improvement to single occupancy cars relative to other modes.	Minor reduction
-2	Moderate disbenefit	Moderate disbenefit to alternative modes or improvement to single occupancy cars relative to other modes.	Moderate reduction
-3	Significant disbenefit	Major disbenefit to alternative modes or improvement to single occupancy cars relative to other modes.	Major reduction

4.3 Cost, value for money, scoring and ranking

The current Ministerial Statement on Land Transport Investment places particular emphasis on value for money, travel-time reliability and making better use of public transport and existing network capacity. Value for money is also a key consideration for Council.

As it would be too expensive to undertake formal benefit cost ratio calculations for each minor improvement project in the programme, a simplistic measure of value for money is estimated.

To rank the public transport and network optimisation projects an overall score representative of value for money is generated as follows:

> **Value for money score = (Public Transport Weighted Score + Optimisation Weighted Score) × Cost Score**

The cost score that has been applied is as follows:

Table 4-5 Cost scoring

Score	Cost
3	<$10,000 per site
2	$10,000 - $49,000 per site
1	$50,000 – $99,000 per site
0.5	>= $100,000 per site

The score is based on a per site basis as many of the projects in the minor improvement programme provide small benefits at multiple sites.

This scoring criteria is sufficient to differentiate the projects in the current programme on the basis of cost and generate the value for money score. It is recommended that this is reviewed if the mix of projects changes.

4.4 Programme development and sequencing

Following scoring, projects are considered alongside affordability and programme capacity to develop the proposed three-year programme.

Projects required to enable a committed service or network change are programmed according to that dependency. Remaining projects are generally advanced in score order, while taking account of practical sequencing, available funding and opportunities to package related works efficiently.

Projects that are not required or sufficiently developed during 2027–30 are retained in the future pipeline rather than being discarded. This is particularly relevant to interchange projects, where BOPRC has advised that investment is not required in the immediate one-to-three-year period and further scope definition is required.

Table 4-6 Programme treatment

Programme category	Treatment
Committed / Required	Required to enable an agreed service or network change during 2027–30
Priority Programme	Strong investment case and proposed for delivery subject to affordability
Programme	Valid investment case; programmed as funding and capacity permit

Programme category	Treatment
Future Pipeline	Not currently required, sufficiently developed or affordable; retain for future review

4.5 Evidence, review and limitations

The prioritisation should be updated as project scopes, costs and service requirements become more certain. In particular, the number and form of shelters associated with the December 2028 bus network changes remain to be confirmed, and the future scope and timing of interchange projects require further development.

Value for money is currently a comparative programme assessment rather than a formal benefit-cost ratio. Scores should therefore be supported by the best available cost and benefit information and moderated consistently across the programme.

5. Glossary

Term	Meaning
AADT	Annual average daily traffic. Two-way average daily traffic volume.
Active road user	A person walking, cycling or using a mobility device, skateboard, scooter or similar. Referred to as a vulnerable road user in Section 1.
ARU	Active road user.
CAS	Crash Analysis System. The NZ Transport Agency national crash database.
Collective Risk	Total fatal and serious crashes, or estimated deaths and serious injuries, per kilometre or per intersection.
Corridor	A length of road defined by consistent hierarchy, speed environment and road name, as described in Section 2.3.
DBSCAN	Density-based spatial clustering. The method used to group crashes within 100 metres into a single site.
DSI	Death or serious injury.
DSI casualty equivalent	An estimate of expected deaths and serious injuries derived by applying severity indices to reported injury crashes.
iRAP	International Road Assessment Programme.
KiwiRAP	New Zealand Road Assessment Programme. Urban KiwiRAP is the urban network application.
NZTM	New Zealand Transverse Mercator. The national coordinate system.
Personal Risk	Risk of death or serious injury per 100 million vehicle kilometres travelled.
Priority score	The crash-based score used in Section 2.6, defined at Table 2-9.
RAMM	Road Assessment and Maintenance Management. The council road asset database.
Severity index	A factor applied to a reported crash to estimate its death and serious injury equivalent, varying by speed environment, intersection form and crash movement type.
VKT	Vehicle kilometres travelled.

