

The other aspect of housing choice that is important is location. With greenfield developments often being on the fringes of the city and existing communities, those who live there have less transport choice other than their private vehicle. This can limit access and leads to inequalities for people who cannot drive or have financial stress. Poor access contributes to social exclusion, poorer health and can reduce education and employment opportunities.

The government has identified Tauranga-Western Bay of Plenty as a high priority area for public housing investment, and aims to deliver 135 additional public houses by 2022 in the sub-region.²⁶ Subsidised housing is a high-cost solution and will not provide enough affordable housing to meet the region's future needs. We need to improve affordability at scale by increasing the supply of developable land and reducing existing barriers, including planning regulations that reduce housing choice and drive up costs. We also need to make good use of existing infrastructure and amenities and consider ways to broaden our toolkit for new infrastructure funding.²⁷

Increasing the supply of land still tends to favour large and expensive houses until supply and demand level out. In the shorter term, we can scale up partnerships with iwi and mana whenua, central government, and institutions, to provide more tenure options and pathways to home

ownership. Targeted planning tools and incentives may also be useful, particularly to help direct and influence the sub-region's expected growth.

Approaches implemented in New Zealand and elsewhere include urban development authorities, fast-track prioritised consenting, fee discounts, and levies to discourage land banking. Mixed tenure requirements, inclusionary zoning policies and negotiated agreements requiring new development to include a proportion of affordable homes, are used internationally.²⁸ As well as increasing the supply of affordable homes, inclusionary strategies can mitigate social problems that arise when affordable and social housing is overly concentrated in one area or in places with few transport choices to enable access.

Dispersing smaller affordable homes also gives older people opportunities to stay in their existing neighbourhood when they need to downsize. Queenstown has been using inclusionary strategies for several years, with negligible impact on neighbouring house prices.²⁹

As the sub-region grows up and out, we need to make sure the benefits of growth outweigh the costs. We will have to balance density and neighbourhood amenity by ensuring smaller dwellings and sections are offset by public spaces and local business hubs that are safe, attractive, and readily accessible via several transport modes. This is often known as 'placemaking'.

Placemaking was integral to the success of Hobsonville, a new medium density development in Auckland, with early moves including community facilities, a cafe, farmers' market and an open space network that connected people to the coast and other destinations.³⁰ Good placemaking starts with listening to people who live, learn, work, and play in a particular space to understand their needs and aspirations for that space and for their community as a whole, then creating and delivering a plan that maximises existing assets and affordable improvements to stimulate social engagement.

²⁶ Public Housing Plan 2020-2022, New Zealand Government

²⁷ New Zealand Productivity Commission. Housing Affordability Enquiry. March 2012.

²⁸ Gurran N, et al. New Directions in Affordable Housing: Australian and international evidence and implications. June 2008. Australian Housing and Urban Research Institute.

²⁹ Eaquad, S. Inclusionary Zoning – the evidence from Queenstown, April 2017, published by Community Housing Aotearoa

³⁰ Isthmus Group. Quietly Familiar: Hobsonville Point. 2017. Sourced from <http://isthmus.co.nz/project/hobsonville-point/>

Access to transport

Access to community facilities such as playgrounds, community centres, libraries, schools, sport and recreation grounds, and healthcare, supports and encourages well-being. Access to jobs is critical for the prosperity of households, and for the sub-region. Access to these facilities and opportunities is essential for the social and economic wellbeing of our communities.

Currently, the western Bay of Plenty sub-region is one of the most car reliant in New Zealand.³¹ The primary mode of choice when travelling around the sub-region is a private vehicle (car, motorcycle). As figure 19 shows, there are households within the sub-region that do not have access to vehicles. If these areas also do not have other viable transport options, such as public transport, serious inequalities are created for those that do not have, or are unable to afford, a private vehicle.

While public transport (PT) is available within the Bay of Plenty region, it is underutilised compared to other similar cities as shown in figure 17, and makes up approximately 2% of all trips.³²

³¹ Tauranga has the highest single occupancy rate in the country for journey to work in a major city (Source: Draft Tauranga Transport Programme, 2018)

³² Travel demand management in Tauranga survey, Nexus, 2019; Draft Tauranga Transport Programme, 2018

³³ Draft Tauranga Transport Programme, July 2018

Figure 17

Public transport journeys per capita per annum - a comparison³³

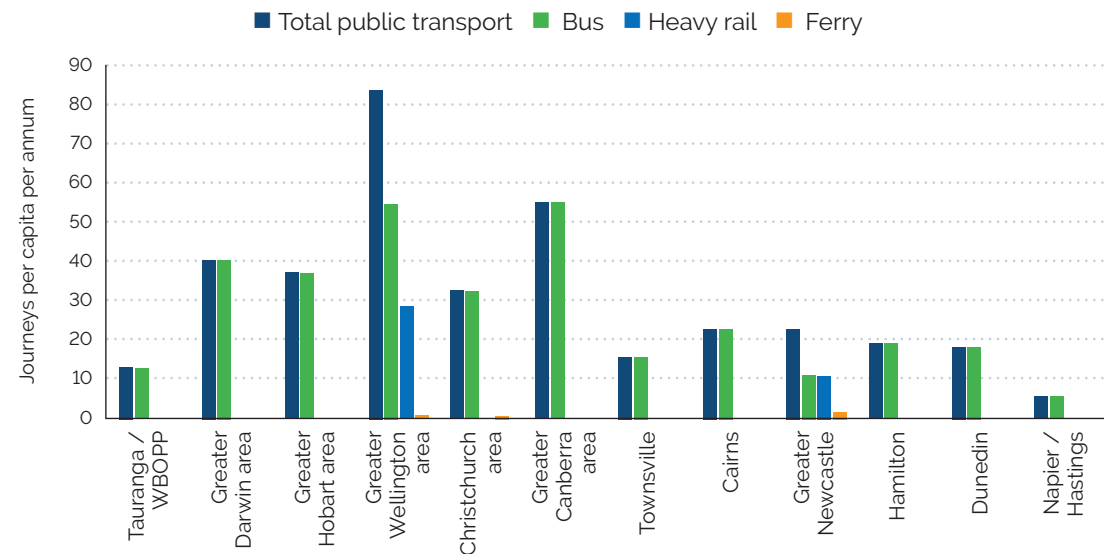


Figure 18

Tauranga public perceptions on car use



Results from a survey run by the Tauranga Transport Programme show that nearly **70% of city residents want to reduce Tauranga's reliance of cars**, with 80% saying authorities had performed badly on this issue.

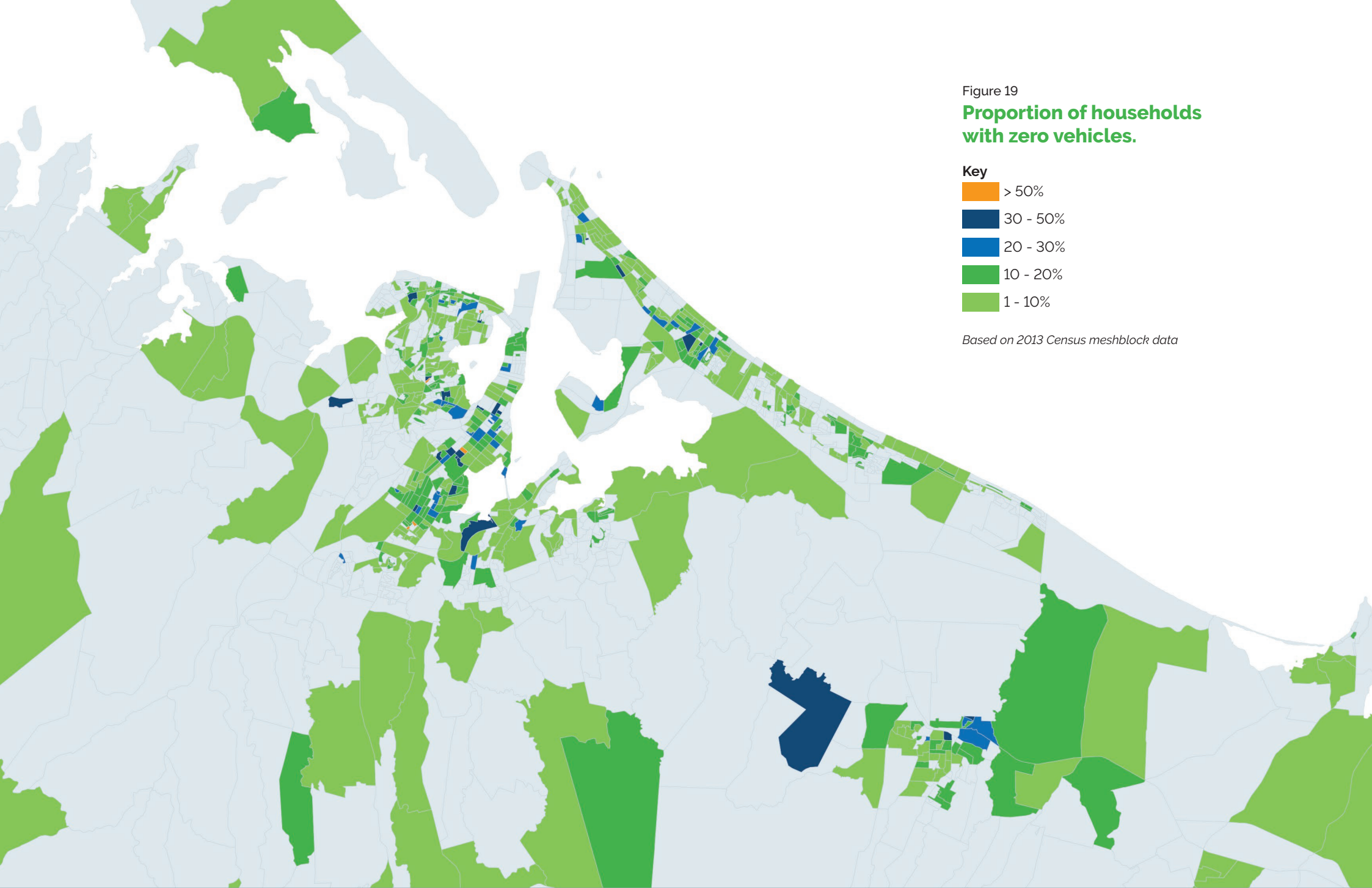


Figure 19
**Proportion of households
with zero vehicles.**

Key

- > 50%
- 30 - 50%
- 20 - 30%
- 10 - 20%
- 1 - 10%

Based on 2013 Census meshblock data

The PT system in the Bay of Plenty was implemented in 2001. Between 2001 and 2012 patronage increased from below 500,000 to 1.8 million trips per annum (as shown in figure 20). Growth in patronage started to decline from 2014.

In response to the gradual decline in patronage, planning for a change in PT delivery commenced in 2015 by way of developing the PT Blueprint. From the implementation of this planning work, there has been a significant increase of PT investment from late 2018 to improve the PT services provided throughout the region and sub-region.

The new PT system is starting to perform better after some initial service issues, and patronage is starting to pick up again. While patronage growth to date is modest – acknowledging there is often a lag between improvements and increased patronage - there are further opportunities to increase patronage as Councils and partners deliver the agreed PT infrastructure improvements, such as bus interchanges and shelters, prioritisation lanes, and other supporting infrastructure on both the local and state highway network.

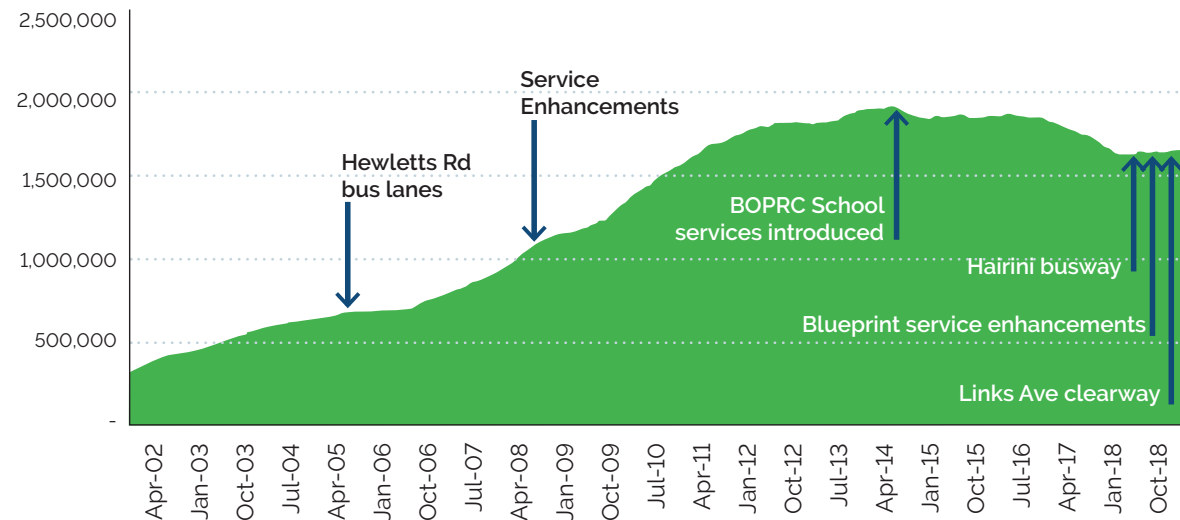
In addition to these improvements, there are further service enhancements that will take place over time as the PT Blueprint is fully implemented. As customers become more familiar with the

revised and improving PT system, patronage growth is expected to continue.

The ongoing challenge of all PT systems is providing a system that is comparable with the convenience and reliability of other transport modes – as much as possible. This is particularly

relevant in the western Bay of Plenty sub-region because without significant changes to the way people and goods move, our transport system will have more delays and our greenhouse gas emissions will continue to rise particularly with the expected population growth.

Figure 20
Bay of Plenty public transport trips 2002-2018



To increase access and free up transit capacity, particularly in peak times, we will need to consider how we move more people to where they need to go. This means using our urban form and transport systems to attract and move the greatest number of commuters to travel via bus and other modes.

Based on recent customer survey work completed by the NZ Transport Agency, there appears to be a latent demand and desire to travel to work and school via bus and other transport modes. The results of the customer survey are presented in figure 21 and shows overall across Tauranga City 36% of people surveyed are willing to travel by bus. People living nearer to the Tauranga CBD in areas like Otumoetai/Bethlehem and Central/Greerton are the most willing to travel via other transports modes such as bus. People living in areas such as Pyes Pa and Tauriko are less willing to travel by bus but are more willing than others to walk or run.

Encouraging people out of private vehicles and giving them greater transport choice and access via other modes will require a concerted effort and significant improvement in all aspects of the transport system, none more so than the PT system. This is because there are significant

opportunities to move more people via PT quickly using the existing corridor space and capacity.

Making these changes to move people via the PT system will require additional investment. If approximately 18% of all trips (a 9-fold increase from the current) within the sub-region were via the PT system (a similar level to Wellington, who spend approximately five times as much on their PT system³⁴), a greater level of PT investment will be required. To achieve similar patronage levels to other cities such as Wellington, Auckland, and Waikato, the sub-region would need to prioritise and significantly increase the investment in the PT system (services and infrastructure). While the increase in investment might seem costly, on a per person moved comparison, it achieves greater value for money.

Due to the high private vehicle usage, Tauranga's per capita transport related emissions are higher than Wellington's and Dunedin's. There are considerable environmental benefits as a result of moving more people more efficiently via an enhanced PT system. It is estimated one bus can remove as many as 30 single occupancy vehicles. As more people use PT, particularly when travelling

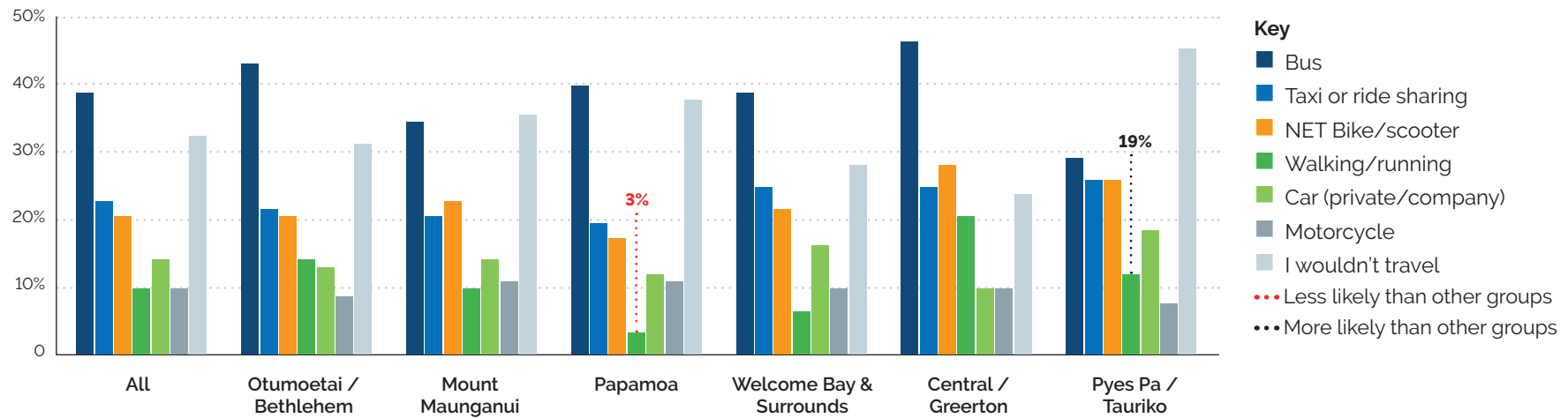
for work and school purposes, the potential to reduce the sub-region's transport emissions increases, along with our transition to a low emissions economy.

To improve our transport choices and access going forward, we will need to redesign existing bus routes, change the bus timetables, and provide additional express services for commuters. These service improvements will need to be supported by significantly more high occupancy vehicle priority lanes, park and ride facilities, bus shelters, additional PT capacity, parking strategies, and real time information, all of which improves the transport system. Demand management tools such as pricing will also need to be explored.

Some of these changes will take place as the Bay of Plenty Regional Council and partners complete the planned Stage 3 review of the PT system. Undertaking this review, and other changes, will build on the existing foundations and provide greater transport choice. Providing enhanced transport choices improves everyone's access to the vital social and economic opportunities throughout the sub-region.

³⁴ This comparison is based on the operational expenses of the bus system and does not include commuter rail operational expenses.

Figure 21
Public survey on Tauranga transport choices, 2019*



* How you would like to travel if you had the choice

Access to jobs

Connecting people with jobs through access and transport choice, and enabling productive labour markets, is an essential factor for our economy and wellbeing. Our urban form and transport systems are essential for enabling good access. Figure 22 shows employee densities and is a good indicator of where jobs within Tauranga City are located. Generally speaking, there are higher employee densities in the Te Papa Peninsula and Mount Maunganui.

In addition to the urban employers, the kiwifruit industry is a significant employer within the sub-region, providing permanent full-time equivalent positions for about 6,000 people. There are a similar number of seasonal staff. Providing transport for these workers is difficult because of the dispersed locations of kiwifruit orchards and packhouses. As such, many workers are very reliant on private vehicles or shared transport to access horticulture-based jobs.

Figure 23 shows the majority of people within the sub-region are able to access employment within 30 minutes by different modes, but there are some who cannot.

The information for figure 23 is from the Tauranga Transport Model. The graphic shows the percentage of jobs accessible by different modes in 2018 and then in 2031. While there have been improvements to the PT system and more are planned, if further

improvements do not take place, people will only be able to access approximately 25% of jobs by PT compared to nearly 60% by car. This is a significant issue to consider particularly as providing greater access via PT to jobs is one of the most effective ways to manage traffic growth and congestion in peak periods.

In looking at this information, it is important to recognise the modelling outputs assume there are no further improvements to the transport system from 2018. Further, there is no consideration of the significant first and last mile factors relevant for all trips via each mode (i.e. finding a carpark, getting changed after a bike ride, and walking to the bus stop etc). It is also important to recognise modelling outputs are useful in providing an indication of what might happen in the future based on a series of agreed assumptions of what is happening today.

Without improvements to housing and transport choice, reliable access via car and PT in the sub-region will decline, and emissions will increase, along with inequality gaps. UFTI is an opportunity for us to develop the necessary solutions to ensure we have good housing and transport choices that are not solely dependent on private vehicles. Doing so, will improve the wellbeing and liveability of our sub-region and communities, and our overall social and environmental outcomes.

The following documents contain more information about Challenge 1:

- Council's 2018-2028 Long-Term Plans
- Western Bay of Plenty PT Blueprint, 2017
- Regional Public Transport Plan, 2018 + May 2019 Variation
- SmartGrowth, Research Report, Housing Need and Demand in Tauranga and Western Bay of Plenty, December 2017, Livingston and Associates Ltd / Community Housing Solutions Ltd
- Western Bay of Plenty Vital Signs 2018
- SmartGrowth Proposed Future Development Strategy 2018
- SmartGrowth Development Trends – Technical Report 2018
- Draft Tauranga Transport Programme 2018
- Veros Property Services, Western Bay of Plenty Sub-Region, Residential Development Capacity Review, May 2019 (prepared for Tauranga City Council)

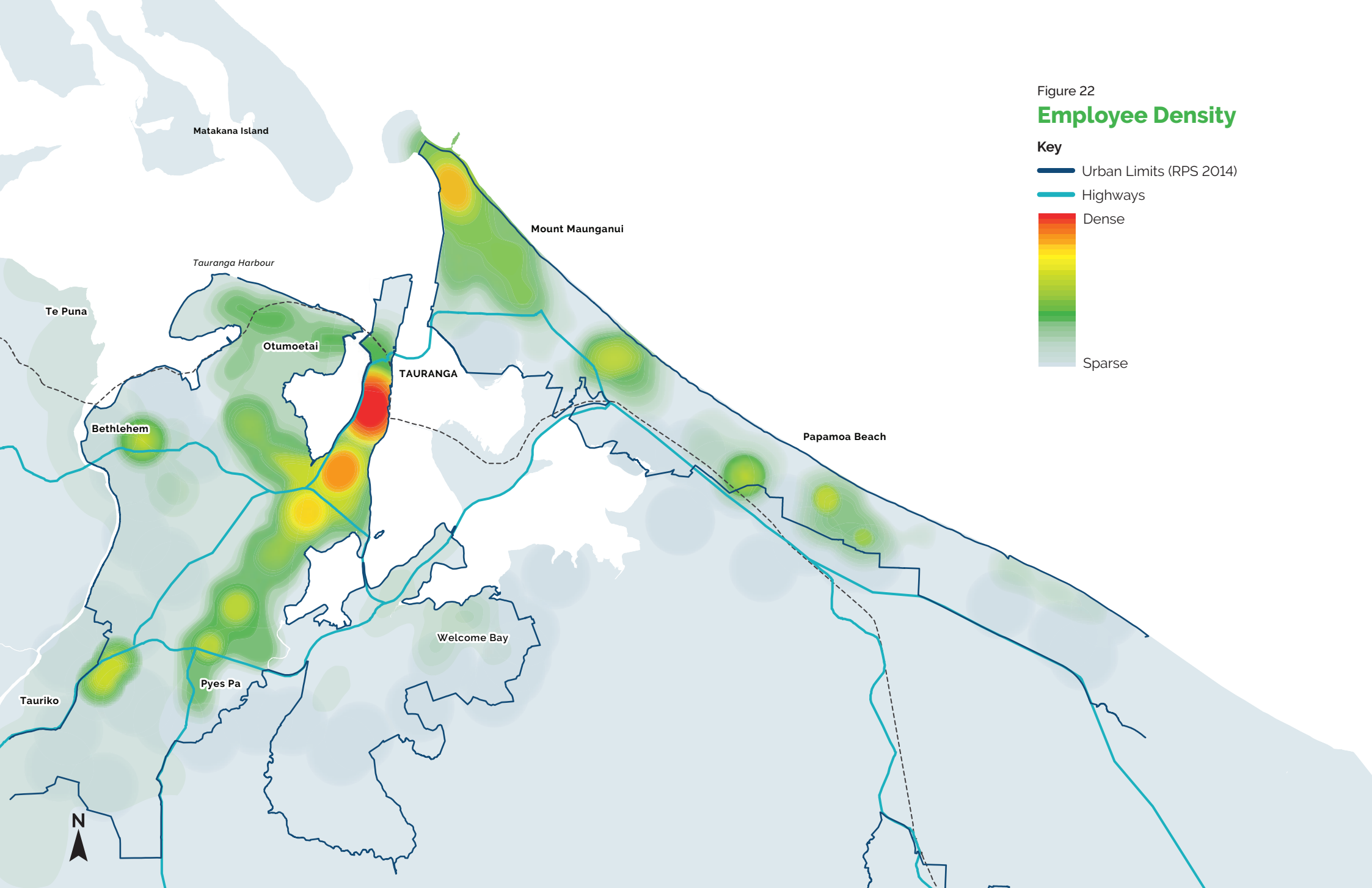
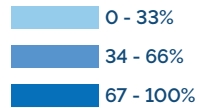


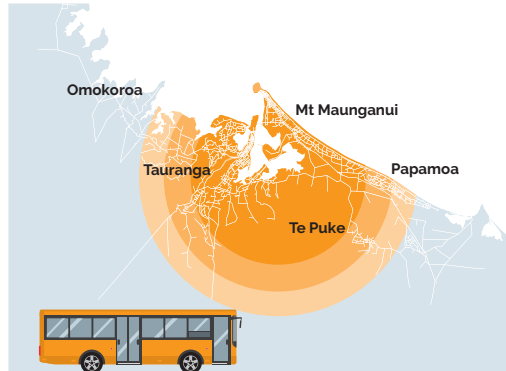
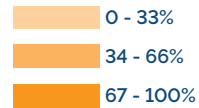
Figure 23

Jobs that are accessible within 30 mins via car, bus and bike.

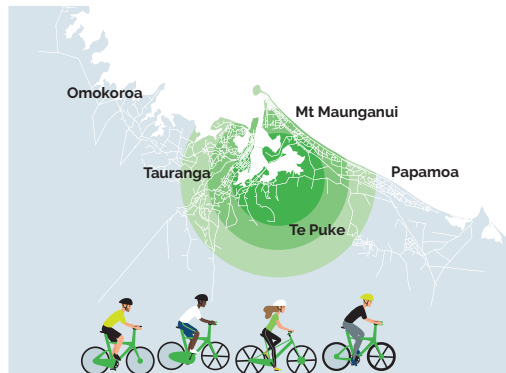
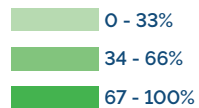
Percentage of jobs available within 30 minutes by car in 2018



Percentage of jobs available within 30 minutes by Public Transport in 2018

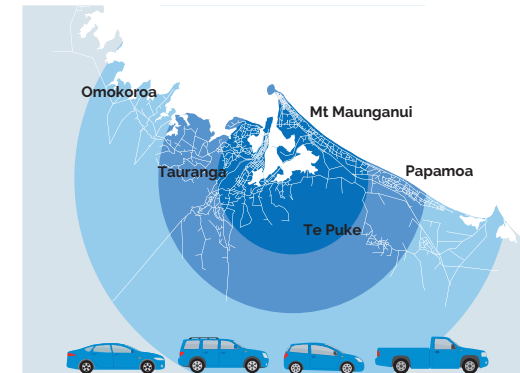
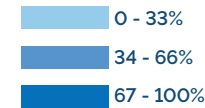


Percentage of jobs available within 30 minutes by bike in 2018



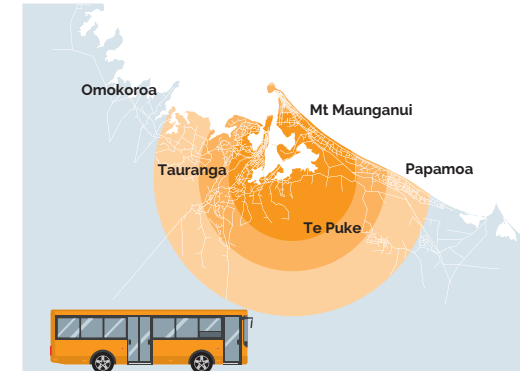
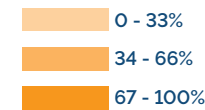
Percentage of jobs available within 30 minutes by car in 2031

(no new transport improvements)



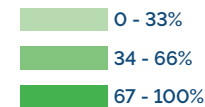
Percentage of jobs available within 30 minutes by Public Transport in 2018

(no new transport improvements)



Percentage of jobs available within 30 minutes by bike in 2018

(no new transport improvements)



Based on the Tauranga Transport Model

Ngangahau a Rohe/

Creating a vibrant sub-region

Challenge 2

The ability to access community facilities, and infrastructure³⁵ levels of service are not aligned with community needs and expectations and are impeding the ability of people to fully enjoy the Bay of Plenty lifestyle.

The western Bay of Plenty sub-region is a naturally beautiful place. Residents value the natural environment, connectedness, and open spaces more than anything else.³⁶

As figures 24 and 25 show around 260,000 people will call the western Bay of Plenty sub-region home by 2063.³⁷ Many people choose to live here for the quality of life based around access to the coast and surrounding natural landscapes. This strong growth, which is unlikely to slow down in the near future, is

putting significant pressure on our facilities and infrastructure.

The sub-region's infrastructure and funding are struggling to keep pace with the growth occurring. It is a challenge for the sub-region's councils to ensure that there is sufficient new infrastructure for growth as well as maintaining current levels of service. There is a tension between community expectations and managing council debt levels, particularly in an environment where rates are the dominant local government funding tool.

³⁵ Hard and soft infrastructure including physical networks necessary for the functioning of a place/city i.e. road, railways, pipes; and structures and places that support and maintain community wellbeing i.e. parks and recreational facilities, libraries, medical and educational centres.

³⁶ *Western Bay of Plenty Vital Signs 2018*

³⁷ NIDEA (University of Waikato) for the SmartGrowth partnership, *Review of Demographic and Labour Force Projections for the Bay of Plenty Region for the Period 2013 – 2063*, 2014

Figure 24

Forecast growth in the western Bay of Plenty sub-region 2018-2048



in western Bay of Plenty sub-region in 2018

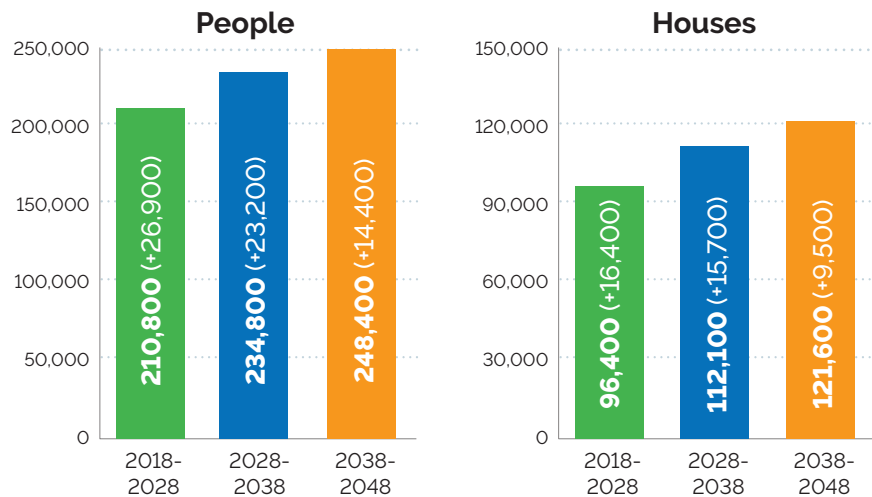
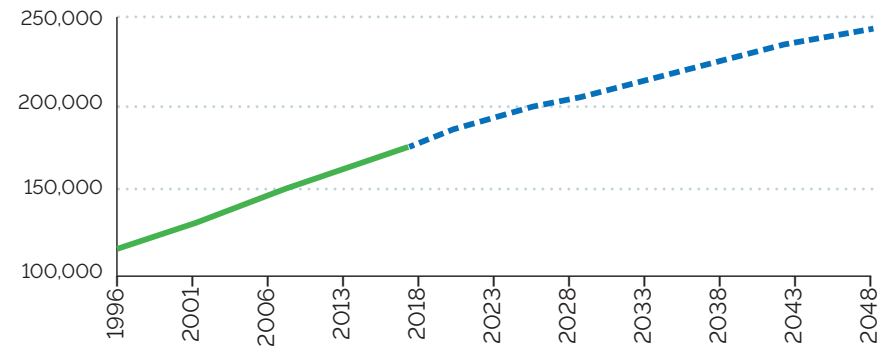


Figure 25

Total sub-regional population increase past and future



The rapid growth of the last 20 years will slow only gradually over the next 30 years.

There are differing levels of expectations depending on where people live, especially in relation to transport and how we move around. Western Bay of Plenty residents place more importance on improving the roading network and the bus service. Tauranga based residents have a greater emphasis on improving walkways and expanding cycle networks. Either way, we all want to see improvements in the transport network across all modes.

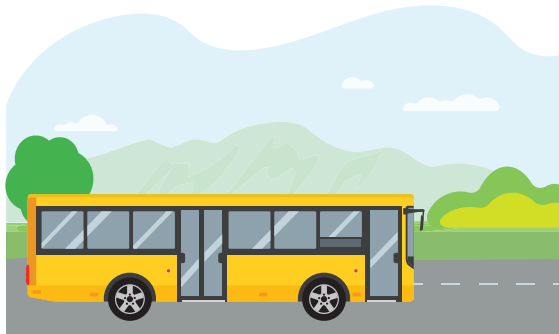
With the sub-region's increasing population

and economic growth, simply building more roading capacity to move more single occupancy vehicles is not a feasible solution. Increasingly cities internationally and throughout Australasia are realising that traffic growth, delays, and congestion cannot be solved by providing more road capacity for single occupancy vehicles. Instead, we must focus on how we enable the effective and efficient movement of people and goods, often through the same spaces. Doing so will significantly improve the community wellbeing and productivity of the sub-region.

While some additional roading capacity and intersection improvements may be required in certain places to improve traffic flows and enhance public transport and modal shift, we also need to focus on maximising and making the best use of the existing transport network first. Doing so will mean we look at how we can make better use of the parallel routes where these are available, optimise intersections, and improve traffic flows through better management of access to side roads. These potential improvements will need to be carefully considered.

Figure 26

Priorities for moving around



Western Bay of Plenty residents outside Tauranga place more importance on improving roading design, new arterial roads and the bus service compared to those living in Tauranga.

Western Bay of Plenty Vital Signs 2018



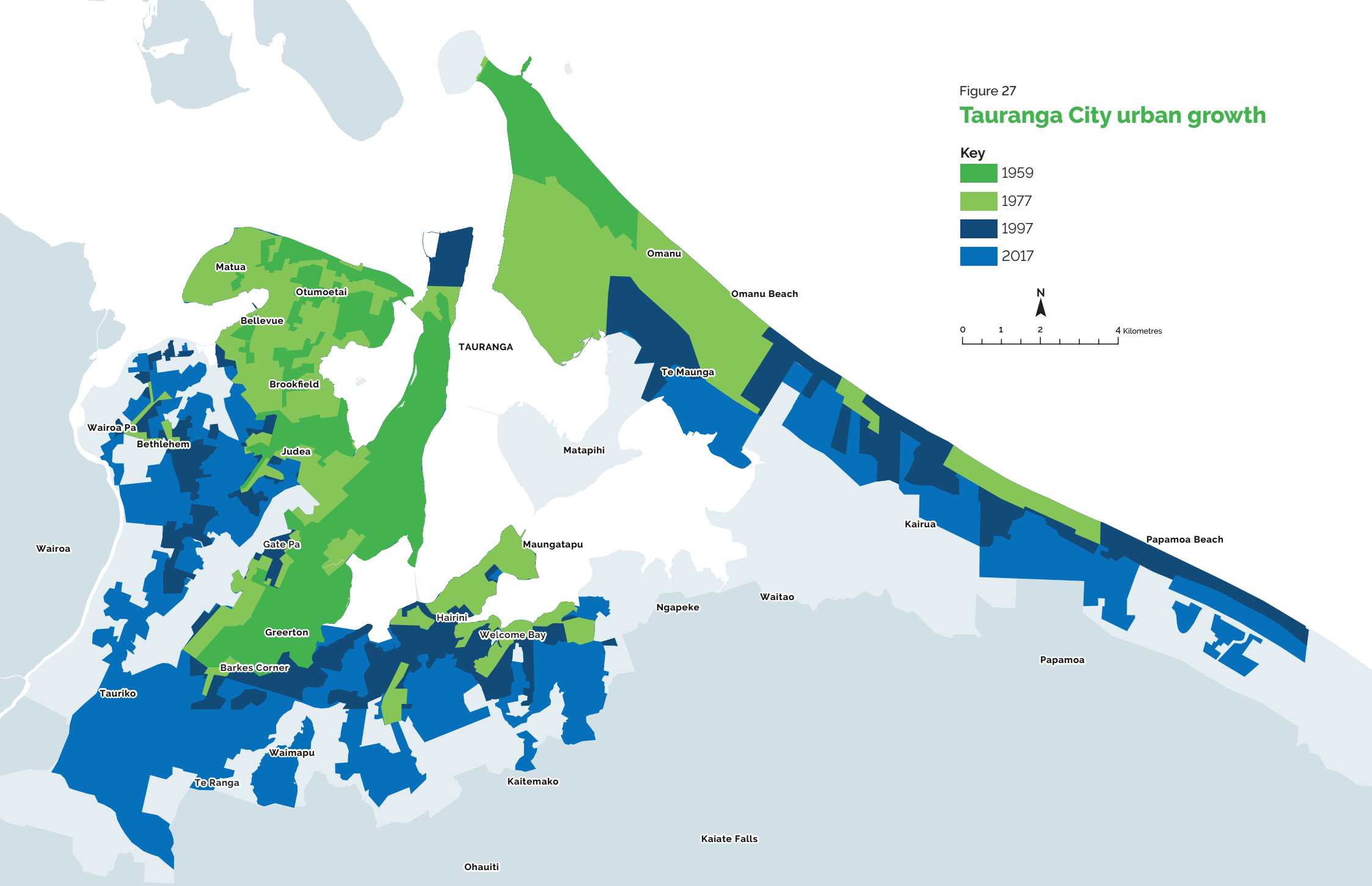
Tauranga residents place more importance on improving walkways, and expanding cycle networks and facilities compared to those in the rest of the Western Bay of Plenty.