Attachment B – Programme problems, evidence and benefits

Problem / LOS gap	Key evidence	Prioritisation logic	Intervention fit	Benefit / measure	Programme response
Minor Safety and Accessibility improvements					
Gaps in walking and cycling routes, limited safe crossing opportunities and accessibility barriers leave people exposed to risks on everyday journeys to schools, bus stops and local destinations. These are safety and access gaps, not simply matters of convenience. The combination of continued growth, current active mode harm, established school active-travel demand and known network gaps creates a current investment need. Deferral would leave existing safety and access barriers untreated, allow	Tauranga relies more on cars than Auckland or Christchurch: 80.9% compared with 72.9% and 74.3%, respectively. In 2021–2025, 75 people walking or cycling were killed or seriously injured on the network—about 15 people each year. Walking and Cycling make up 12.6% of trips, but account for 37% of all deaths and serious injuries. Around 150–200 walking and cycling requests are received each year, identifying crossing difficulties, missing route connections and access barriers. These requests identify community concerns for	• Safety exposure 45%; • walking, cycling and mobility-device demand 35%; • community risk 10%; • ease of delivery 10%. • Risk and demand drive 80% of the score.	• Crossings, missing walking and cycle links, and other small safety and accessibility improvements matched to the identified gap.	• Safer, more accessible journeys and improved route continuity. • Proposed measures: gaps treated, crossings improved and access barriers removed; • monitor safety outcomes where practicable.	The programme focuses on locations where crash risk, school travel risk, user demand or accessibility gaps have been identified, ensuring investment is targeted where it can deliver the greatest benefit. The programme aligns with the outcomes and levels of service identified in the Tauranga City Council (TCC) Transportation Activity Management Plan, particularly those relating to accessibility, safety, amenity and resilience.

Problem / LOS gap	Key evidence	Prioritisation logic	Intervention fit	Benefit / measure	Programme response
network gaps to persist.	assessment; they are not, on their own, a measure of crash risk.				By improving conditions for people walking and cycling, it contributes to a safer, more connected and more resilient transport network as Tauranga continues to grow. Safety and Accessibility: ranked three-year programme and reserve pipeline, prioritising the strongest combination of risk and demand.
Minor Improvements – Network Safety					
People continue to be killed or seriously injured on Tauranga's roads, with a substantial share of harm concentrated at a small number of intersections and corridors. People walking and cycling also	The NZTA 2026 Evidence Pack reports an average of 45.5 deaths and serious injuries each year in Tauranga, ranking it 10th highest among 67 local councils. Without intervention, the pack projects 74.4 deaths and serious injuries a	• Recorded DSI crashes and estimated risk 80%; • community risk 10%; • ease of delivery 10%. • Focus on the highest recorded or	• Targeted intersection, corridor and crossing treatments that address identified crash patterns and conflicts, including those affecting walking, cycling and school travel.	• Reduced risk of death and serious injury. • Proposed measures: high-risk locations treated and changes in DSI/crash patterns, recognising	The programme targets intersections, corridors and crossings with the highest recorded or estimated risk of death and serious injury. Improvements address local crash patterns and conflicts,

Problem / LOS gap	Key evidence	Prioritisation logic	Intervention fit	Benefit / measure	Programme response
experience serious harm. Leaving these locations untreated means known risks remain and opportunities to prevent deaths and serious injuries are deferred.	year by 2048—a 63.4% increase. Sixty high-risk intersections represent 3.4% of the network's intersections but account for 35.7% of deaths and serious injuries at intersections. This concentration supports targeting improvements at a relatively small number of locations. Road corridors classified as high or medium-high collective risk cover 58 km, or 9.4% of the network's length, but account for 38.9% of deaths and serious injuries. A substantial share of serious harm is therefore concentrated on a small part of the network. The Communities at Risk Register (CARR) ranks Tauranga 14th	estimated serious-harm risk.		monitoring periods and other influences.	including those affecting walking, cycling and school travel. This supports the Transportation Activity Management Plan's safety outcome by focusing investment where it can reduce serious harm as travel demand grows. Network Safety: a ranked three-year investigation and delivery programme, with a reserve pipeline. Priority reflects serious-harm risk, alongside community effects and ease of delivery. Rail level crossings assessed separately in the row below.

Problem / LOS gap	Key evidence	Prioritisation logic	Intervention fit	Benefit / measure	Programme response
	highest for cycling risk and 20th highest for pedestrian risk among the 72 local councils. Both rankings place Tauranga in the higher-risk third of those areas; these are rankings of communities, not counts of crashes or people. The estimated social cost of crashes in 2021–2025 was $1.703 billion, of which $1.064 billion related to deaths and serious injuries. These estimates express the wider cost of crash harm to the community.				
Minor improvements Public transport and optimisation					
Unreliable bus journeys and gaps in safe, accessible connections to bus stops limit people's ability to rely on public transport for everyday travel.	In 2024/25, 79% of Tauranga bus journeys departed within five minutes of their scheduled time, compared with a draft target of more than 95%. This shows a	• Public transport: competitiveness and reliability 50%; improved access 30%; customer comfort 20%. • Network optimisation:	• Bus-stop and access upgrades, small bus-priority treatments, signal timing and technology, targeted line marking and	• More reliable journeys for buses, freight and general traffic; easier access to bus stops; and better use of	The programme combines bus-stop, access and priority improvements with targeted changes to improve the wider