Residents of Maketū/Te Puke and Te Papa/Welcome Bay see improving the bus service and making public transport more affordable as key priorities.

Figure 27

Tauranga City urban growth



Ongoing residential and commercial development outside the existing developed city and township areas is causing issues in terms of connecting people and enabling access within the sub-region. It is also putting pressure on limited financial resources to supply new and expensive infrastructure and develop community facilities that support our needs and expectations. Because of the widening development footprint and desire for a coastal lifestyle, more people are needing to travel longer distances, which increases travel times and reduces our productivity.

Daily traffic has increased by around 8% per annum in Tauranga City.³⁸ With freight, service vehicles and commuters travelling the same corridors, often at the same peak times, there are conflicts between movements going to the Port of Tauranga and the significant volumes of commuter traffic accessing employment. The

cumulative effect of the western Bay of Plenty's growth is having a substantial impact on the wellbeing and productivity of our communities.

A significant aspect to the communities' quality of life is access to community facilities such as playgrounds, parks, community centres, libraries and sport and recreation facilities which are critical to well-functioning communities. These facilities are vital in supporting and enabling wellbeing. Poor or no access to these facilities can result in exclusion and poor health outcomes. Planning for, and delivery of, the necessary social infrastructure to support the changes in the urban form and transportation systems, will be critical to the health and wellbeing of western Bay of Plenty both now and in the future.

³⁸ Bay of Plenty Regional Land Transport Plan 2018

The following documents contain more information about Challenge 2:

- Draft Tauranga Transport Programme, July 2018
- Bay of Plenty Regional Land Transport Plan, 2018
- Tauranga Urban Strategy, 2018
- Partner Local Government Long-Term Plans including Infrastructure Strategy 2018-2028
- Sizing up the City; Urban Form and Transport in New Zealand, 2010
- SmartGrowth Proposed Future Development Strategy, 2018
- Review of Demographic and Labour Force Projections for the Bay of Plenty Region for the Period 2013 – 2063, 2014

Haumaru te Haere/ Safe and efficient movement

Challenge 3

Western Bay of Plenty's harbour geography and dispersed land use pattern (places of employment, education, and recreational locations), and increasing traffic volumes negatively impacts on the safe and efficient movement of people and goods

Topography and urban form

The western Bay of Plenty sub-region has a harbour-based topography, which creates planning challenges. As figure 28 shows the southern/western side of the harbour is rolling country consisting of ridges and peninsulas. Urban development in this part of the city generally takes place on the ridges rather than in the gullies that are subject to flooding. On the other side of the harbour

lies a coastal strip where development is generally constrained to a relic dune system leading to long ribbon type development along the coast.

The nature of the city, due to the peninsula development and terrain, creates network constraints and limits the availability of alternative routes. These physical constraints, combined with urban growth and the location of the port within the city, result in traffic conflicts at multiple locations, particularly at intersections. Infrastructure and demand are focused into a small number of corridors, leading to congested pinch points across the transport network.

A dispersed land use pattern has also emerged. A total of 80% of all new development in the sub-region is in greenfield areas. The urban form is polycentric in part because of the geography of the sub-region.

Tauranga, like other medium and small cities in New Zealand, has a relatively low population-weighted density and has experienced little change in density despite growing strongly. Tauranga's density changed by only 5% between 2001 and 2013 while Auckland's increased by 33%.³⁹ More recently housing densities in Tauranga

City have increased, and will need to increase further to accommodate the expected growth.

A focus on converting rural land on the edges for urban development has encouraged this polycentric urban form. This settlement pattern has resulted in dispersed and multiple housing, education, employment, and recreational locations across the sub-region. As such, the current land use pattern across the sub-region forces people to travel to live, learn, work, and play, which is both inefficient and less safe.

A dispersed land use pattern is also costly. Greenfields are often viewed as the easiest and cheapest option, however providing the necessary infrastructure for greenfield land is expensive, particularly from a transport cost point of view. Developers only contribute to part of this cost through development contributions. Ratepayers and taxpayers help subsidise new development through council-provided infrastructure and central government funded transport infrastructure.⁴⁰ It is this cost and funding model that has encouraged strong greenfield growth, often resulting in dispersed land use patterns in the western Bay of Plenty sub-region and in other parts of New Zealand.

³⁹ Nunns (MRCagney), *Population Weighted Densities in New Zealand and Australian Cities: A New Comparative Dataset*, 2014

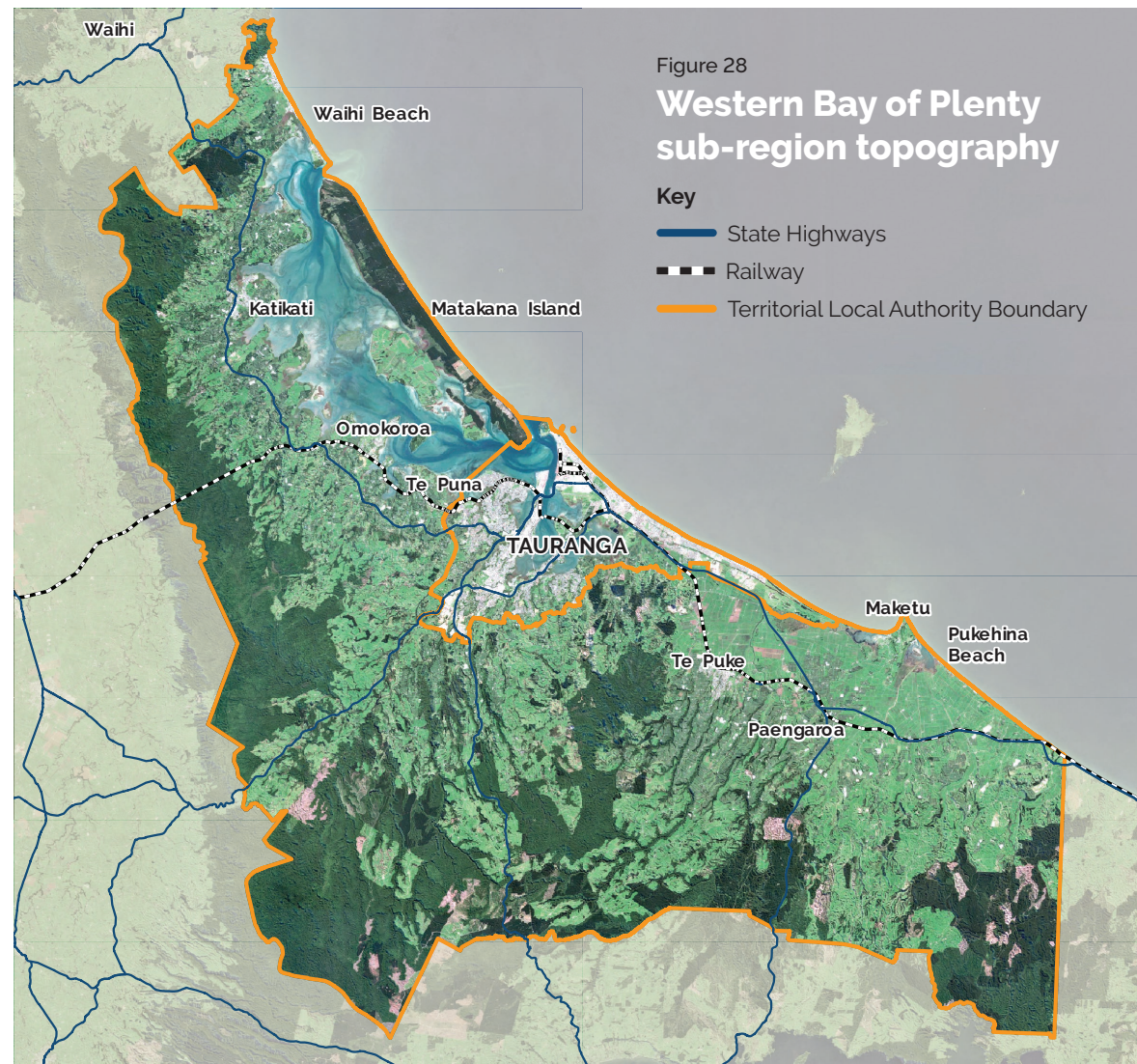
⁴⁰ *Auckland Economic Quarterly*, February 2019; CIE, *Cost of Residential Servicing*, 2015

Figure 29 illustrates where people are travelling from to access the Te Papa Peninsula. The pattern is one of dispersal and some significant travelling distances from different parts of the sub-region.

The other aspect that is important is the location of community facilities. Where key facilities are located within the sub-region, can have a direct impact on the transport movements people are willing to make to access these facilities. This is particularly so with the harbour and peninsula-based geography.

Figure 30 graphically shows the results of Bay Venues' pool visitor survey, completed in 2017. Based on the survey, the main users of the pool facilities tend to be locally based and generally visit the local pool facilities. However, there are some exceptions, such as Baywave which is attracting people from a wider catchment including from across the other side of the harbour. The survey does not include any other sub-region recreational facilities such as the TrustPower Arena or Blake Park which could generate additional cross-movements. We are developing further analysis to test the significance of any people travelling across the harbour to access recreational and community facilities.

What we do know is that expecting a transport system to provide high performing connections between the multiple housing, educational, employment, and community hubs across the sub-region using mainly private vehicles is ineffective and inefficient. Transport systems like this often lead to poor road safety outcomes, and an unsustainable reliance on private vehicles to move people and goods.



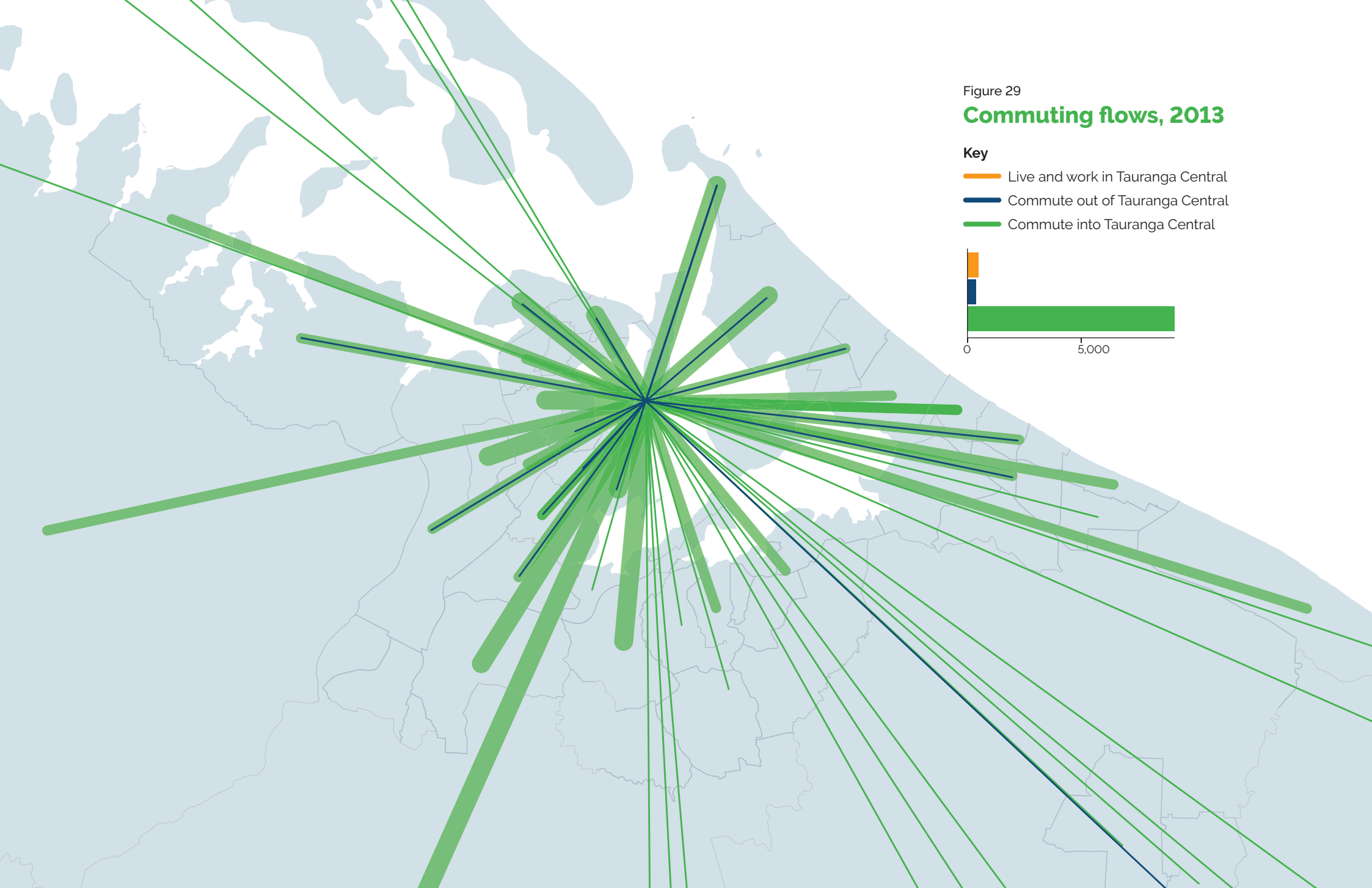
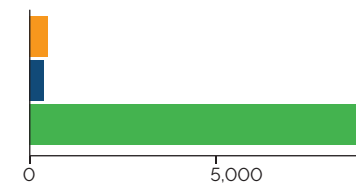


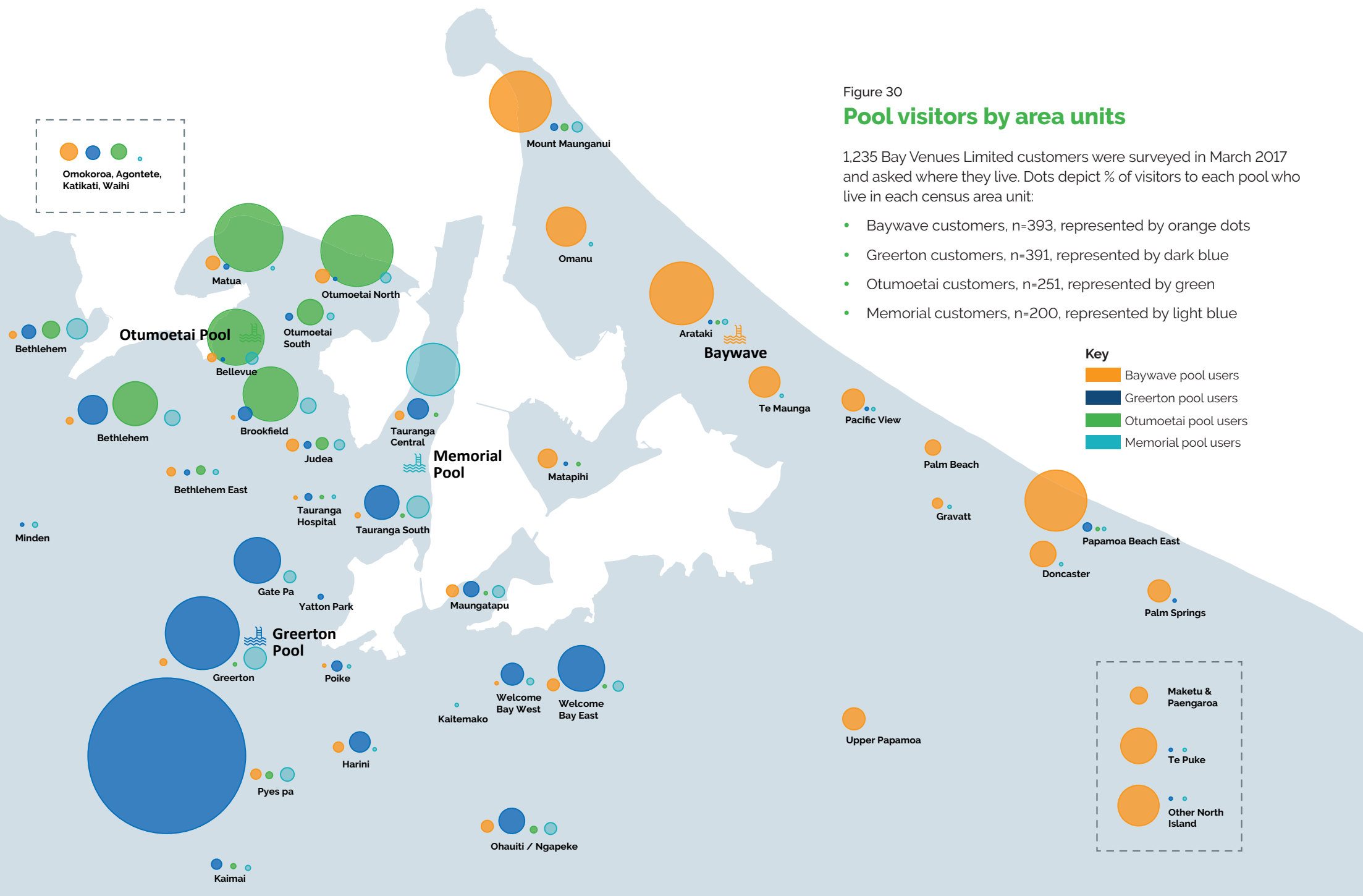
Figure 29

Commuting flows, 2013

Key

- Live and work in Tauranga Central
- Commute out of Tauranga Central
- Commute into Tauranga Central



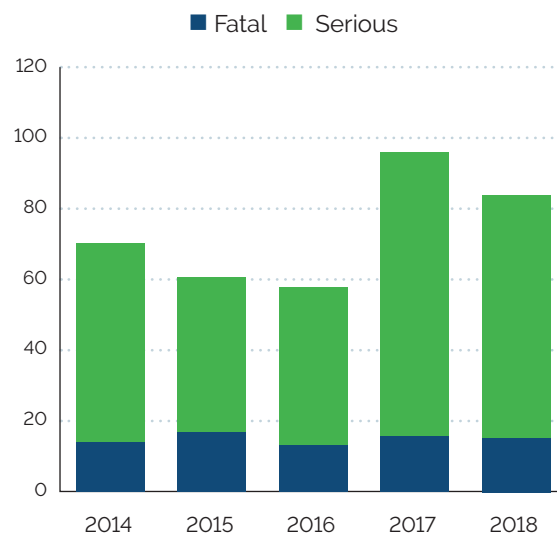


Safe and efficient movement

Road safety

In the five-year period to the end of 2018, 84 people died and 368 were seriously injured when using the western Bay of Plenty sub-region's transport system. Unfortunately, the number of fatalities has remained stubbornly consistent over the five-year period, whilst serious injuries have been higher in the last two years than previously as shown in figure 31.

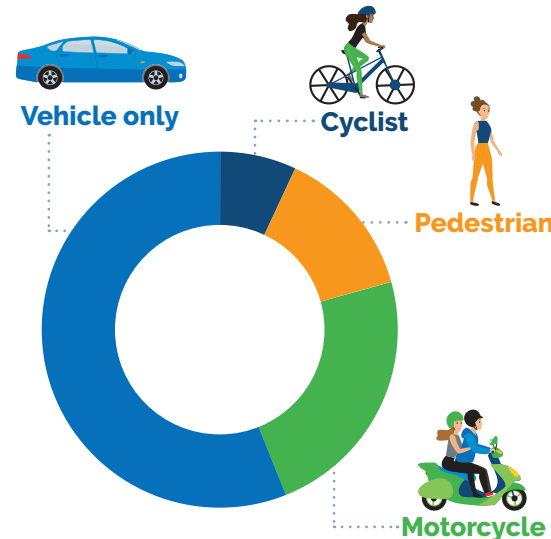
Figure 31
Crashes by road type
Western Bay of Plenty Sub-region



A high number of crashes involve pedestrians and cyclists (45%), and motorcycles and mopeds (23%) as shown in figure 32. Trucks are involved in around 9% of crashes. As figure 33 shows over half of all deaths and serious injuries occur on the open road, often on state highways.

Deaths and serious injury crashes in the urban areas are more likely to involve people walking, cycling or on a motorbike. These users have

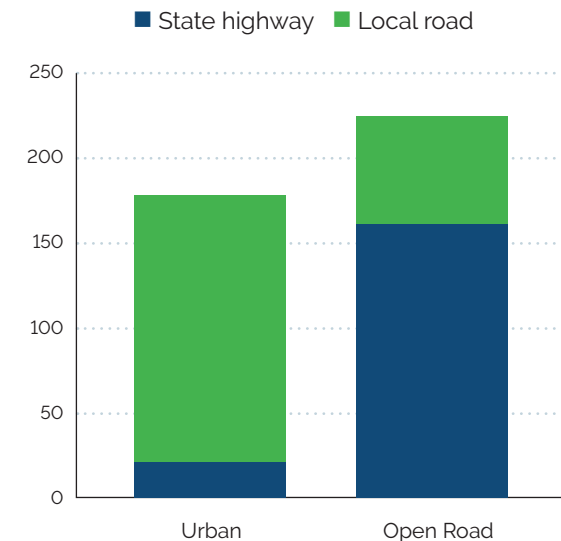
Figure 32
Crashes by road users involved



significantly lower levels of protection in a crash.

The social cost of the deaths and serious injuries over the last five-years is estimated at \$535.8m.⁴¹ The social cost of deaths and serious injuries does not consider the wider wellbeing impacts often felt across the community, as people support those who have lost a loved one or are recovering from serious injuries.

Figure 33
Road Types



⁴¹ Based on the 2018 value of statistical life.

Figure 33

Death and serious injury crashes in western Bay of Plenty sub-region, 2013-2018

Key

- State highways
- Deaths
- Serious injuries

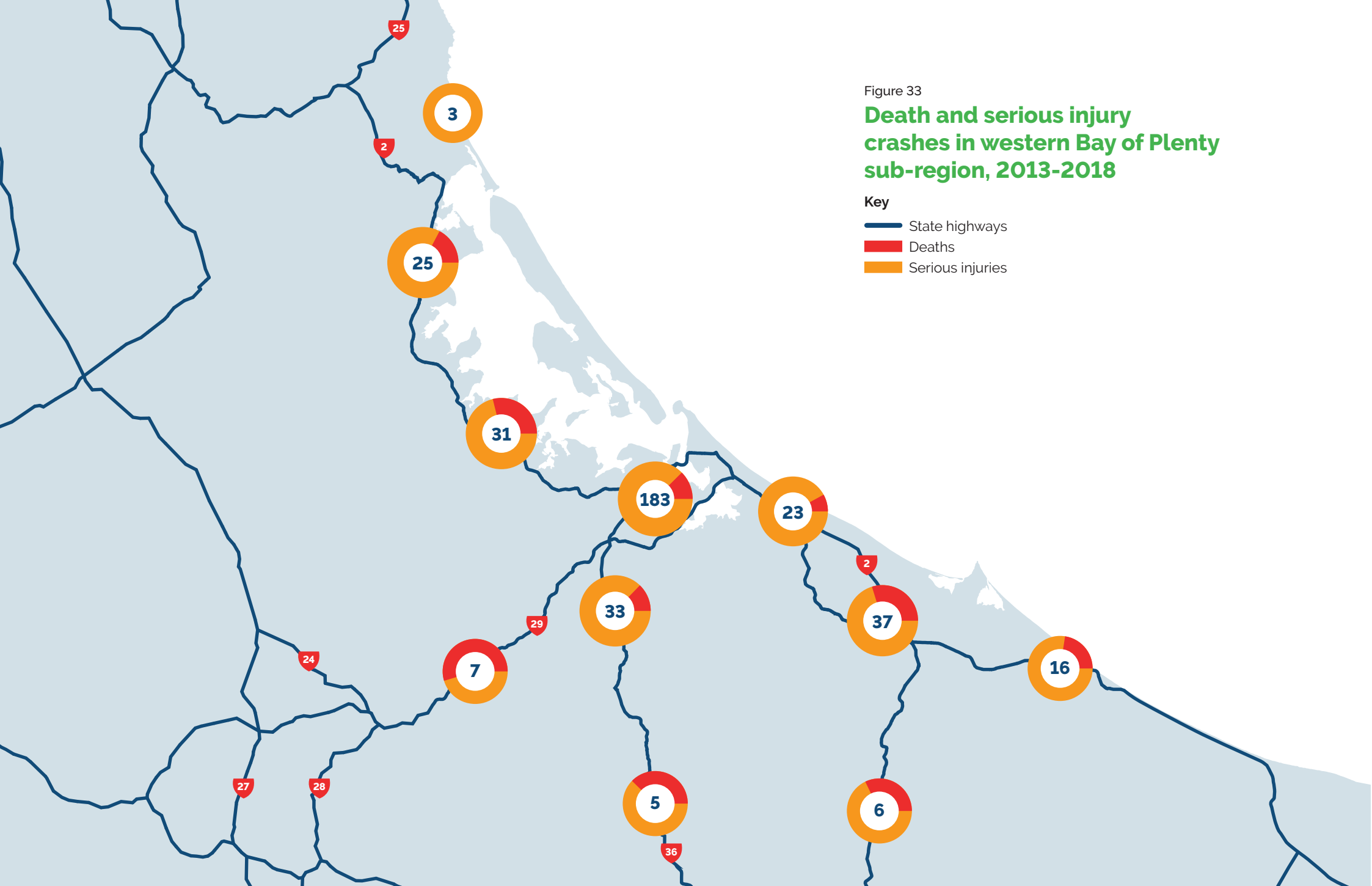
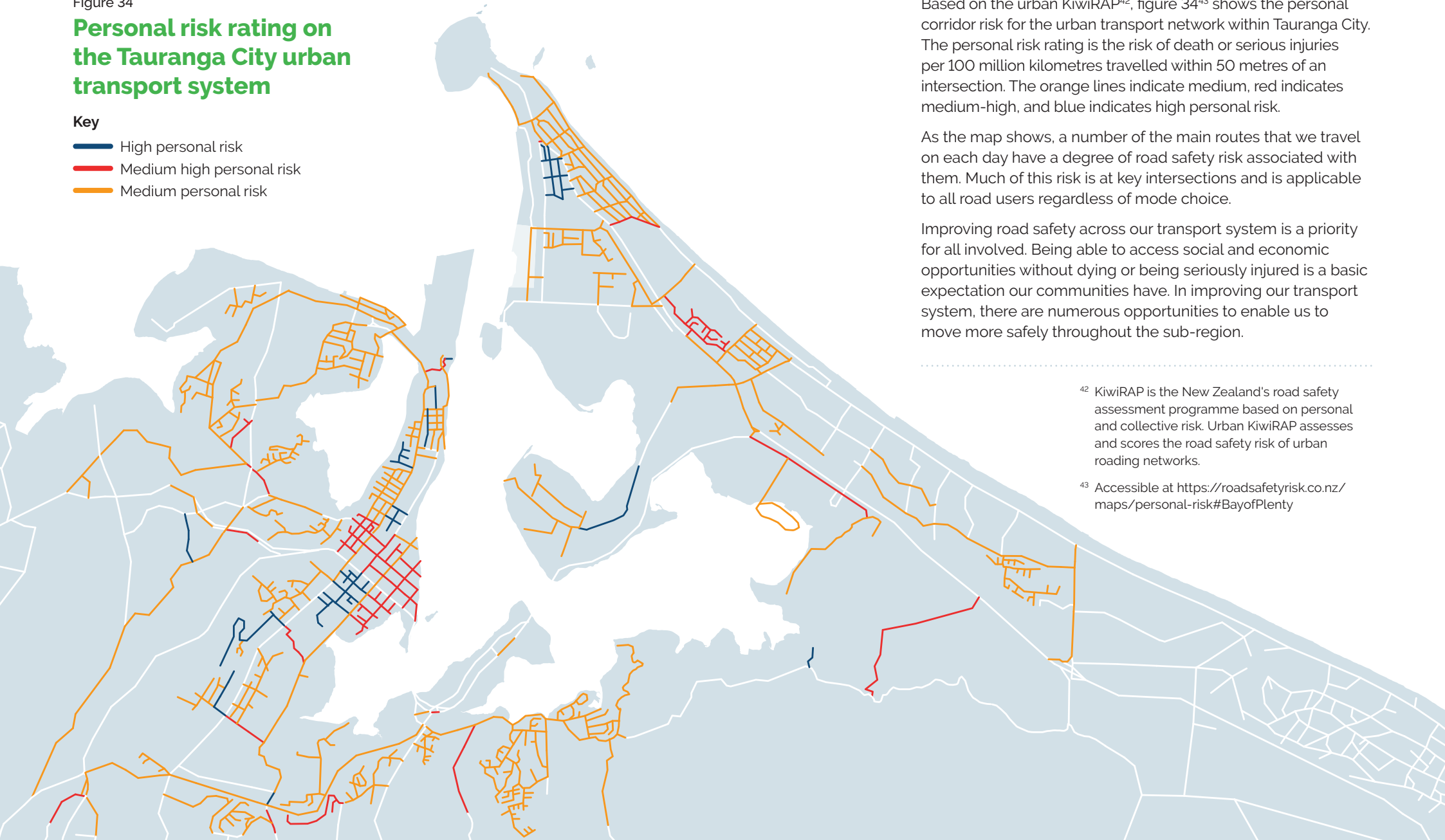


Figure 34

Personal risk rating on the Tauranga City urban transport system

Key

- High personal risk
- Medium high personal risk
- Medium personal risk



Based on the urban KiwiRAP⁴², figure 34⁴³ shows the personal corridor risk for the urban transport network within Tauranga City. The personal risk rating is the risk of death or serious injuries per 100 million kilometres travelled within 50 metres of an intersection. The orange lines indicate medium, red indicates medium-high, and blue indicates high personal risk.

As the map shows, a number of the main routes that we travel on each day have a degree of road safety risk associated with them. Much of this risk is at key intersections and is applicable to all road users regardless of mode choice.

Improving road safety across our transport system is a priority for all involved. Being able to access social and economic opportunities without dying or being seriously injured is a basic expectation our communities have. In improving our transport system, there are numerous opportunities to enable us to move more safely throughout the sub-region.

⁴² KiwiRAP is the New Zealand's road safety assessment programme based on personal and collective risk. Urban KiwiRAP assesses and scores the road safety risk of urban roading networks.

⁴³ Accessible at <https://roadsafetyrisk.co.nz/maps/personal-risk#BayofPlenty>

Efficient movements

Traffic flows are measured throughout the sub-region's transport system. The traffic flow data shows that traffic volumes are increasing and will continue to do so with growth. As outlined in figure 35, delays in the morning and evening peak periods are now normal, as figure 36 shows, in 2018 delays added, on average, an extra 11 minutes per 30-minute trip in the morning and evening.⁴⁴ To put the sub-region's peak delays into perspective, Auckland experiences an extra 18 minutes per 30 minute trip in the morning and an extra 22 minutes per 30 minute trip in the evening. Auckland is ranked 112 out of 402 cities internationally in the TomTom Congestion Index.

While the sub-region's traffic delays are modest in comparison to other main New Zealand cities,⁴⁵ the delays are expected to increase as a result of growth. To help manage the flow and people throughput, we need to consider how best to improve a number of pinch points (often intersections) throughout the sub-region and encourage more people to use different transport modes, particularly when travelling to work and school.

Figure 35

Workdays peak congestion

Congestion statistics during morning and evening peaks

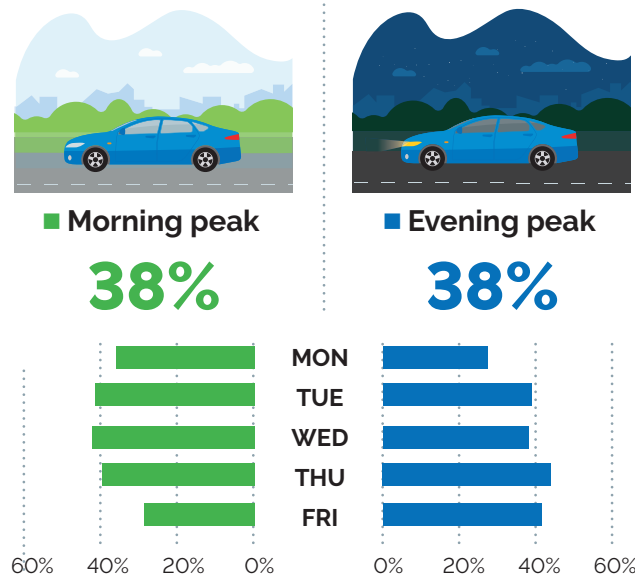
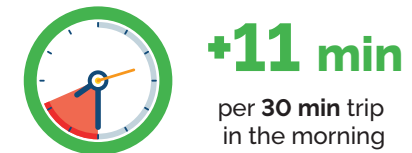


Figure 36

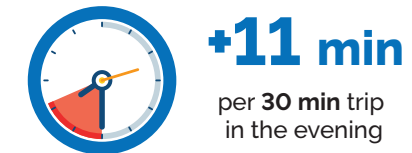
Extra travel time in peak hours

Additional time spent in the car during peak hours

Morning



Evening



⁴⁴ Based on the TomTom congestion index and data available for Tauranga (see https://www.tomtom.com/en_gb/traffic-index/tauranga-traffic#statistics). The information presented is based on average data and does not reflect that people travelling on some key corridors are likely to experience longer delays than the average.

⁴⁵ Based on the TomTom congestion 2018 index, Tauranga's congestion is ranked 298th out of 403 cities globally. Compared to the main New Zealand Cities (Auckland, Wellington, Christchurch, Hamilton, Dunedin, and Tauranga), Tauranga's traffic delays are ranked as the least congested. Rankings are based on average delay across the 2018 calendar year.

To better understand the average delay of 11 minutes per 30 minutes of travel it is important to look at a number of the key routes within the sub-region, and where the delays are occurring. This is useful as some routes have greater delays and traffic volumes at peak times. The maps (figures 37 and 38) show the average harmonic speed on eight key routes going into Tauranga during the morning peak and travel out of Tauranga in the evening peak.

The graphs in figures 39 and 40, show the average harmonic speed over the morning peak (7-9.30 am), evening peak (3-6.30 pm) compared to the speed between 12-4 am where traffic is unimpeded. The average harmonic speed is for

the 2018 calendar year, and the dataset is from TomTom.

The harmonic average speed graphs for Cameron Road and SH2 from Omokoroa to Domain Road in figures 39 and 40, show the speed variability in more detail. When looking at both, the slowest speeds occur at intersections and lane merges, and are relatively consistent when compared to free flow in the early morning. There are some obvious outliers, such as Barks Corner in the evening peak and Hewletts Road during the morning and evening peaks, which will need to be considered in more detail.

The data suggests there is considerable merit

in investigating intersection optimisation options. Optimisation could mean increasing the throughput of intersections by prioritising peak directions, providing turning lanes, minimising movement conflicts, rationalising intersections, and integrating/linking intersections where possible.

In addition, because of the nature of the current transport system (a few main routes converging in the centre, and high use of private vehicles) and the dispersion of land use, there is little available or built in resilience when an incident does happen. The transport network map in figure 41 illustrates the issues when incidents do occur, for example a crash occurring on Chapel Street.



Figure 37

2018 Average harmonic speed on key routes travelling into Tauranga during weekdays at 7-9.30am

Key

- 0-30 km/h
- 30-50 km/h
- 50-70 km/h
- 70-80 km/h
- 80-100 km/h

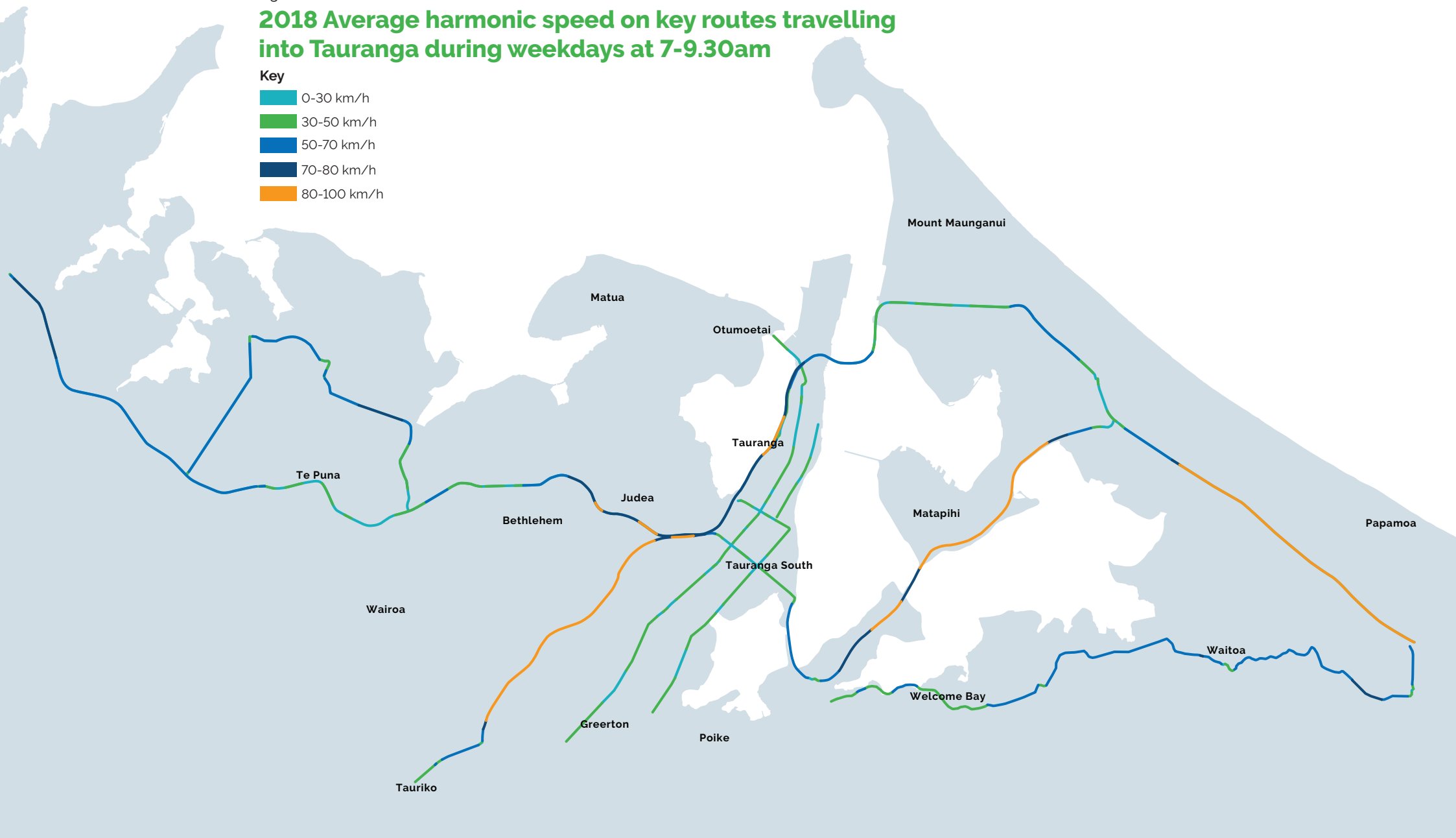


Figure 38

Average harmonic speed on key routes travelling out of Tauranga during weekdays at 3-6.30pm