Problem / LOS gap	Key evidence	Prioritisation logic	Intervention fit	Benefit / measure	Programme response
Congestion, intersection delays and limited bus priority reduce reliability, while inconsistent stop facilities create access barriers. **As demand grows, congestion and delays at intersections also affect freight and general traffic. Targeted changes are needed to improve travel reliability and make better use of existing roads, while maintaining safety and access.**	gap between recorded departure reliability and the proposed service standard; it does not measure arrival reliability. Bus-priority measures cover about 4.5 km of the 320 km bus network—around 1.5%. Priority provision is therefore limited, although this figure alone does not establish where additional measures would deliver benefits. Only 22% of the bus stops assessed have shelters, and many lack seating, lighting or accessible connections. The shelter figure relates to assessed stops, not necessarily all stops, and does not by itself measure whether people can safely reach and use a stop.	network throughput, journey time and reliability 40%; mode shift or increased vehicle occupancy 40%; spreading peak demand or using alternative routes 20%. • Score benefits and adverse effects separately for each stream. Apply a per-site cost score to compare value for money, then consider affordability and delivery readiness.	variable message signs. Each treatment must address a demonstrated local problem and consider effects on safety, other travel modes and nearby intersections.	existing roads to move people and goods. • Proposed measures: on-time departures, accessible facilities delivered, and site-specific journey-time reliability or person-throughput changes. • Shelter coverage alone is not an accessibility measure.	road network. Signal improvements, line marking and variable message signs will address local delays and help manage traffic. This supports the Transportation Activity Management Plan's focus on reliable travel and better use of existing roads. Improvements will consider buses, freight, general traffic, walking and cycling together. Public Transport and Network Optimisation: a ranked three-year programme and future pipeline, with benefits assessed separately for each stream. Local evidence,

Problem / LOS gap	Key evidence	Prioritisation logic	Intervention fit	Benefit / measure	Programme response
	The Tauranga Transport System Model forecasts vehicle delays increasing by about 116% by 2073 under a do-minimum scenario. This highlights pressure on the wider road network, not just buses. The forecast provides context; local evidence is needed to identify which signal, intersection or traffic-management changes will improve performance.				costs and delivery readiness will guide project selection.
Railway Safety Upgrades					
Completed assessments have identified six rail level crossings as high or medium-high risk and needing safety improvements.	Completed assessments have identified six railway level crossings as high or medium-high risk and needing safety improvements. These are: • Matapihi Road – Bayfair • Hull Road	Completed assessments considered train, vehicle, pedestrian and cyclist use; speeds; crossing layout and visibility; existing safety controls; and crash history. Each crossing received a score in one of five risk bands, from Low to High.	Targeted crossing safety and access upgrades to address the risks identified in the completed assessments. Use the assessment findings to define the works needed at each crossing.	Reduced assessed crossing risk and resolution of confirmed compliance or access gaps. Proposed measures: crossings upgraded, assessed risk change and confirmed	Rail Level Crossing Upgrades (Safety): progress targeted upgrades at the six crossings identified for intervention as being high risk or medium high risk as a first step.

Problem / LOS gap	Key evidence	Prioritisation logic	Intervention fit	Benefit / measure	Programme response
	• Bureta Road • Maxwells Road • Matapihi Road - West • Kairua Road			requirements addressed.	Use the completed assessments to set priorities, develop designs and confirm costs, distinguishing essential safety work from wider improvements.