Key

- 0-30 km/h
- 30-50 km/h
- 50-70 km/h
- 70-80 km/h
- 80-100 km/h

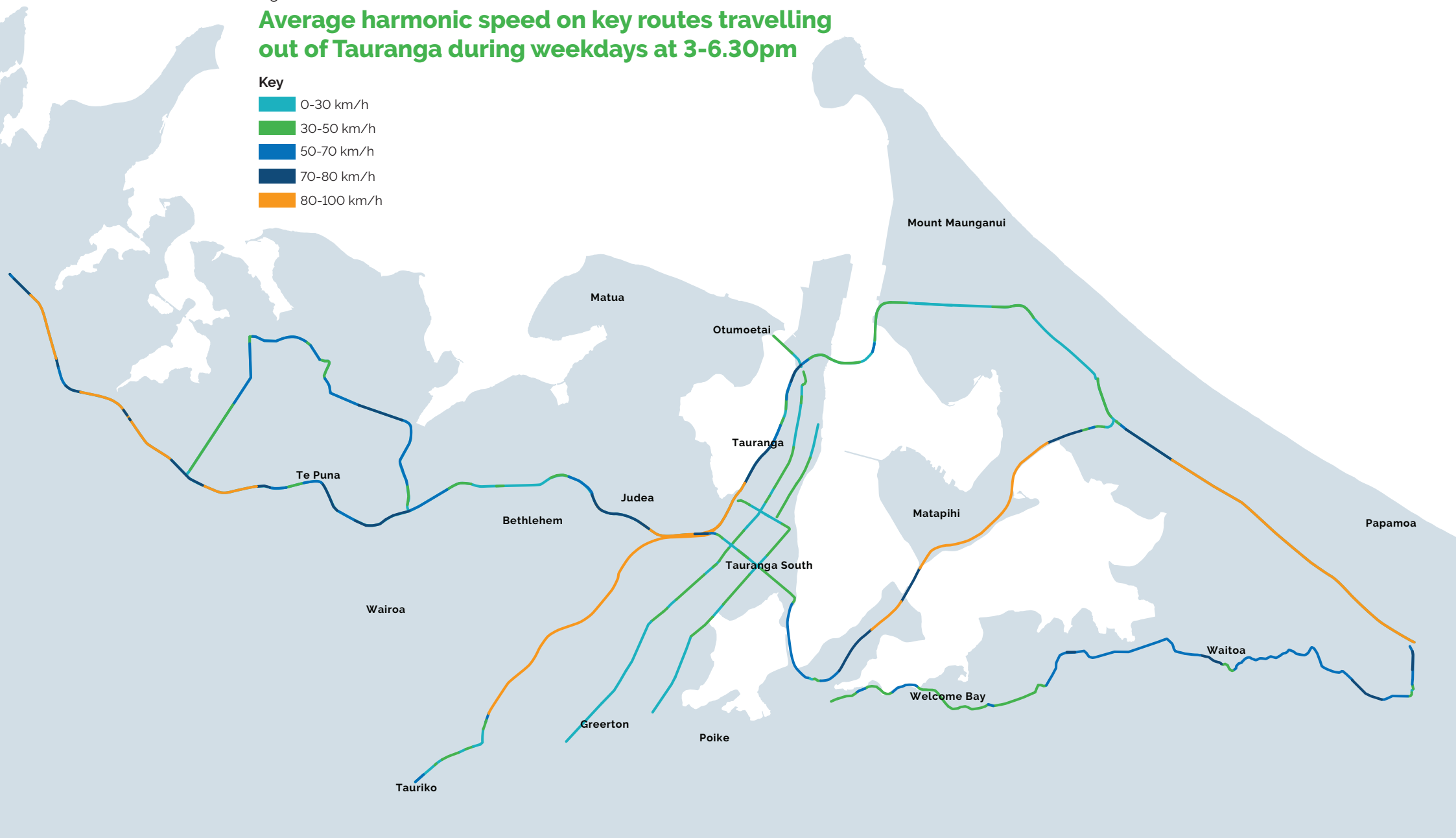
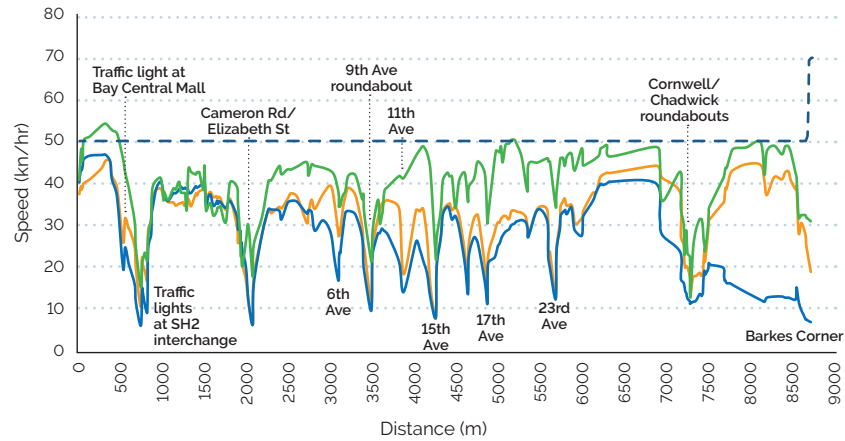


Figure 39
Harmonic average speed along route
Cameron Road: Maxwell to SH29A



Harmonic average speed along route
Cameron Road: SH29 to Maxwell

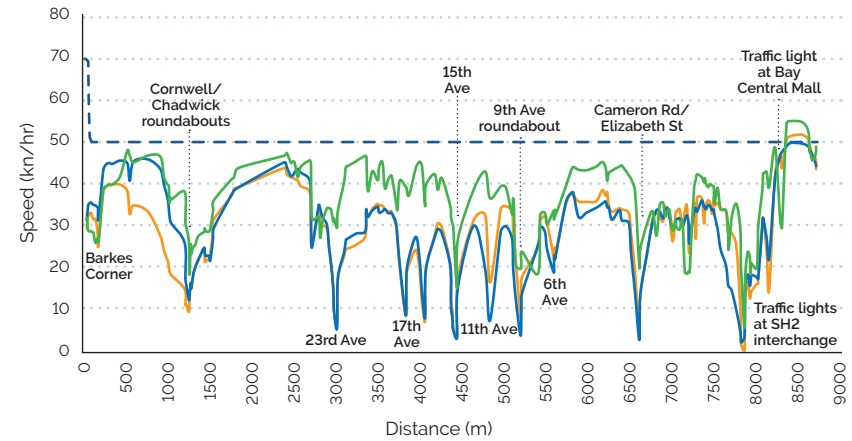
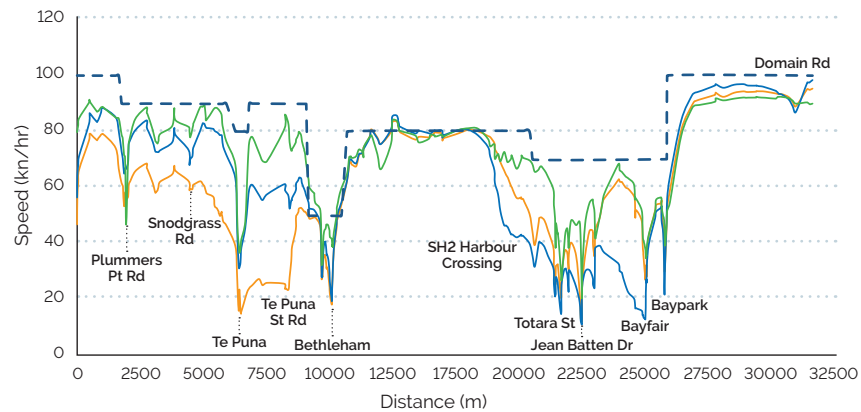
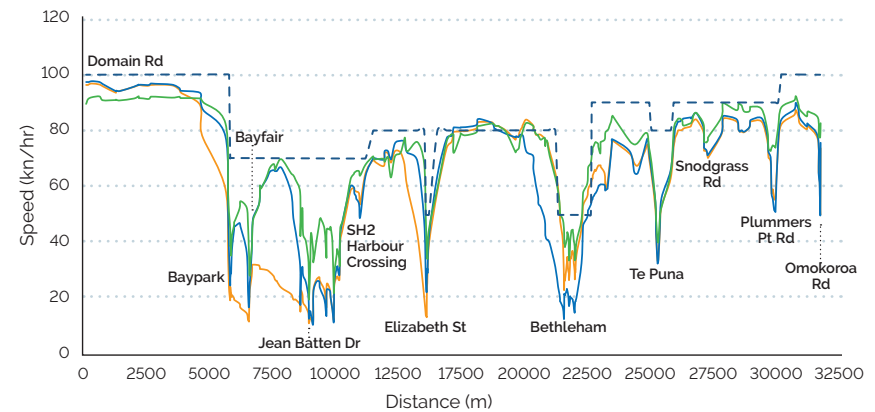


Figure 40
Harmonic average speed along route
Omokoroa Road to Domain Road



Harmonic average speed along route
Domain Road to Omokoroa Road



Speed (kph) 0700-0930 Speed (kph) 1500-1830 Speed (kph) 0000-0400 Speed Limit (kph)

As a result of this Chapel Street incident there are key corridors where traffic volumes are significantly exceeding the available corridor capacity (i.e. the red (Level of Service E) and blue lines (Level of Service F)) causing considerable delays.

Similar issues occur on the state highway network, such as SH2 coming into the sub-region, where incidents can cause considerable delays and traffic build ups. Because these incidents are unpredictable, the sub-region's transport system is not always reliable, meaning trip times can be unpredictable, causing much frustration for customers.

In addition to the reliance on some key corridors there are several key intersections where traffic backs up, particularly during peak times is causing delays. There is also a prevalence for crashes/incidents to occur at intersections. These not only cause considerable harm but also create delays.

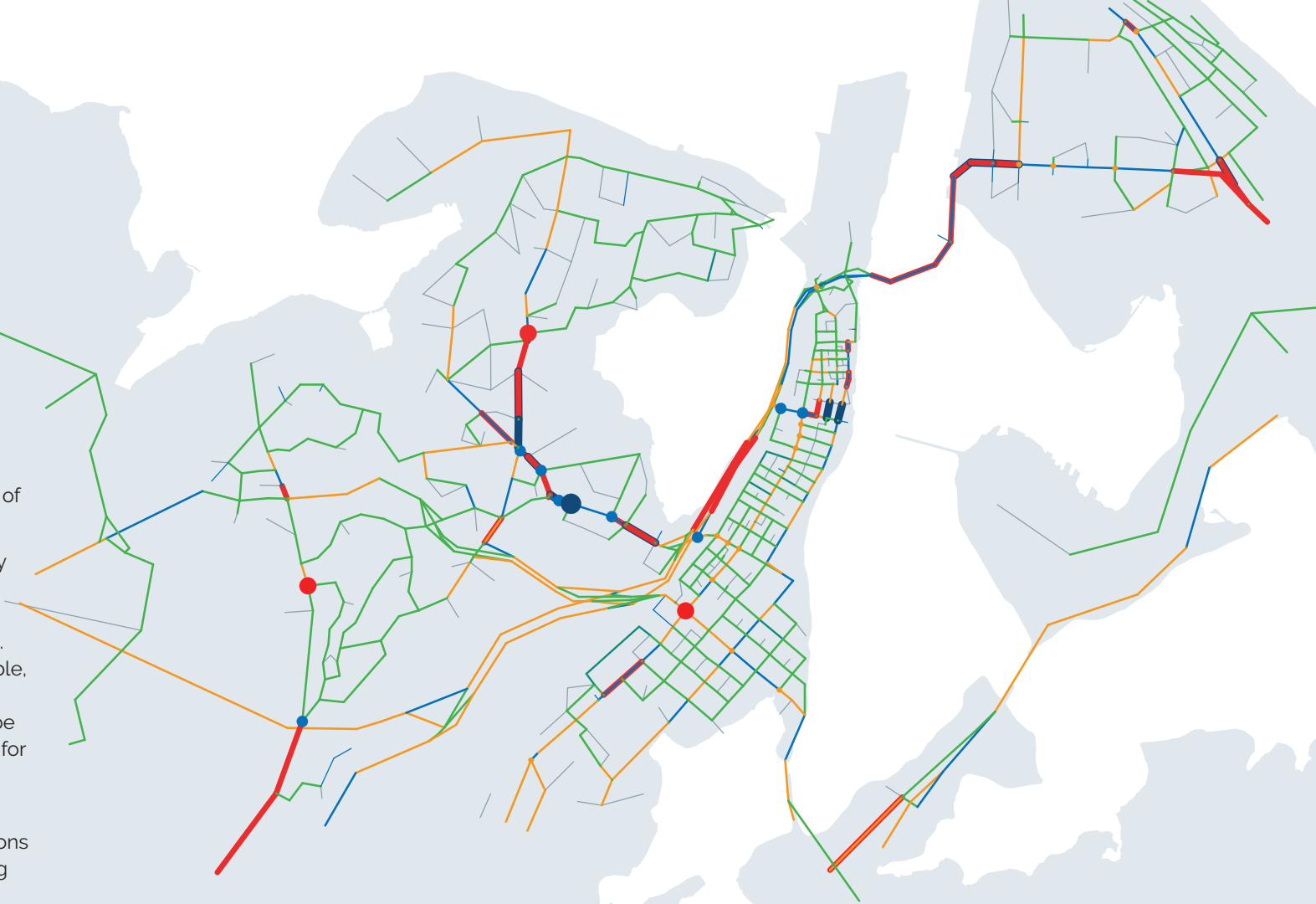


Figure 41

Modelled incident map – effect on the Tauranga urban transport system

Key

Node Level of Service

- LOS F (> 80 seconds)
- LOS E (55 - 80 seconds)
- LOS D (35 - 55 seconds)
- LOS C (>20 - 35 seconds)
- LOS A, B or C (< 20 seconds)
- Radius = Average delay (< 20 seconds)

Link Level of Service

- LOS F
- LOS E
- LOS D
- LOS C
- LOS A & LOS B



The other aspect of the sub-region's transport system is the volume of freight and goods moved throughout the region and in particular to the Port of Tauranga as shown in figures 42 and 43. Because the Port is the largest export port in New Zealand, freight volumes in the Bay of Plenty are the fourth highest in New Zealand and are forecasted to grow strongly in the future.⁴⁶

The sub-region has a strong and growing productive rural sector which is heavily reliant on access to the Port and efficient movement of freight in general. There is significant growth forecast for the kiwifruit industry in particular as well as other export-based industries. Predictable journey times via road and rail links to processing facilities and the Port is necessary for the continued growth of the productive sector.

⁴⁶ Bay of Plenty Regional Land Transport Plan 2018

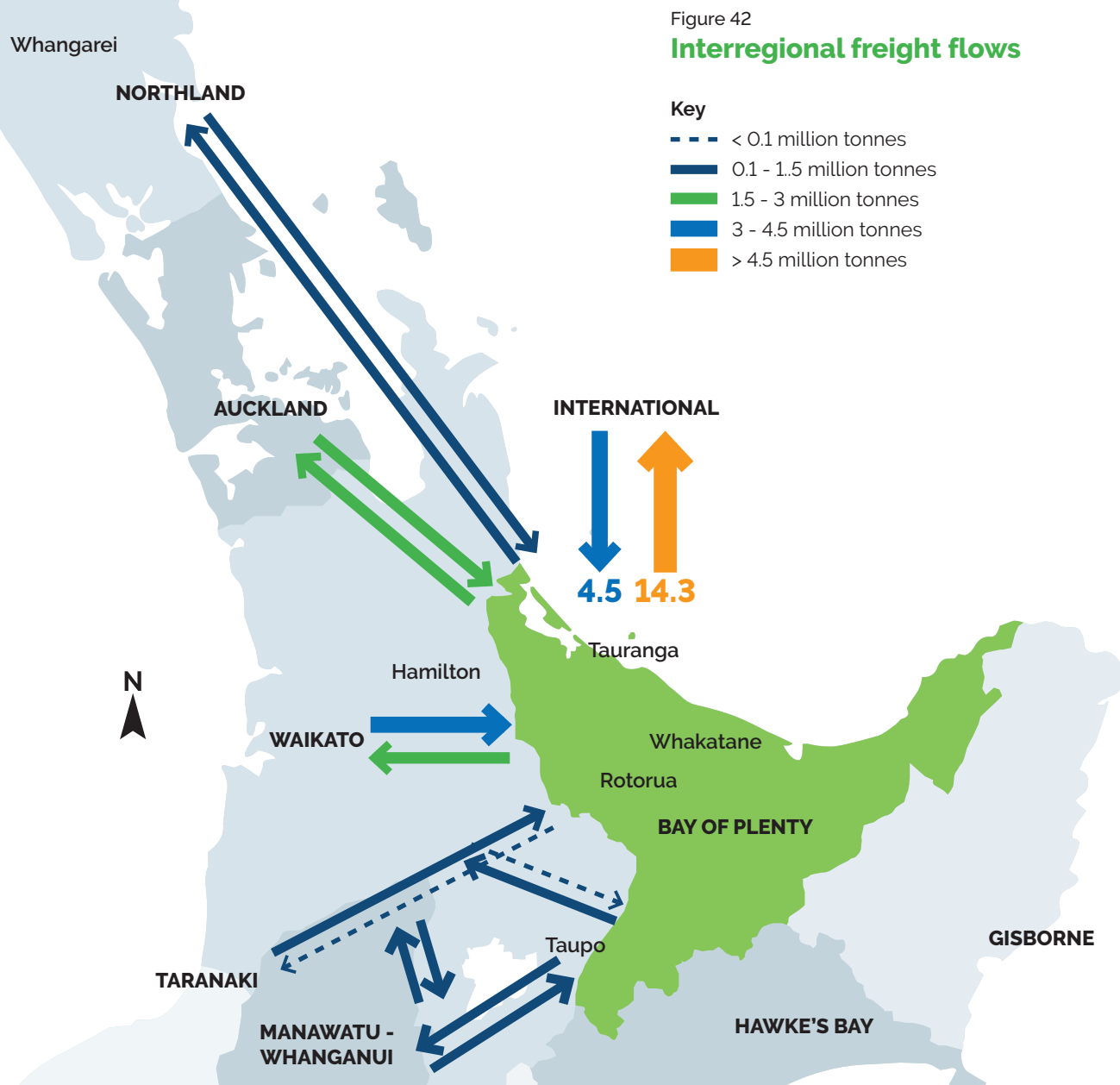
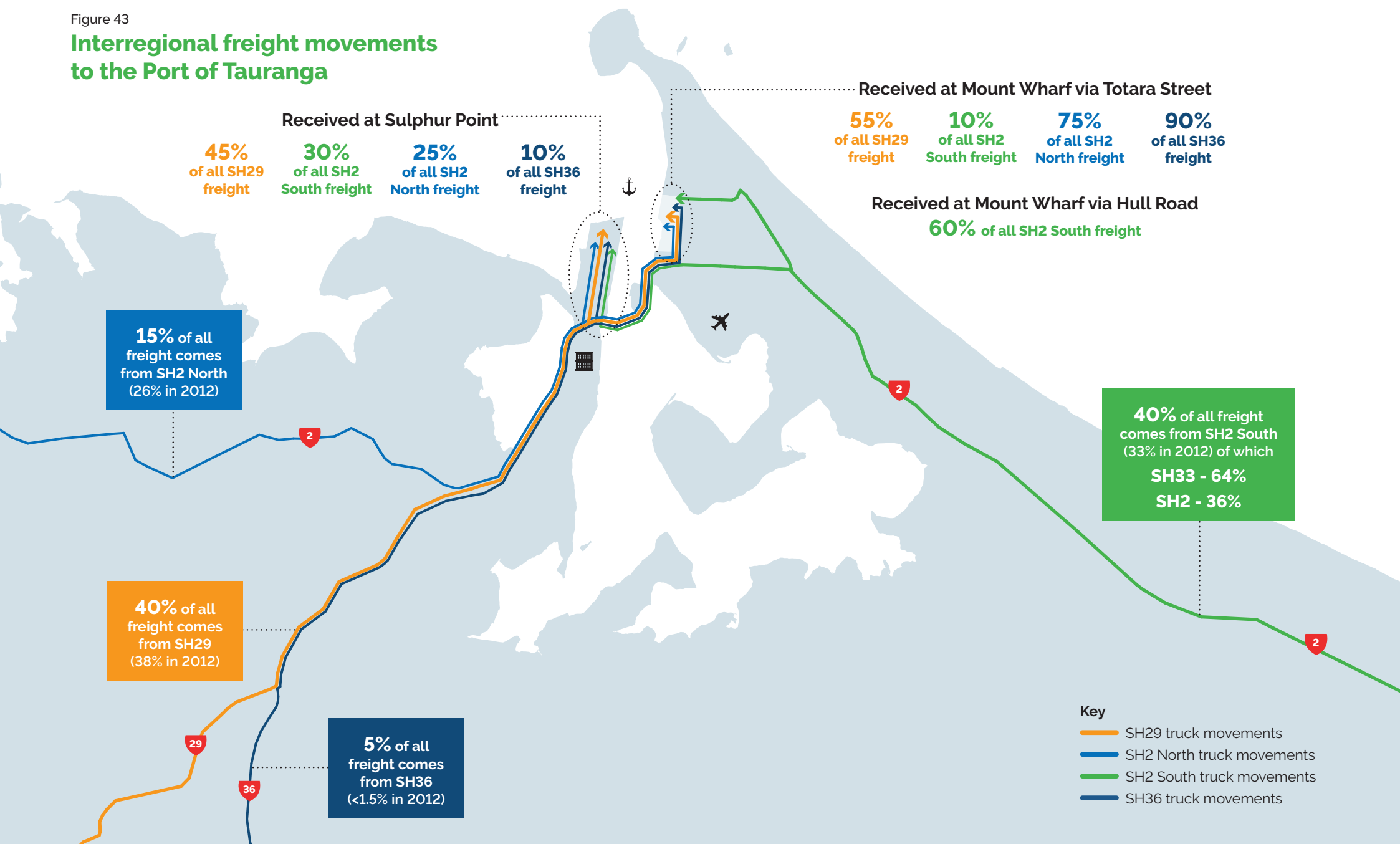


Figure 43

Interregional freight movements to the Port of Tauranga



The convergence of commuters, PT, pedestrians, people biking, and freight on key points in the network, is resulting in a number of conflicts that exist within the transport system. These conflicts between the different modes have implications for the safe, effective, and efficient movement of people and goods.

Resolving these conflicts is not straightforward. The efficient movement of goods throughout the sub-region and to and from the Port is vital to the region's productivity and competitiveness. However, so is the safe and efficient movement of people. As such it is not as easy as prioritising one over the other. Rather the challenge is to manage the urban form and transport systems in a way that minimises the conflicts.

Within our land use and transport system there are a number of opportunities to explore, investigate, and deliver a range of transport system improvements that will optimise and improve the safe and efficient movement of both people and goods. Some of these opportunities we have explored in the prior challenges such as encouraging more people to use the PT system. Other opportunities to develop include:

- Increasing housing densities where there are good transport connections and choices

available for people to access the many urban and rural social and economic opportunities available within the sub-region

- Designing our communities to have multi-modal transport connections and, where applicable, be self-containing
- Improving road safety across the transport system, and particularly at intersections
- Upgrading, optimising and improving intersections to increase people throughput
- Reducing the reliance on private vehicles particularly when travelling to jobs and schools which will also help reduce carbon emissions
- Maximising the use of the whole transport network to create a more resilient transportation system, including maximising the local network
- Using the rail network to move more freight, and when and where applicable, people
- Improving the safety and flow of intersections where there are safety issues and constraints
- Using demand management tools to reduce the travel of freight during peak periods
- Improving capacity where additional capacity

is necessary to support/improve transport choice and liveability outcomes, particularly where there are significant community impacts in reallocating existing transit space

As part of the UFTI work, we will be exploring a number of improvements that will address the land use and transport challenges that are present.

The following documents contain more information about Challenge 3:

- Bay of Plenty Regional Land Transport Plan 2018
- Draft Tauranga Transport Programme 2018
- Population Weighted Densities in New Zealand and Australian Cities: A New Comparative Dataset, 2014
- SmartGrowth Strategy, 2013
- SmartGrowth Proposed Future Development Strategy, 2018

4. Ngā Hua me Ngā Whāinga/ Benefits and outcomes

The future cannot look like the past. Addressing the identified challenges is not impossible. We will need to change the way we think about our sub-region, our urban form, our communities, and our transport system and transport choices.

As the sub-region grows it has the potential to become a leading lifestyle destination, but we have some tough issues to resolve before we can achieve this. Making sure the western Bay of Plenty is a great place to live, learn, work, and play as we grow is the collective challenge for our communities and SmartGrowth partners.

There are some significant benefits from change that can be realised. The likely and expected benefits of changing our thinking are:

1. Improved community wellbeing and liveability – the sub-region will be able to better meet the expectations of our communities and support a thriving live, learn, work, and play lifestyle
2. Improved environmental outcomes – the sub-region's greenhouse gas emissions from transport will decline in part due to an increase in public and active transport use.
3. Improved access to the sub-region's social and economic opportunities – the sub-region will provide people and customers with greater multi-modal transport choices via an effective, safe, and efficient transport system
4. Increased and sustained economic productivity – the sub-region's labour markets will be more productive as people spend less time travelling to and from employment hubs and markets, and goods travel more efficiently across the system
5. Increased housing supply and choice - the sub-region will offer more housing options, including more design choice to meet community expectations and needs.
6. Improved value for money – the sub-region's land use patterns will make the best use of existing infrastructure and transport nodes, and focus future investment for the best returns.

An outcomes measurement framework will be developed as UFTI progresses further. The agreed UFTI investment outcomes will be used to help test the different urban form and transport programmes developed to ensure we identify the best and most fit for purpose programme.

5. Ngā Aupikitanga/ What do successful cities do?

How do we make a successful city, town centres and communities?

There are many examples both nationally and internationally of successful urban areas and communities. No one tool is perfect and there are lessons to be gained from all. The key and common elements that contribute to a successful city from a liveability perspective are summarised below.

Success elements	Tools that can be used*
Easy to move around - excellent public transport, walking and cycling	<ul style="list-style-type: none"> Integrated fare structures / ticketing Shared spaces Prioritising public transport Transport pricing
Land use that supports transport, e.g. higher densities, and mixed-use developments in the central city, centrally located neighbourhoods, and along major public transport corridors.	<ul style="list-style-type: none"> Enabling and encouraging (through planning documents) higher densities in key areas and along transport corridors Streamlined approvals Offsetting (e.g. allowing higher densities than permitted in exchange for public good investment such as parks or public transport)
Vibrant inner-city culture	<ul style="list-style-type: none"> Wide variety of uses and activities in the inner city through enabling planning frameworks, events, and other activities Enabling inner city living Establishing education facilities
Transformational developments – public / private investment in key place shaping facilities	<ul style="list-style-type: none"> Redevelopment / Urban Development Authorities or equivalents Value capture / uplift Special purpose vehicles for funding

* Note that a number of these are tools used internationally and would require legislation and funding changes to be implemented in New Zealand.

Success elements	Tools that can be used*
Increased amenities such as arts and culture, parks, and open spaces	<ul style="list-style-type: none"> Offsetting (e.g. allowing higher densities than permitted in exchange for public good investment such as parks or other community facilities) Value capture / uplift to fund amenities Redevelopment / Urban Development Authorities or equivalents to make provision for and implement amenities
Easy access to jobs	<ul style="list-style-type: none"> Deliver housing close to where people work through enabling planning frameworks Prioritise public transport, walking and cycling for connecting home and work
Planning the city in a way that everyday needs can be easily met by public transport, walking and cycling, e.g. 20-minute neighbourhoods	<ul style="list-style-type: none"> Embedding this in planning frameworks Development of neighbourhood indexes
Provision for affordable and social housing that is well integrated in cities and neighbourhoods	<ul style="list-style-type: none"> Inclusionary zoning Promoting, supporting, and scaling up delivery models (e.g. community land trusts, iwi) More flexible planning regulations

- Sizing up the City: Urban Form and Transport in New Zealand, 2010
- Cities of Opportunity (7th edition), 2016, PWC
- How to Make a City Great, 2013, McKinsey & Co

- City specific examples:

- Barcelona: <https://www.lifehack.org/articles/lifestyle/20-reasons-why-barcelona-amazing-place-live-2.html>
- Portland: Mark Lakeman on Portland Placemaking in The Nature of Leadership Ideas for Building Inclusive, Sustainable Communities, 2012
- Melbourne: planmelbourne.vic.gov.au



What can we do?

Success does not happen by chance but rather as a result of good integrated planning based on a long-term vision and co-ordinated implementation.

In a New Zealand context, the four wellbeings are a critical lens through which cities and towns should be viewed. If we are succeeding in one wellbeing but not in others, then we are failing.

The western Bay of Plenty already has a number of attributes that make great cities and places. It has a growing economy, good climate, and a stunning natural environment with beautiful beaches. It is also working towards carving out a unique identity for itself in a national and international context.

As this report has illustrated, the sub-region faces a number of challenges related to its growth. It is no longer an easy place to get around, housing is unaffordable for many, and there is a lack of housing and transport choice. Social inequities are being created and our environment is suffering. These are common challenges for growing cities both within New Zealand and internationally.

If we want to create a vibrant city and sub-region – one that can keep up with the changing and growing needs of the people, while retaining the

characteristics that attracted people here in the first place, then we need a step change. How we respond to the challenges set out in this report will define the prosperity, sustainability, and liveability of our sub-region for generations to come.

Setting an ambitious long-term strategic vision, developing the outcomes, and an accompanying monitoring system is what UFTI will do. As part of UFTI, we will also outline a number of actions that can be delivered over time to achieve the vision.

UFTI

Urban Form +
Transport Initiative

ufti.org.nz

UFTI

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Transport Initiative



FINAL

PROJECT PLAN

August 2019

Urban Form and Transport Initiative (UFTI)

UFTI Purpose

The Urban Form and Transport Initiative (UFTI) is a collaborative project involving SmartGrowth, the NZ Transport Agency, Western Bay of Plenty District Council, Tauranga City Council, Bay of Plenty Regional Council, iwi, and community leaders. The Ministry of Housing and Urban Development is supporting UFTI.

The partners have committed to developing a refreshed, coordinated and aligned approach to key housing, transport and urban development issues across the sub-region.

UFTI is focussed on supporting liveable community outcomes and finding answers for our future housing capacity, intensification, urban form, and how to move more people via a multi-modal (such as public transport and cycleways) transport system.

By doing this we can present a robust strategy supported by a partner (central and local government) led investment business case for funding assistance to address our immediate and long term housing and transport challenges.

UFTI Objectives

- To enable and shape a sustainable, vibrant, efficient, and more liveable urban form;
- To enable and support sufficient housing supply in existing and new urban areas to meet current and future needs;
- To support access to economic and social opportunities as the western Bay of Plenty's population and economy grows;
- To improve measurable transport outcomes such as congestion levels, road safety, travel choice and private vehicle dependency, and environmental impacts (including CO2 emissions);
- To ensure long lasting economic, social, environmental and cultural benefits and value for money from the agreed strategic plan.

UFTI Partners

* SmartGrowth

* Tauranga City Council

* Bay of Plenty Regional Council

* Western Bay of Plenty District Council

* New Zealand Transport Agency

* Iwi

* New Zealand Government

Working closely with the SmartGrowth Forums, and business, industry, and community leaders



New Zealand Government

UFTI Working Principles

The OUR PARTNERSHIP principles (how we should interact) are:

- Participate in the project in good faith
- Recognise the Treaty of Waitangi principles and work with all partners and ensure active tangata whenua engagement and participation
- Recognise the need to examine existing policies and strategies where necessary
- Work collaboratively including with community stakeholder groups to deliver on the project objectives
- Partnership held accountable to deliver results
- Make available relevant information as required
- Contribute staff time as required to complete the project successfully
- Communicate externally in partnership through UFTI
- Acknowledge sensitivities and release information publicly only when agreed
- Open, frank yet respectful communication with no surprises – both at staff and governance level
- Commitment by governance/partners to develop and deliver shared solutions and actions together.

The PROTOCOL principles that guide how we work are:

- Build from past work and develop solutions iteratively
- Undertaken strategic analysis which is appropriate to the issues being considered
- Recommend decisions based on agreed evidence and processes
- Deliver in close partnership between the parties
- Drive collaboration between connected projects and UFTI sub-teams
- Appropriate community and stakeholder engagement in UFTI development
- Seek stakeholder and community support, keep informed and seek input at appropriate times
- Build shared understanding and agreement
- Escalate issues to decision makers where agreement is not able to be achieved.

The SOLUTION principles that guide how we make decisions are:

- Underlying principles from the SmartGrowth Partnership
 - Live, learn, work and play being a balanced approach to management of growth
 - Integrated planning for the long term
 - Evidence based
 - Partnership through collaboration, trust, and mutual respect
- Deliver on the project's objectives
- Align to the Government's urban growth and transport agenda while tailoring solutions to reflect the WBOP's unique situation
- Be ambitious and aspirational while also realistic
- Develop future proofed and adaptable solutions
- Challenge existing thinking and group think culture.

SmartGrowth and the Urban Form and Transport Initiative

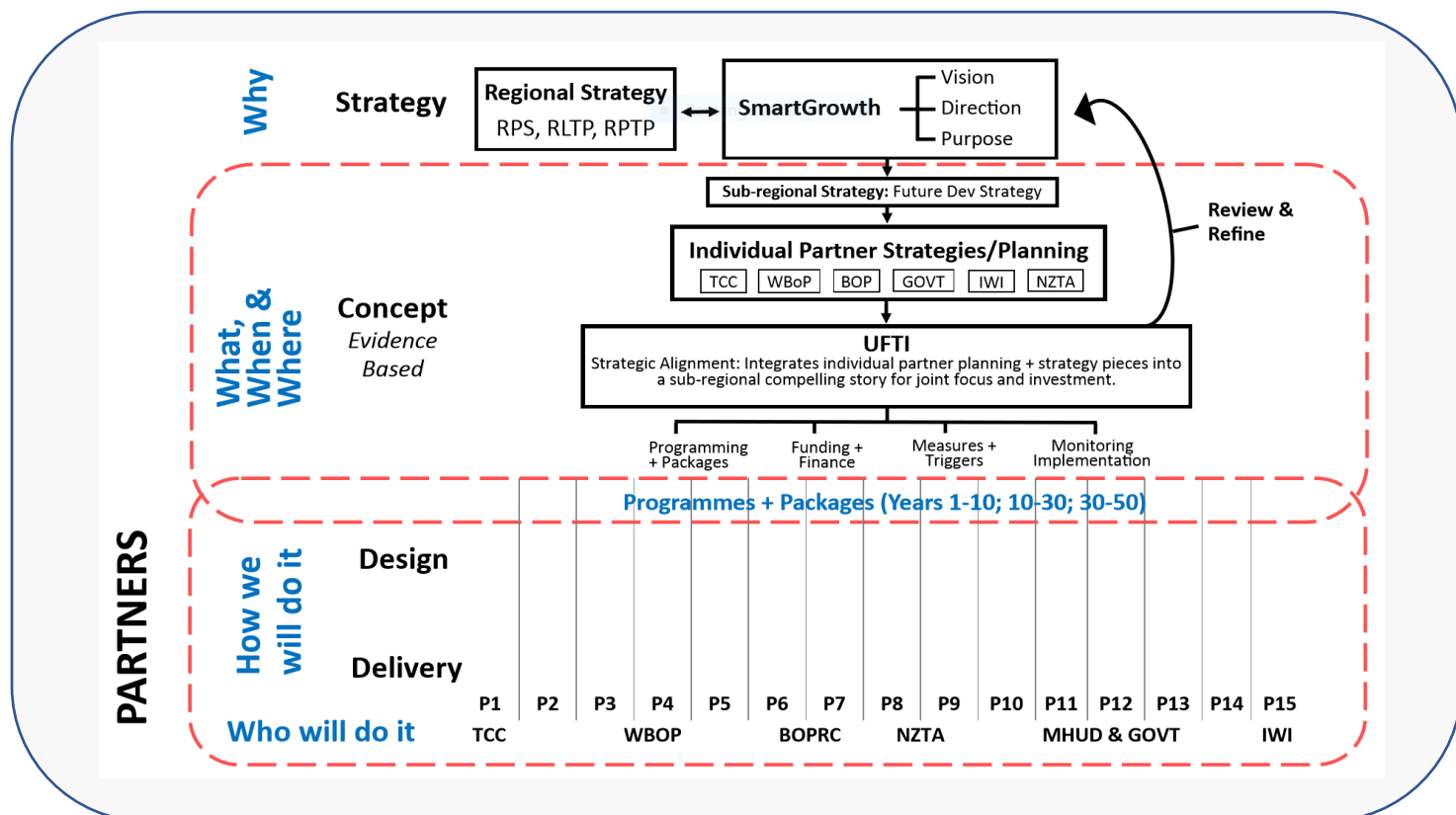
The SmartGrowth Strategy 2013 Spatial Plan focuses on six priority areas (bolded text in the below diagram).