Attachment C - Minor Improvement Programme - Safety and Accessibility

Backlog as of 20 Oct 2026

Full backlog	17,471,966

#	Project Name	Project description	Expected costs	Cumulative total	Rank	Reason	Ward
1	Domain Road Path Gap Closure	Widen existing path to 3m to match path either side north of Doncaster Drive	46,836	46,836	1	Small 20m section of 1.5m wide footpath between sections of shared path, on the western side of Domain Rd. Path is used by school children should be completed to appropriate width.	Papamoa
2	Pacific View Road Waterways Connection	Shared path on one side of Pacific View Rd, from waterways path to Grenada St (links to Waterford Downs Reserve) - widen existing path by 1-1.5m (concrete)	60,172	107,008	1	Links the Papamoa Waterways path to park/playground at cnr Pacific View Rd & Grenada St. Part of future off-road connection through Papamoa.	Papamoa
3	Vale Street Walking & Cycling Improvements	Shared path from Bureta shops entrance to Chapel St (approx 300m)	347,228	454,236	1	Provides off-road link for commuters, school students and local residents. Connects to piece of shared path along Vale St which is being constructed in 26/27FY.	Matua - Otumoetai
4	Parton Road Shared Path Upgrade	Widen existing path by 1-2m, from Papamoa Primary School to Gordon Spratt Reserve (500m length)	311,848	766,084	4	Link to existing widened path outside Papamoa Primary School, south to Papamoa waterways path and skate park /Gordon Spratt Reserve. Widen existing path by 1-2m. Note, Parton Rd from Papamoa Beach Rd to Dickson Rd is proposed to be widened as part of Parton/Papamoa Beach Rd crossing upgrade. Simpson Reserve playground being built in 2027 which may increase demand.	Papamoa
5	Girven Road Shared Path Completion	250m shared path on both sides of Girven Rd, to connect between underpass / roundabout and Gloucester Rd signals	149,047	915,131	5	Significant numbers of commuter cyclists ride on Girven Rd to access the Matapihi cycleway. Westbound cyclists have to ride on the footpath or on road with zero shoulder for half of the block between Gloucester Rd and Maunganui Rd. Currently cyclists directed off road where the road width improves and shoulder develops. Eastbound cyclists are directed back onto the road where there no shoulder. The current shared paths commence/finish halfway along this block due to extent of the NZTA B2B project.	Arataki
6	Cross Road and Mirrielees Road Cycle Link	Bi-directional separated cycleway on south side of Cross Rd and widened path on Mirrielees Road with a signalised crossing across the slip lane on SH2	706,792	1,621,923	6	Part of missing cycle route between Matua/Otumoetai and city, which would provide a connected separated cycle route all the way from Matua to the City Centre (approx 6km)and to the Mount. Limited alternatives exist to access the Mount.	Te Papa
7	Moa St and Oceanbeach Rd	300m shared path along Moa St and Oceanbeach Rd, connecting to Tweed/Oceanbeach roundabout and onto the coastal path	240,000	1,861,923	7	Connection from Marine Parade Coastal Pathway (average 377 cyclists per day) along Oceanbeach Rd and Moa St, to Valley Rd shared path	Mauao - Mount Manganui
8	Windsor Road Cycleway Upgrade (concrete separators option)	Bi-directional separated cycleway on east side of Windsor Rd, one way traffic south.	350,286	2,212,209	8	The project aims to improve road safety and create a safer, more accessible route for cyclists by converting Windsor Road into a one-way street and adding a separated cycleway. Peak hour count 136 active mode users.	Matua - Otumoetai
9	Banks Avenue Coastal Link	Shared path on north side of Banks Ave, which links to zebra crossing across Marine Parade, 440m - widen existing path by 1-1.5m (concrete)	94,193	2,306,402	9	Connection from Marine Parade Coastal Pathway (average 580 cyclists per day, 1000 per day in summer) to Mount main street.	Mauao - Mount Manganui
10	13th Ave cycleway and shared path (Edgecumbe Rd to Grace Rd)	Separated cycleway and sections of shared path on north side of 13th Ave, two zebra crossings at Edgecumbe Rd, and two zebra crossings at Christopher St	1,497,200	3,803,602	9	Identified as part of Te Papa LCLR Framework. Supports local access to shops and schools, and improves safety on this commuter route between The Avenues and Welcome Bay/Maungatapu	Te Papa

#	Project Name	Project description	Expected costs	Cumulative total	Rank	Reason	Ward
11	Tilby-Clivedene School Link Upgrade	Widen existing path on east side of Tilby Drive, and north side of Clivedene St by 1-1.5m (concrete)	533,966	4,337,568	9	Improves access and safety for school students, local residents, and recreational users travelling between Fergusson Park and Matua School along Tilby Drive. Part of route towards Matua Saltmarsh Reserve which students use to access Otumoetai Intermediate and Otumoetai College.	Matua - Otumoetai
12	18th Avenue Shared Path Upgrade	Shared path on south side of 18th Ave -widen existing path by 1-1.5m (concrete)	339,366	4,676,934	12	Provides off-road connection from Fraser St to Tauranga Intermediate, and onto boardwalk (recreational route)	Te Papa
13	Grenada Street zebra crossing - near Lotus Ave	Upgrade of existing pedestrian refuge to a zebra crossing to support access to Reilly Ave Reserve	170,000	4,846,934	13	Provide local residents crossing to Reilly Reserve a safer crossing facility. Students using active modes to travel to Arataki School, Mount Intermediate and Mount College may also utilise this crossing. A raised zebra crossing was designed as part of Transport Choices Grenada St. This may need to be redesigned to an at-grade zebra crossing, utilising the existing refuge.	Arataki
14	Arataki Park Shared Path Connection	New shared path connection from Monowai St to Girven Rd	91,446	4,938,380	14	Provides an off-road transport link through Arataki Park, connecting to new Monowai St shared crossing, past pump track, past Community Centre, to Girven Rd midblock signalised crossing near Marlin St.	Arataki
15	17th Ave footpath and crossing	Installation of footpath (1.8m wide) on south side of 17th Ave from Clarke St to skate park (280m) to Historic Village western entrance, and new zebra crossing near St Johns	1,359,600	6,297,980	14	Identified as part of Te Papa LCLR Framework. High active travel - commuter and recreational route to/from K Valley, Historic Village and Hospital are key destination. Raised crossing would need to be redesigned to a flat shared crossing. Some potential additional design changes due to Historic Village Masterplan (changes to entranceways). Connects to piece of shared path along 17th Ave which is being constructed in 26/27FY.	Te Papa
16	Argyll Rd crossing (at Carlisle St)	Pedestrian refuge island on Argyll Rd, near Carlisle St	70,000	6,367,980	16	Identified as part of Te Papa LCLR Framework. Supports access to Morland Fox Park and Greerton Aquatic and Leisure Centre.	Te Papa
17	Dive Crescent Waterfront Link	Shared path or upgrade existing on-road painted bike lane to a separated bike facility	268,604	6,636,584	17	Part of cycle route between Mt Maunganui and City Centre, which would provide a connected separated cycle route all the way from Matua to the City Centre. Provides a completed route of around 6km's.	Te Papa
18	Grove Avenue Shared Path Upgrade	90m shared path, to link from Pitau Rd shared path (to be constructed late 2026) to Maunganui Rd - widen existing 1.6m path to 3m	85,035	6,721,619	18	Provide a connected link between the Pitau Rd shared path (to be constructed in FY26/27) to Maunganui Rd shops / cycle lane	Mauao - Mount Manganui
19	K Valley Cycle Connection	Install ramps near McCord Ave to improve accessibility, and a path along Koromiko St to Waihi Rd (300m)	1,480,800	8,202,419	18	Cyclists currently have to carry their bikes up steps on either side of McCord Ave bridge, which connects the K Valley path to the Daisy Hardwick. This is a barrier for those with e-bikes. Suggest installing a ramp that cyclists can ride up.	Te Papa
20	Elizabeth Street Shared Path Upgrade	Widen path on north side of Elizabeth Street (approx 240m)	219,809	8,422,228	20	Provides a safer and more accessible walking and cycling connection between Cameron Road and the city centre. Upgrading the existing narrow path will improve comfort and capacity for commuters, school students, and recreational users along this key transport corridor.	Te Papa
21	Tauranga Waldorf School and Rose Ring Kindergartens Speed Platform	Provision of a speed table at existing pedestrian refuge	20,000	8,442,228	21	Speeds are high, challenging for students to cross. Detailed design 80% complete, finalise following final safety audit, procurement can then take place	Welcome Bay
22	Mulberry-Windsor Path Upgrade	Upgrade existing path (270m)	268,604	8,710,833	22	Opportunity to improve connection between Mulberry Lane and Windsor Rd, which is used by commuters and school students. Existing path is in poor condition - needs upgrade.	Matua - Otumoetai
23	Carmichael Road Shared Path	300m shared path, 3 chicanes	292,192	9,003,024	22	Ties in with Water Project. AADT only 720 vpd.	Bethlehem

#	Project Name	Project description	Expected costs	Cumulative total	Rank	Reason	Ward
24	Yatton St zebra crossing, at Roys Rd	Install zebra crossing on Yatton St, west of Roys Rd	170,000	9,173,024	22	Identified as part of Te Papa LCLR Framework. Provides a safe crossing facility to Pemberton Park, and on Merivale school route. Raised zebra crossing may need to be redesigned to at-grade crossing.	Te Papa
25	Gravatt Rd (waterways to library)	350m shared path to connect from waterways path along Gravatt Rd to library/Plaza/Fashion Island	260,000	9,433,024	22	Provides a safer local connection for people riding, the road shoulder is very narrow (<1m)	Papamoa