The Urban Form and Transport Initiative then focuses on particular issues within those areas that require further strategic direction and evidence (triangles).

Further detail on these are outlined in the 'Scopes of Work' section of the Plan.



What UFTI will deliver



The final output of the Urban Form and Transport Initiative will include:

- The Foundation Report that sets out the case for change, an evidence based story about why further investment in urban form and transport in the western Bay of Plenty sub-region is necessary.
- A 'future state' integrated strategic approach that describes the urban form we are aiming for in 30-50 years' time, and the transport system required to support that urban form. This strategic approach will be at the same level of detail as the Auckland Transport Alignment Project (ATAP).
- Clear strategic direction to guide and simplify development of partner Council's Long Term Plans (LTPs) and the Regional Land Transport Plan (RLTP).
- A recommended investment programme setting out regulatory, policy and planning interventions, as well as required land use and transport projects, needed to achieve the future state, with staging spread over 1-10 year, 10-30 year and 30 year plus timeframes. This recommended programme will also include desired outcomes, community benefits and relevant indicators.
- Programmes and projects identified, through UFTI, will be able to enter the NZ Transport Agency and government business case processes at the single stage or detail business case phase.
- A recommended monitoring framework including triggers that allow you to monitor progress toward the future state and triggers for changing timing of investments as circumstances evolve.
- An implementation plan. This plan will also include funding and financing requirements, and overall implementation risks.

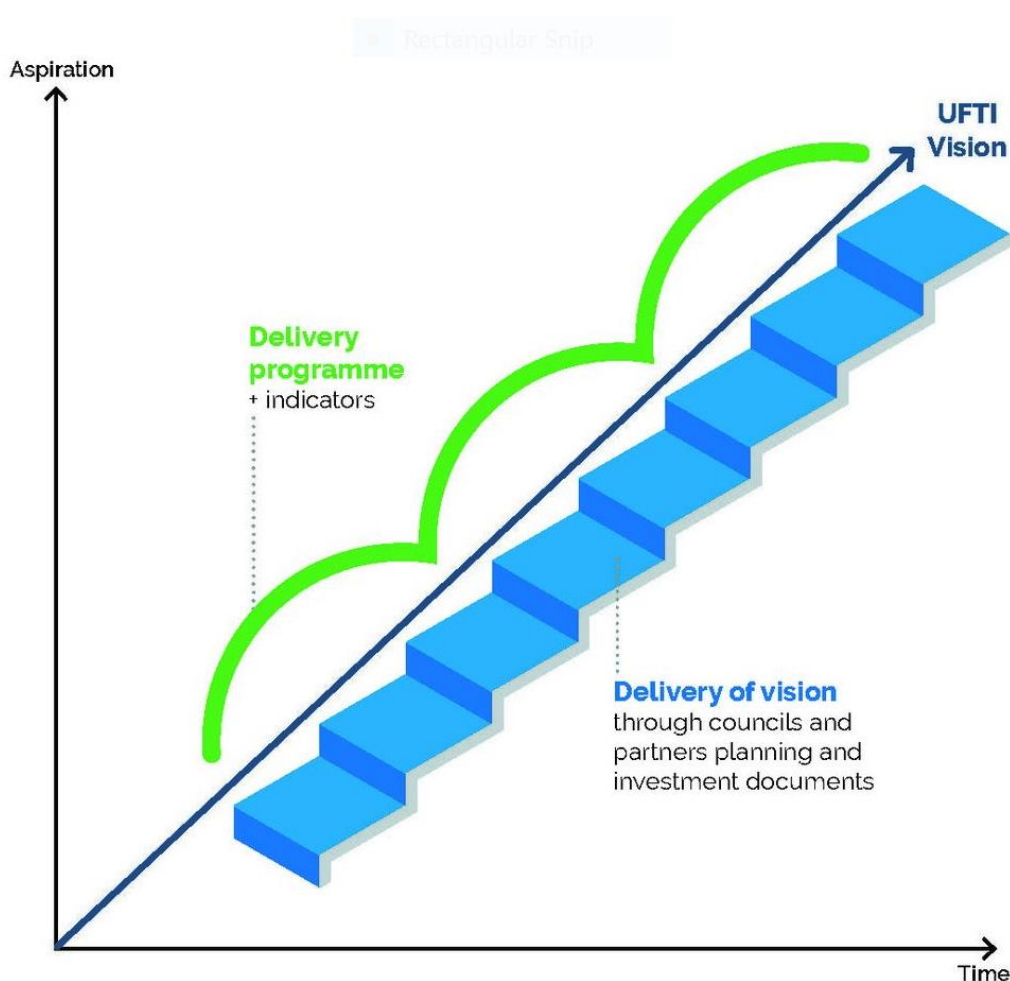
Councils, the NZTA Board and Ministers will then be able to adopt the recommendations as part of signing up to implement UFTI.

The final output needs to be sufficiently flexible to pivot priorities in anticipation of future changes in partner direction that might mean different aspects of the programme need to be prioritised.

Implementation will require careful thought to ensure integration with Council's Long Term Planning cycle and the government's planning and budgeting cycles.

It is recognised that UFTI, because of its 50 year timeframe, is working backwards from a long term vision while the shorter term view of budgeting and planning processes must work forward from today.

Hence the importance of clear indicators and monitoring of trends that would affect implementation.



Critical Supporting Projects

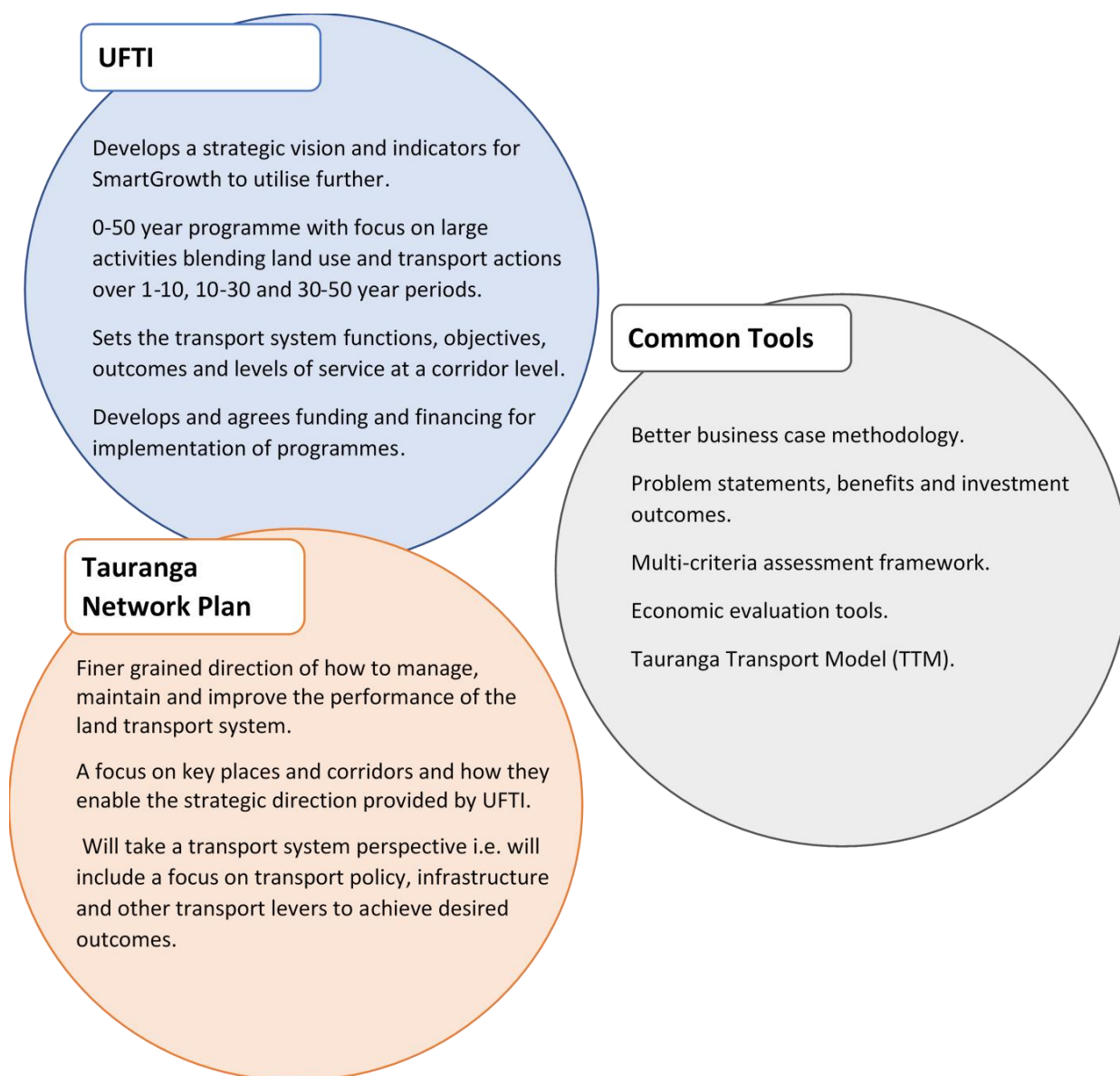
There are a number of key partner led projects that are critical components to the support, development and delivery of UFTI.

These include:

- Tauranga Network Plan; led by Tauranga City Council.
- Public Transport Implementation Plan; led by the Bay of Plenty Regional Council
- Network Operating Plan(s) and Safe Networks Programme; led by the NZ Transport Agency

Tauranga Network Plan

The following diagram and supporting text outline the relationship of the Tauranga Network Plan to UFTI.



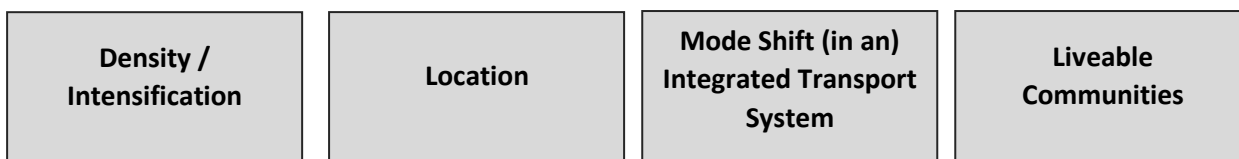
- The Tauranga Network Plan is a Tauranga City Council (TCC) led process to supplement UFTI by providing further analysis and detail of key activities required to deliver on and inform the strategic direction provided by UFTI.

- The TNP will be a document that is aligned to integrate with UFTI. The scoping of the TNP is currently underway. However, at this early stage it is considered that there is value in the TNP being part of the final UFTI package of deliverables. As an example, this might be by way of an Appendix to UFTI that illustrates in more detail key activities and their direction to support UFTI. How this intent is achieved is still to be agreed.
- This is a similar approach to the PT Implementation Plan led by the Bay of Plenty Regional Council (BOPRC) or the work the NZ Transport Agency undertakes on the State Highway network planning (e.g. Safer Networks Programme).
- To keep the integrity of the UFTI as an investment programme, questions of key corridor function are primarily addressed in UFTI and will also be informed by the TNP development work. More detailed definition of how that function is given effect to at a key corridor level will be provided by the TNP (and aligned to the UFTI direction).
- All of these processes rely on common tools such as the Tauranga Transport Model.
- The partner organisations will work collaboratively on all these pieces of work in a way that supports the UFTI working principles.
- It is critical that there is seamless integration between the TNP and UFTI as they are both developed. Examples include decision making structure(s) and processes; data and modelling management, scenario and programme development; monitoring and reporting. This will manage and minimise duplication and ensure that each process can inform and be informed by the other.
- Both UFTI and the TNP will be informed and are dependent on modelling. The partner organisations will work together to agree and document all modelling assumptions and operations so that the 'shared-evidence' principle to developing these pieces of work is achieved. Ensuring that the UFTI and TNP scenario modelling assumptions align is important.
- The partners agreed that close-working and ideally co-locating the project team leading the TNP, with the UFTI Project Team would be highly beneficial to the successful integration of the projects.

Challenges, Benefits, Outcomes, Measures

Focus Areas

There are four critical areas of focus for UFTI.



In focusing on these and developing solutions, we need to be asking ourselves:

1. Density / Intensification

- What degree of intensification can be achieved and where?
- Do we have accessible public spaces where people can still enjoy a thriving natural environment and community amenity?
- How will we use our land use tools to support and encourage increased use of all modes within the public transport system?

2. Location

- Where will new residential, commercial, and industrial developments be located? Do our current land use plans need to change?
- How do we ensure tangata whenua's land development aspirations (at scale) are supported?
- How will we ensure that social and affordable housing (at scale) is available?

3. Mode Shift within an Integrated Transport System

- How much multi-modal share can be achieved? How will we all change our travel behaviours?
- Are we being ambitious enough in getting more people moving via a multi-modal transport system?
- What transport system investments are necessary to support the movement of people and goods?
- Are we making the most of our existing transport assets? Are we safe in our travels?

4. Liveable Communities (People and Place)

- How do we ensure that we plan for and protect a sense of place and community identity? How do we ensure we create communities where people want to live, learn, work in and visit?
- How do we ensure we protect our significant cultural and environmental areas as we grow?
- How much CO2 emission reduction can we achieve through a different way of moving people and goods?

Challenges

UFTI focuses on three key challenges. The challenges are framed to enable development of an investment business case. These challenges focus on our communities, our housing and transport choices, and our ability to access the many social and economic opportunities within the sub-region.

They include:

- Challenge 1: **The lack of housing supply, suitable housing and transport choice, and a high dependency on private vehicles in the western Bay of Plenty, restricts access to social and economic opportunities and is leading to poor social and environmental outcomes.**
- Challenge 2: **The ability to access community facilities; and infrastructure* levels of service are not aligned with community needs and expectation and are impeding the ability of people to fully enjoy the Bay of Plenty lifestyle.**
- Challenge 3: **Western Bay of Plenty's harbour geography and dispersed land use pattern (places of employment, education, and recreational locations) and increasing traffic volumes, negatively impacts on the safe and efficient movement of people and goods.**

* Infrastructure Definition: "Hard and soft infrastructure including physical networks necessary for the functioning of a place/city i.e. roads, railways, pipes; and structures and places that support and maintain community wellbeing i.e. parks and recreational facilities, libraries, medical and educational centres."

Community Benefits

There are some significant benefits that can be realised. The likely and expected benefits from the UFTI programme include:

1. **Improved community wellbeing and liveability** - the sub-region will be able to better meet the expectations of our communities and support a thriving live, work, learn and play lifestyle
2. **Improved environmental outcomes** – the sub-region's greenhouse gas emissions from transport will decline in part due to an increase in public and active transport use.
3. **Improved access to the sub-region's social and economic opportunities** – the sub-region will provide people and customers with greater multi-modal transport choices via an effective, safe, and efficient transport system
4. **Increased and sustained economic productivity** – the sub-region's labour markets will be more productive as people can choose to spend less time travelling to and from employment hubs and markets, and goods travel more efficiently across the system.
5. **Increased housing supply and choice** – the sub-region will offer more housing options, including more design choice to meet community expectations and needs.
6. **Improved value for money** – the sub-region's land use patterns will make the best use of existing infrastructure and transport nodes and focus future investment for the best returns.

Measure Success

Outcomes Measurement Framework

An outcomes measurement framework will be developed as UFTI progresses.

The agreed UFTI investment outcomes will be used to help test the different urban form and transport programmes developed to ensure we identify the best and most fit for purpose programme.

The outcomes must be based on **SMART** principles:

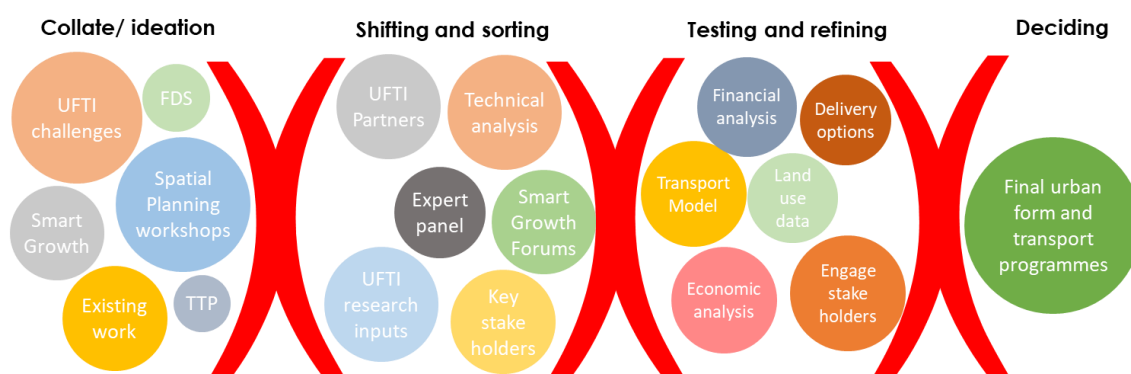
- **S**pecific
- **M**easurable
- **A**chievable
- **R**ealistic
- **T**imebound

Scope

UFTI includes	UFTI does not include
Refining and integrating the sub-region's long-term urban form and transport strategies	Allocation of space within corridors and specific place making actions
Building an investment business case suitable for partners (central and local government) to invest in the sub-region and address our housing and transport problems	Preparation of Single Stage or Detailed Business Cases, engineering design etc
Principles and outcomes that future planning should aim to achieve	Detailed structure planning and rule making
Develop a spatial plan (housing and transport) with a staged implementation plan to achieve the agreed strategy	Detailed implementation plans and delivery
Decision making principles for enabling people to live, learn, work, and play (achieving an integrated urban form and transport system)	Detailed localised principles
Toolkits and levers available to achieve outcomes at scale and pace	Detailed interventions and delivery
Storytelling for importance of near-term projects	Detailed project design
Identification of environmental and cultural constraints and setting of relevant targets (e.g. transport emissions)	Biodiversity goals and objectives
Updated constraints mapping based on current information and evidence	Additional technical constraints information analysis

How UFTI will be developed

The below diagram outlines the approach from ideation to long list to short list.



The draft process will include a multi-criteria assessment process which will include the following high level components.



Key Deliverables

- | | |
|--------------------------------|--|
| 1. Foundation Report | Published by mid/late August 2019. |
| 2. Research scopes | Complete by 30 th September 2019. |
| 3. Test Options and Programmes | Complete by 30 th November 2019. |
| 4. Interim Report | Complete by mid-December 2019. |
| 5. Final Report | Published by 31 st March 2020. |

Engagement and Partnering

People make cities and communities.

The success of cities, towns, and community spaces depends on the wellbeing of the communities that live there.

It is important that any significant planning and investment approaches, that impact on people and place, are underpinned by up-to date community data, insight and knowledge to ensure that real needs, values and expectations are understood and taken into account in decision making.

The UFTI programme will be developed through the collaboration and partnership principles adopted by the SmartGrowth Leadership Group. It will include a co-design approach where key stakeholders will be invited at key stages along the project to test and shape the thinking.