#	Project Name	Project description	Expected costs	Cumulative total	Rank	Reason	Ward
26	Monmouth Street / The Strand footpath improvements to city centre	Shared path is below min footpath standards, provides a key connection to the city centre. Off road path requires widening to improve accessibility and safety improvements.	160,000	9,593,024	26	Footpaths are narrow and below standard together with the shared path to support demand	Te Papa
27	Edgecumbe Rd footpath (11th to 13th Ave)	Install new 320m footpath (1.8m wide) on west side of Edgecumbe Rd, between 11th and 13th Ave. Install a courtesy crossing at 12th Ave and a zebra crossing at 13th Ave.	778,800	10,371,824	26	Identified as part of Te Papa LCLR Framework. Local residents walking to 11th Ave shops	Te Papa
28	Alverstoke Rd zebra crossing	Install zebra crossing on Alverstoke Rd at Fraser St	170,000	10,541,824	28	Identified as part of Te Papa LCLR Framework. Merivale School students and people going to Yatton Park and Pemberton Park cross there. Raised zebra crossing would need to be redesigned to at-grade crossing.	Te Papa
29	Anzac Rd / 21st Ave zebra crossing	Install zebra crossing on Anzac Rd at 21st Ave	170,000	10,711,824	28	Identified as part of Te Papa LCLR Framework. Route to Gate Pa School and Tauranga Girls College, link to Anzac Park nearby, and future Community Centre on Anzac Rd. Raised crossing would need to be redesigned to at-grade crossing.	Te Papa
30	17th Avenue (between Devonport Road and Fraser Street)	Install new 280m footpath (1.8m wide) on 17th Ave	496,320	11,208,144	30	Identified as part of Te Papa LCLR Framework. Potentially Tauranga Boys College students walking to school, and hospital staff parking and walking to work.	Te Papa
31	Mansells Rd footpath (Chadwick Rd to Yatton St) and zebra crossing (near Chadwick Rd)	New 1.8m footpath on east side of Mansells Rd (380m length), and zebra crossing at Chadwick Rd	884,400	12,092,544	30	Identified as part of Te Papa LCLR Framework. Connection to Pemberton Park, Merivale school, Greerton shopping centre, Greerton Village school and Yatton Park.	Te Papa
32	Waimapu Pa Rd footpath	Install gravel footpath and improve drainage between the Waimapu Marae/papakāinga area and the Poike Road bus stop, length approx 900m	1,583,000	13,675,544	32	To provide a safer walking route for school children and residents currently walking on the road shoulder to access bus services on Poike Road.	Tauriko
33	Joyce Rd (St Thomas to Pyes Pa Rd)	A new footpath and stormwater improvements of approximately 150m along the northside of Joyce Rd between St. Thomas Ave and Pyes Pa Rd	120,000	13,795,544	33	Complete missing footpath connection to Pyes Pa Rd, which improves accessibility for local residents.	Tauriko
34	Chapel Street Shared Path Upgrade	Widen existing path by 2m from Wastewater plant towards Shopping Centre (180m) - on north side of Chapel St	172,634	13,968,179	34	Narrow path which is highly used by commuters, recreational riders and people walking/biking to shops. Improve wayfinding signage to direct cyclists to safe road crossing points at shopping centre and Maxwells Rd.	Matua - Otumoetai
35	Watling St zebra crossing	Install zebra crossing on Watling St, 30m north of Pohutukawa Way	170,000	14,138,179	35	Identified as part of Te Papa LCLR Framework. Improves link between Tom Muir Drive Reserve and Gate Pa Park. Raised crossing may need to be redesigned to at-grade crossing.	Te Papa
36	Marshall Avenue Cycle Connection	Low volume & low speed cul-de-sac so cyclists can share road with vehicles. Recommend line marking and wayfinding signage.	471,067	14,609,246	36	Connects Cameron Rd to K-Valley paths	Te Papa
37	Trans Tasman Way accessway footpath	Footpath connection in accessway between Trans Tasman Way and Hammick Crescent (30m)	30,000	14,639,246	37	Missing piece of footpath (30m) to link two subdivisions. Need to consider wider area improvements also (Kennedy Rd).	Tauriko
38	20th Ave footpath (Cameron Rd to Clarke St)	Install 1.8m footpath on north side of 20th Ave, between Cameron Rd and Clarke St (distance 200m)	435,600	15,074,846	37	Identified as part of Te Papa LCLR Framework. Near hospital so expect large number of people using the path.	Te Papa
39	16th Ave footpath (Cameron Rd to Fraser St)	Install 1.8m footpath on north side of 16th Ave, between Cameron Rd and Fraser St	913,440	15,988,286	39	Identified as part of Te Papa LCLR Framework, A footpath exists on one side of the road, however due to access challenges a footpath is recommended on the other.	Te Papa
40	20th Ave footpath (Cameron Rd to end of cul-de-sac)	Install 1.8m footpath on south side of 20th Ave, between Cameron Rd and end of cul-de-sac (distance 130m)	356,400	16,344,686	39	Identified as part of Te Papa LCLR Framework. Students walking to Gate Pa Primary and Tga Girls College, residents walking to Gate Pa shopping centre	Te Papa

#	Project Name	Project description	Expected costs	Cumulative total	Rank	Reason	Ward
41	Grace Rd footpath (16th Ave to 18th Ave) and 16th Ave footpath (Grace Rd to end of cul-de-sac)	Install 1.8m footpath on Grace Rd (18th to 16th Ave), and along cul-de-sac to end of 16th Ave (total 500m), and a pedestrian refuge on Kaka St	1,127,280	17,471,966	41	Identified as part of Te Papa LCLR Framework. To support access to in the local area , no footpath exists with refuge island at Kaka Street	Te Papa

Attachment D - Minor Improvement Programme - Network Safety

Backlog as of 20 Oct 2026

Full backlog	**11,895,000**

#	Project Name	Project description	Expected costs	Cumulative total	Rank	Reason	Ward
1	Fraser St. signalised crossing near Estuary Way	Signalised pedestrian crossing with possible right-turn restriction and associated footpath and cycle-facility improvements.	2,200,000	2,200,000	1	5 active-mode crashes involved mostly pedestrians, with 2 cyclists, including 3 DSI , 2 minor-injury crash and 11 non-injury crashes	Te Papa
2	Oceanbeach Rd and Concord Ave intersection improvements	Integrated pedestrian, cyclist, crossing, parking and sightline improvements around the Oceanbeach Road–Concord Avenue intersection.	2,200,000	4,400,000	2	4 active-mode crashes involved 3 cyclists, with 1 pedestrian, including 1 DSI , 6 minor-injury crashes and 3 non-injury crashes; reported patterns included conflicts with turning or vehicle parking.	Mauao / Mount Maunganui
3	Marine Parade safety improvements near Tay Street	Integrated cycle, parking, turning-speed and raised pedestrian-crossing improvements at Marine Parade–Tay Street.	2,650,000	7,050,000	3	3 active-mode crashes involved 2 cyclists, with 1 pedestrian, including 1 DSI , 4 minor-injury crashes and 2 non-injury crashes; reported patterns included conflicts with turning or merging vehicles and cyclists encountering an opened vehicle door.	Mauao / Mount Maunganui
4	Coast Blvd and Maria Tini Dr roundabout improvements	Roundabout entry-speed and visibility improvements with associated cycle markings and vertical deflection.	310,000	7,360,000	4	2 active-mode crashes at the same time involved cyclists, including 1 DSI , 2 minor-injury crash and 3 non-injury crashes; most occurred at or near the roundabout.	Papamoa
5	Chapel St SH2 on ramp safety improvements	Signal-visibility, signal-operation, cycle-marking, lane-guidance and queue-warning improvements.	1,485,000	8,845,000	5	3 active-mode crashes involved cyclists and resulted in minor injury crashes, 1 pedestrian crash excluded due to non-compliance use of signal. 3 minor-injury crashes and 14 non-injury crashes; most involved conflicts with turning or merging vehicles.	Matua - Otumoetai
6	Ngatai Rd safety improvements north of Charles St	Integrated supermarket-access improvements incorporating speed management, cycle markings, warning signs and right-turn-bay review.	800,000	9,645,000	6	2 active-mode crashes involved 1 pedestrian and 1 cyclist, with no DSI ,3 minor-injury crash and 2 non-injury crashes; reported patterns included a student crossing the road and conflicts with through vehicles.	Matua - Otumoetai
7	Bellevue Rd crossing upgrade near Upland St.	Integrated cycle-marking, kerbline and pedestrian-crossing improvements at Bellevue Road–Upland Street.	300,000	9,945,000	7	2 active-mode crashes involved pedestrians, including 1 DSI , 1 minor-injury crashes and 5 non-injury crashes; most involved people crossing the road.	Matua - Otumoetai
8	Bellevue Rd lighting and active signage improvements near Jefferson Pl.	Interactive pedestrian warning signs with associated lighting, visibility and pavement-marking improvements.	600,000	10,545,000	8	3 active-mode crashes involved cyclists, with no0 DSI , 3 minor-injury crashes and 3 non-injury crashes; most involved conflicts with turning vehicles to the New Worls Supermarket access.	Matua - Otumoetai
9	Cheyne Rd crossing improvements near Fearnley Grove	Raised pedestrian crossing or refuge with associated kerb build-outs and accessible bus-stop connections.	1,350,000	11,895,000	9	2 active-mode crashes involved pedestrians, including 1 DSI , 2 minor-injury crash; most involved people crossing the road at or near an intersection.	Tauriko