Key stages of stakeholder engagement planned include:

- Spatial Planning Workshops (June/July 2019) - where stakeholders will be invited to help describe the 'Future State' and brainstorm potential interventions to achieve that future state.
- Project Plan and Progress report post publication of the Foundation Report, including testing stakeholder thinking around assessment criteria for choosing future programmes and collation of feedback from the spatial planning workshops (August 2019).
- Relevant Research Outputs - where commissioned research requires further stakeholder testing or challenge, we will invite participation in workshops targeted to specific topics (September / October)
- Programme development – testing the long lists of projects and programmes for evaluation and gathering any additional evidence or stakeholder views to help understand timing, staging and interdependencies. This will help define our short list of programmes for the Interim Report (November 2019).
- Summary of Interim Report - a final chance to test our thinking on the programmes identified in the Interim Report and identify any relevant factors that partners would need to be aware of when considering the final recommended programme (February 2020).

These stages are designed to encourage key stakeholder collaboration across the various interest groups by inviting all stakeholders to participate together in mixed sessions i.e. joint SmartGrowth Forum meeting(s).

Bay of Plenty Regional Council has allocated \$20,000 in their 2019/20 Annual Plan for community engagement on UFTI. The UFTI project team will determine how best to utilise this as per the Regional Council resolution.

The UFTI website will provide further opportunities for interested members of the public to put forward their thoughts for consideration.

Councils may wish to consult on the Interim Report via their Draft Annual Plans or wait for engagement on the draft Regional Land Transport Plan.

UFTI Programme

The UFTI Programme includes five key delivery steps.

1. **Setting Up**
2. **Gathering Information**
3. **Analysing and Testing**
4. **Collating and Developing the Story**
5. **Finalising**

UFTI Summary Timeline and Deliverables



Research Scopes of Work

There are a number of priority research scopes required to support development of the Urban Form and Transport Initiative programme(s).

UFTI Layer	Research Scope	Summary Purpose
<u>Wellbeing Layer</u> Communities and Place	1. Targeted Community Insight <u>Lead Partner</u> UFTI Team	<ul style="list-style-type: none"> Better understand what people and communities' value in terms of how they like to live, work, play, learn and move in the sub-region to support UFTI programme options, testing and development. It is important that any significant planning and investment processes, that impact on people and place, are underpinned by up-to date community data, insight and knowledge to ensure that real needs, values and expectations are understood and taken into account in decision making. Stage 1 is a stocktake of existing community insights from each UFTI local and central government partner (undertaken in last 3-5 years) to identify key community drivers and values as well as identify any relevant gaps for UFTI. Further stages, if relevant, will be reviewed following completion of Stage 1.
	2. Constraints Mapping <u>Lead Partner</u> Bay of Plenty Regional Council	<ul style="list-style-type: none"> To define constraints assessment criteria against which different urban form and transport programmes can be evaluated. Includes constraints and longer-term environmental outcomes such as CO2 emissions to support UFTI in planning and delivering low emission land transport solutions.
	3. Cultural Picture <u>Lead Partner:</u> UFTI Team	<ul style="list-style-type: none"> Watching brief on work being undertaken by key groups in the subregion including Ara Rau Tangata to better understand the role and future aspirations for Maori owned land in the subregion, with a focus on areas that have scale and are not yet incorporated into the SmartGrowth settlement pattern. Cultural constraints form part of the constraints mapping scope.
	4. Communications and Engagement <u>Lead Agency</u> UFTI Team/TCC	To ensure coordinated communications and engagement support for planning and delivery across the UFTI partnership including a programme of behaviour change with our communities.
<u>Enabling Layer</u> Urban Form and Housing	5. High level urban form scenarios	Deliver high-level urban form scenarios that outline intensification and greenfield land use development options to support liveable communities in the WBoP including identifying the likely timing and location of the number and type of housing the community needs, supporting community facilities, integrated with urban form and transport solutions. This scope of work also includes five sub-action areas.
	5a. Intensification and high-density feasibility <u>Lead Agency</u> Tauranga City Council	Reassess the current commercial feasibility of a range of different multi-unit residential development typologies (duplexes, terraced housing and apartments) in different parts of the city, assess how feasibility is changing over time and measures that could be implemented to improve feasibility.
	5b. Literature and Case Study Review <u>Lead Agency</u> UFTI Team	Identify comparable cities, areas, and/or suburbs to the WBoP subregion that have undergone growth and intensification over the last 15-20 years, to consider the planning tools, levers, and decisions that were used and made to achieve the current urban form. This would be undertaken via a desktop analysis.
	5c. Eastern Corridor Study <u>Lead Agency</u> Western Bay of Plenty District Council	Determine whether further urban development should be provided for in the Eastern Corridor. This is in addition to the currently agreed urban growth areas of Te Tumu, Rangiuru and Te Puke.

UFTI Layer	Research Scope	Summary Purpose
	5d. Future Residential Greenfield Options <u>Lead Agency</u> Western Bay of Plenty District Council	Determine the location and capacity of new greenfield growth areas to supplement intensification of existing urban areas and the planned greenfield growth areas of Omokoroa, Te Tumu, Tauriko West and Keenan Road.
	5e. Future Industrial Land Options <u>Lead Agency</u> Western Bay of Plenty District Council	Determine future business land demand and capacity including planned locations in the short, medium and long term. Determine: <ul style="list-style-type: none"> • What is left and where and when will this be fully utilised; • How much more is required (projected land requirements); and • Where should this be located.
	6. Social and Affordable Housing <u>Lead Agency</u> Ministry of Housing and Urban Development	<ul style="list-style-type: none"> • Provide an evidence base to better understand social and affordable housing needs and issues in the sub-region, to inform UFTI planning and modelling work. • Stage 1 includes a desktop analysis of previous work undertaken to identify current barriers within the WBoP market; and a desktop analysis looking at what other local government agencies in New Zealand are currently doing i.e. Queenstown, Christchurch, Wellington, Hamilton and Auckland. Further stages, if relevant, will be reviewed following completion of Stage 1.
<u>Enabling Layer</u> Integrated Transport System	7. Mode Shift and Multi-Modal Solutions <u>Lead Agency</u> NZ Transport Agency	Better understand the full range of enablers, (positive and negative), including urban conditions, policy and regulatory interventions, operational environments, and the effectiveness of each, to deliver more accessible, affordable, and sustainable personal mobility.
	8. Regional Freight Flows <u>Lead Partner</u> BoP Regional Council	Develop an updated evidence base on regional freight flows (road and rail) within and through the Bay of Plenty region to inform the Tauranga Transport Model (TTM) and subsequent UFTI planning and modelling.
	9. Hewletts Road Sub-Area <u>Lead Agency</u> UFTI Team	To investigate and identify potential operational and optimisation solutions that would enable better traffic flows on Hewletts Road and sub-area within a 1 to 5 year timeframe. Medium and longer terms options that arise will be documented.
	10. Household Travel Survey Data 2018 – further analysis <u>Lead Agency:</u> Tauranga City Council	Further analysis of the 2018 Household Travel Survey Data to inform the Tauranga Transport Model (TTM).
<u>Supporting Layer</u> UFTI Programme Delivery	Performance Measurement <u>Lead Agency</u> UFTI Team	Performance measurement and reporting framework.
	Risk Management <u>Lead Agency</u> UFTI Team	Risk management.
	Contract Management <u>Lead Agency</u> UFTI Team <u>Administrators</u> Tauranga City Council NZ Transport Agency	Procurement and contract management as per agreed UFTI Procurement Process and Decision Making Framework.
	Budget <u>Lead Agency</u> UFTI Team <u>Administrators</u> Tauranga City Council NZ Transport Agency	Budget management as per agreed UFTI Project Plan and Terms of Reference.

UFTI Programme Budget

Phase 1

Item	Budget	Timeframe
Total Costs of Phase 1 - up to Director Appointment (includes stocktake and gap analysis workstreams)	\$ 729,928	September 2018 – April 2019

Phase 2 onwards

An indicative budget of \$1.7million was included at the time of development of partner Long Term Plans and the Regional and National Land Transport Programme(s). This budget was estimated in the absence of any project plan and/or market sounding.

At the end of Phase 1, an indicative budget of \$2.4 - \$2.9 million was presented to the SmartGrowth Leadership Group (SLG). However, the project budget within partner plans was not amended at this time. Instead, it was agreed that the budget and project plan would be reviewed once a dedicated project team had been appointed.

In developing the below budget, the project team also considered comparable projects including the Auckland Transport Alignment Project (ATAP) and Let's Get Wellington Moving (LGWM). Both these project scopes were narrower than UFTIs, as did not include the urban form and development layers, and were also developed over a number of years, not months.

The UFTI Executive Review Group (ERG) are currently working through the best and most cost effective way to deliver UFTI including looking at further in-house resource and partner contributions.

Item	Budget	Timeframe
Spatial Plan Workshops (Partner & Stakeholder)	\$ 40,000	June/July 2019
Foundation Report (content, graphics, design)	\$ 35,000	May – July 2019
Research Pieces (data, evidence, insight)	\$ 500,000	June – October 2019
Communication and Engagement	\$ 100,000	May 2019 – March 2020
<u>Programme Development and Testing</u> <ul style="list-style-type: none"> • Technical Support (programme development and multi-criteria assessment) • Transport Modelling • Geospatial Tools (mapping, programme visualisation, scenario responses) • Peer Review, Expert Advice and Analysis • Financial and Economic Analysis 	\$ 550,000	September 2019 – March 2020
Interim and Final Reports (content, graphics, design)	\$ 50,000	November 2019 – March 2020
UFTI Project Management and Delivery	\$ 1,050,000	April 2019 – April 2020
Contingency	\$ 100,000	May 2019 – March 2020
TOTAL (post Phase 1)	\$2,425,000	

Current Budget (Partner Long Term Plans and NLTP)	\$ 1,700,000	
Transition Costs (Phase 1 to Phase 2)	\$ 154,763	
Remaining Budget	\$1,545,237	
Current Budget Difference	\$ 879,763	

Additional partner contributions (outside of UFTI programme)

Bay of Plenty Regional Council

Contribution	Budget / Resource
Additional UFTI community engagement (administered by the UFTI Project Team)	\$ 20,000
Public Transport Implementation Plan	\$ TBD
Bay of Plenty Passenger and Freight Rail Study	\$ 22,000
Phase 3 Tauranga Network Review	\$ TBD
Ferry Feasibility Study (in partnership with Priority One)	\$ TBD
Investigation into free tertiary fares	\$ TBD
Implementation of new tertiary/commuter services	\$ 0.6M
Implementation of 1 year fare-free bus services for Welcome Bay school students	\$ 0.9M
Implementation of 1 year fare-free bus services for Tauranga school students	\$ 1.8M

Tauranga City Council

Contribution	Budget / Resource
Tauranga Network Plan	\$ TBD
Administrative Support to UFTI Project Team	0.7 FTE
UFTI Accommodation Space	\$ 1
Parking Strategy	\$ TBD
Tauranga Transport Model (TTM)	\$ TBD
SH 29 Tauriko Interim Solutions (Business Case)	\$ 300,000
15th &/or 17th Ave connection to SH	\$ TBD
Te Tumu & Tauriko West Multi Modal studies	\$ TBD
Cameron Road multi-modal	\$ TBD
Te Papa Spatial Plan	\$ TBD
CBD Bus Interchange Option Assessment	\$ TBD
Arataki Bus Interchange Option Assessment	\$ TBD
Baylink PT opportunities	\$ 130,000
Tauranga City Cycle Plan	\$ TBD
Residential Intensification Plan Change	\$ TBD

Western Bay of Plenty District Council

Contribution	Budget / Resource
Omokoroa Planning Study	\$ 50,000
Katikati Bypass Local Solution	\$ 200,000
Walking and Cycling Strategy Review	\$ 50,000

NZ Transport Agency

Contribution	Budget / Resource
Co-investing and assisting with the development of a number of partner led activities that are identified in this section	\$ TBD
Baylink Construction	\$120M
Safe Networks Programme	\$ TBD
Low cost low risk programme - optimisation and safety	\$ TBD

Contribution	Budget / Resource
Eastern Corridor Study	\$75,000
Near Term Projects	\$ TBD

Central Government Agencies

Contribution	Budget / Resource
Ministry of Housing and Urban Development (MHUD)	0.5 FTE
Urban Development Authority (tbd)	x FTE TBD

Rhythm of decision making

UFTI needs to be cognisant of key government planning and decision-making processes and timeframes.

Decision Making Process	Timeframes
Local Government Annual Plan 2020/21 Process	July 2019 – June 2020: Plan development <ul style="list-style-type: none"> March 2020: Draft Plan consultative process April/May 2020: Hearings and Deliberations June 2020: Adopt Final Annual Plan 2021/21
Local Government Long Term Plan 2021-31 Process	January 2020 – June 2021: Plan development <ul style="list-style-type: none"> March 2021: Draft Plan consultative process April/May 2021: Hearings and Deliberations June 2021: Adopt Final Long Term Plan 2021-31
Regional Land Transport Plan 2021-2051	January 2020 – June 2021: Plan development <ul style="list-style-type: none"> March 2021: Draft Plan consultative process April/May 2021: Hearings and Deliberations June 2021: Adopt Final RLTP 2021-51
National Land Transport Programme 2021 - 2024	July 2020 - June 2021: Programme development <ul style="list-style-type: none"> 1 July 2021 (approx): Release Final NLTP 2021-24
National Budget 2020	July 2019 – June 2020: Budget development <ul style="list-style-type: none"> Initial Budget Bids: by September 2019 (tbc) Budget Announced: June 2020
National Budget 2021	July 2020 – June 2021: Budget development <ul style="list-style-type: none"> Initial Budget Bids: by September 2020 (tbc) Budget Announced: June 2021

Risk Management

No.	Risk	Impact (H M L)	Mitigation	Risk Owner
1.	Potential change in elected members requires additional resource to bring them on board and build ownership of UFTI process and outcomes	High	<ul style="list-style-type: none"> Support Council staff in preparing briefing material. 	Project Director and ERG
2.	Stakeholders do not support UFTI outcomes and undermine confidence in the project outputs	High	<ul style="list-style-type: none"> Provide open honest communication and carefully planned co-design based engagement opportunities 	Project Director

No.	Risk	Impact (H M L)	Mitigation	Risk Owner
3.	Misalignment of partner expectations (local and central government)	High	<ul style="list-style-type: none"> Ensure all partners understand and agree UFTI purpose, principles, deliverables, timeframes and accountabilities. Be proactive in addressing where and when misalignment occurs. 	Project Director
4.	Technical evidence not available within required timeframes	Medium	<ul style="list-style-type: none"> Work with the evidence we have, be honest about gaps and identify future means of verifying assumptions 	Project Director
5.	Thinking brought forward by participants stays wedded to past work and as a consequence programmes are not ambitious and/or remain disconnected from government and stakeholder expectations	High	<ul style="list-style-type: none"> Ensure participants understand the need to be bold, to not be defensive and to embrace the opportunity through adherence to the UFTI principles and active management support. 	Project Director and ERG
6.	Partner and stakeholder expectations of UFTI programme and outcomes are too ambitious for what can be realistically delivered and achieved	Medium	<ul style="list-style-type: none"> Ensure partners and key stakeholders understand agreed UFTI outcomes, deliverables, timeframes and accountabilities, Ensure partners and key stakeholders agree implementation steps post March 2020, including understanding of national context and processes for decision making. 	Project Director and ERG
7.	Inadequate access to key partner staff expertise and resources to gather necessary evidence and build a robust decision-making process	Medium	<ul style="list-style-type: none"> Development of scoping documents for each programme of work includes clear resourcing requirements for agreement with partners. Resourcing to be agreed with partners and in place (internal and external) prior to work being progressed. 	ERG
8.	Programme is unable to be funded and/or delivered as per agreed partner implementation plan	Medium	<ul style="list-style-type: none"> Implementation plan will need to consider and design ongoing monitoring and reporting frameworks and processes. 	ERG

Appendices

- UFTI Terms of Reference
- NZ Transport Agency Re-Evaluation Summary (currently being developed)



New Zealand Government

Urban Form and Transport Initiative (UFTI)

Project Plan

August 2019



Committee Name	SmartGrowth Leadership Group (SLG)
Committee Meeting Date	21 August 2019
Author (s)	Ken Tremaine – SmartGrowth Strategic Advisor
Purpose	To inform and update the SLG of various initiatives relevant to the SmartGrowth partnership

Monthly Report

1. Eastern Corridor Study

Earlier this year the Leadership Group agreed to proceed with work which investigates that need for additional growth in the Eastern Corridor set within the wider UFTI context. The first draft of this work has been received and is currently being reviewed by the project team. There will be a full presentation of this work and its findings at the next meeting following detailed analysis by colleagues.

2. Mapping the Social Sector Project

Mapping the Social Sector in the Western Bay of Plenty project emerged from a need expressed by the sector to better understand itself, provide data for future planning, and to demonstrate the value and contribution it makes to the region. This project was significantly funded by SmartGrowth in order for the partners to better understand many of the social sector drivers from a Local Government Act four well beings perspective.

The report has recently been completed and will be launched by Minister Poto Williams (Minister for the Community and Voluntary Sector) on 16 August. It outlines the process used to gather information on 243 social service organisations identified as delivering services in the Western Bay of Plenty.

Work on this project provides some very important insights into the various social sector agencies in the western Bay of Plenty. It provides a valuable evidence base to assist the western Bay when negotiating with Government on the level of investment needed for effective social services.

Our intention, in conjunction with SocialLink is to workshop the Social Sector analysis at the next meeting of the Leadership Group. The presentation will have a focus on next steps following the launch of the work. It would also be of value to set this work in conjunction with other social sector statistics in order to make a good link between community needs and the social sector framework.

Incoming SmartGrowth Leadership Group

This will be the last meeting of the SmartGrowth Leadership Group for this triennium period. Continuing the partnership is imperative and it will be important that the incoming Leadership Group has a good understanding of the purpose and background to the SmartGrowth partnership and the strategy, as well as key workstreams such as UFTI.

The SmartGrowth Leadership Group Joint Committee Agreement confirms that the Committee is not disestablished at the end of this current triennium period and so enables the Committee to endure and reconvene once partner representatives have been confirmed.

A package of materials will be put together for the incoming Leadership Group.

Recommendations

That the SmartGrowth Leadership Group:

1. **Note** the update on the Eastern Corridor Study.
2. **Note** that the Social Sector project has been completed and will be launched on 16 August. The final report will be workshopped at the next Leadership Group meeting.
3. **Note** that material will be prepared to brief the incoming Leadership Group



Committee Name	SmartGrowth Leadership Group
Meeting Date	21 August 2019
Purpose	To provide recommendations to move the meeting into public excluded

Recommendations

That the SmartGrowth Leadership Group:

1. **Agree** that the public be excluded from the following parts of this meeting:
 - a) Western Bay of Plenty Story, Short Term Package of Proposals and Ministerial Engagement
2. **Note** that the reasons for excluding the public are that these matters are subject to negotiations between the various parties. These need to remain confidential in order not to prejudice the interests of any party.
3. **Note** that this resolution is made in reliance on section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by section 7 of that Act, which would be prejudiced by the holding of this part of the proceedings of the meeting in public.