Attachment E - Minor Improvement Programme - PT and local road optimisation

Backlog as of 20 Oct 2026

Full backlog	**4,350,000**

#	Project Name	Project description	Expected costs	Cumulative total	Rank	Reason	Ward
1	Bus stop signs and line marking to support the Continuous Programme for the new network starting Dec 2028	- two bus stops on The Sands Avenue - five bus stops in Greerton South to support the route 59 loop direction change (2 x Argyll St, 1 x Devon St, 2 x Mansels Rd) - one stop on Tweed St heading eastwards, between Campbell Rd and Valley Rd - one stop on Wairakei Avenue in vicinity of Sarah Place/Euphorbia St heading towards Golden Sands Dr. - Removal of bus signs on route 59 clockwise loop and Totara St.	-	-	1	The bus routes are expected to be change in December 2028 as part of the continuous programme. Resultantly additional bus stops are required to service the new route alignments, and some bus stop signs will need to be removed to avoid confusion as they will not longer be in use.	Multiple
2	Bus stop and layover upgrades and new installs	Upgrades to existing bus stops and layovers, or new installations per Council asset management policies. 10x new shelters per year. 10-15 requests per year. Backlog of 25. Includes potential shelters to support the new network starting Dec 2028 (additional spend in year 2 assumed to cover additional need for shelters to support the new network).	1,400,000	1,400,000	2	Improve safety and accessibility and efficiency of bus network infrastructure. E.g. Upgrades and new bus shelters and furniture, relocation of facilities in response to road layout changes, or provision of additional lay-over space or bus stop space to suit changes in PT services	Multiple
3	TTOC network data capacity increase - SCATS	Additional SCATS virtual site to support additional mss bit inputs, allowing for additional bus priority	5,000	1,405,000	3	TCC currently have conditional active priority for buses at 10 signals. This virtual site is required to provide this bus priority at additional signals.	Multiple
4	Upgrade pedestrian and cyclist detection sensors across TCC network	Improved pedestrian/cyclist Above Ground Detection (AGD) sensors - $15k per site, 5 sites per year (total 30 sites)	225,000	1,630,000	4	Improved detection of pedestrians and cyclists at these intersections would allow the greentime for peds and cyclists to be reduced when they are not present, improving the throughput for other modes.	Multiple
5	15th Ave/Fraser St. intersection optimisation	Optimisation of traffic signals and reconfiguring of lanes to support more throughput during peak times - cost for line marking changes	10,000	1,640,000	5	Improved efficiency of movements through the intersection	Te Papa
6	Intersection optimisation - line markings improvements	Line marking improvements (and measuring of subsequent changes) - 5 intersections per year	300,000	1,940,000	6	Minor changes to line markings such as bringing stop lines closer to intersections to improve intersection efficiency	Multiple
7	Traffic signals AI pilot	AI driven traffic signal controller to gauge ability to provide a better LOS than the current SCATS system	60,000	2,000,000	7	AI driven signal optimisation system at a pilot site with a view to understanding the potential to improve throughput and reduce congestion around the city using new technologies	TBD
8	Airport Bus stops to support the Service Improvement Programme bid (if successful)	Real time information and bus stop upgrades to support airport link service	100,000	2,100,000	8	If the Service Improvement Programme bid is successful, then changes to bus routes would include the Airport and Baypark. These locations would require bus stops.	Mauao / Mount Maunganui
9	Failsafe modal detection, PT critical intersections - LIDAR (9 sites)	Improved modal detection - Install new generation LIDAR & ANPR at all critical intersections to improve detection and classification (car, bus, cyclist) - 3 intersections per year ($50k each)	450,000	2,550,000	9	Allows better identificaiton of buses approaching intersections for acative signal priority	Multiple
10	Baypark Bus stops to support the Service Improvement Programme bid (if successful):	New bus stops at Baypark	1,200,000	3,750,000	10	If the Service Improvement Programme bid is successful, then changes to bus routes would include the Airport and Baypark. These locations would require bus stops.	Mauao / Mount Maunganui
11	Variable Messaging Signs roll-out across network	Additional electronic Variable Message Sign (VMS) on collector and arterial routes to inform travellers	600,000	4,350,000	11	To inform travellers about network issues, travel times on alternative routes, alternative times of day, and alternative modes.	Multiple