

# Bay of Plenty Regional Land Transport Strategy Annual Plan 2002-2003

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## Chapter 1: Introduction

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### 1.1 Requirement for a Strategy

Section 175 of the Land Transport Act 1998 requires every regional council to prepare a land transport strategy for its region. The strategy is required to:

- Identify the future land transport needs of the region.
- Identify the most desirable means of responding to such needs in a safe and cost effective manner, having regard to the effect the transport system is likely to have on the environment.
- Identify an appropriate role for each land transport mode in the region, including freight traffic, public passenger transport, cycling, and pedestrian traffic.
- State the best means of achieving the objectives referred to in paragraphs (b) and (c) above.
- Include any regional passenger transport plan that has been prepared by the regional council.

A regional land transport strategy “...*may not be inconsistent with...*” any regional policy statement or plan that is in force under the Resource Management Act 1991, or any national land transport strategy that is in force at the time the regional strategy is prepared. Section 176 of the Act states that, if necessary, the Regional Council is required to amend its regional strategy within two years of the completion of any national strategy, to ensure that the regional strategy is not inconsistent with the national strategy.

### 1.2 Implementing the Strategy

Sections 42F and 42H of the Transit New Zealand Act 1989 (TNZ Act) requires the strategy to be implemented by the regional council, and by constituent district councils, through the annual regional programme and annual district roading programmes respectively, unless “...*the implementation of that strategy is clearly impracticable*”.

The regional programme “...shall not be inconsistent with any...relevant regional land transport strategy...” and is required to state how each output in the programme assists with the strategy. District roading programmes “...shall not be inconsistent with any...relevant regional land transport strategy...” and are required to state how each output and capital project complies with the strategy.

In addition the Land Transport Safety Authority is required to ensure that any output recommended in any safety (administration) programme “...is not inconsistent with any relevant regional land transport strategy...”.

The Land Transport Act requires the Land Transport Safety Authority, Transfund New Zealand, Transit New Zealand, the Commissioner of Police (within certain limitations) and the Secretary for Transport to ensure their actions, in exercising their organisations’ functions, duties and powers, are not inconsistent with any regional land transport strategy.

### 1.3 **Monitoring the Strategy**

Section 182 of the Land Transport Act requires the Regional Council to prepare an annual report on progress in implementing its regional land transport strategy. This report must be forwarded to the Land Transport Safety Authority, Transit New Zealand, Transfund New Zealand, the Commissioner of Police and the Secretary for Transport by 30 September each year, and must be made available to the public.

## Chapter 2: Bay of Plenty Regional Land Transport Strategy

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### 2.1 Preparation

The Regional Land Transport Strategy was last reviewed in 2002/2003.

The first stage in the process of reviewing the Strategy was to research and prepare a *'Baseline and Issues Report'*. The *Baseline and Issues Report* attempts to define the issues facing the region and establish some baselines against which future changes in the land transport system could be measured. Council released the report concurrently with the Draft Strategy.

The *Baseline and Issues Report* was used as the basis for three stakeholder workshops held in the Bay of Plenty in May 2002, the first in Rotorua (15 May 2002), the second in Whakatane (16 May 2002) and the final one in Tauranga (20 May 2002). Local authority politicians and officers, representatives of private and commercial road users, passenger transport, forestry and tourism industry representatives and environmental groups attended the workshops.

The purpose of the workshops was to get stakeholder buy-in and confirmation of the region's land transport issues and needs. As a result the strategy is structured to reflect these identified needs and each issue is addressed by prescriptive measures called "Means of responding to needs". These ensure progress towards the goals and objectives of the strategy can be measured.

After Council had conducted the workshops, it set to and developed the draft strategies to deliver the Vision. The trends and issues, needs, Vision and policy framework and the strategies were then all brought together in a *'Draft Regional Land Transport Strategy'*. The Regional Land Transport Committee considered the *Draft Strategy* on 27 September 2002 and resolved to release it for public comment.

The Regional Land Transport Committee (RLTC) considered the submissions received to the *Draft Strategy* and amended it on 13 December 2002. The Committee also recommended to Council that it adopt the amended document as the approved *Regional Land Transport Strategy*. Council did so on 27 February 2003 and released it soon after.



## **Chapter 3: Progress on implementation**

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Environment Bay of Plenty has implemented two Regional Land Transport Strategy (RLTS) documents in the 2002-2003 financial year. Until February 2003, when the new strategy was adopted, Environment Bay of Plenty's September 1993 RLTS was in effect.

This report will separately deal with the progress on implementing the two documents in 2002-2003 financial year. Please note that the current RLTS, "means of responding to needs" differs from the previous strategy, "methods".

Progress in implementing "methods" and or "means of responding to needs" is outlined in the following section. However any significant efforts or progress made in addressing any of the current issues in the Bay of Plenty, and included in the Regional Land Transport Strategy, will be included also.

## September 1995 - RLTS

### 3.0 Road Transport

#### 3.2 Objectives

*Objective 3.2.1 To maintain the safety and efficiency of the existing State highway and district roading networks, to acceptable economic standards, having regard to their likely effect on the environment.*

*Objective 3.2.2 To pursue an ongoing programme of improvements to the strategic and arterial roading network, which eliminate identified deficiencies, reduce conflicts and bottlenecks, and improves safety.*

*Objective 3.2.3 To recognise the importance of maintaining the safety and efficiency of the strategic and arterial roading network, and the role of land use planning to achieve this.*

#### 3.3 Means of Achievement

*Method 3.3.3 Complete the six State highway strategy studies currently being undertaken in the Bay of Plenty, and review them at five-yearly intervals.*

Transit New Zealand has not been able to supply the information required in the time available.

*Method 3.3.4 In addition to the State highway studies currently being undertaken, undertake strategy studies on:*

- o SH 2 - Taneatua to regional boundary,*
- o SH 30 - Rotorua to Whakatane,*
- o SH 34 - Kawerau to SH 2, and*
- o SH 35 - Opotiki to regional boundary.*
- o SH 2 - Taneatua to regional boundary,*

Transit New Zealand has not been able to supply the information required in the time available.

### 6.0 Freight Transport

#### 6.2 Objectives

*Objective 6.2.1 To achieve an efficient transport system to move wood and other agricultural produce, from forest and farm sources in the Bay of Plenty and neighbouring regions, to processing industries and the Port of Tauranga.*

- Objective 6.2.2*      *To achieve unimpeded and enhanced transport access to the Port of Tauranga, to facilitate its growth and development and its contribution to the regional economy.*
- Objective 6.2.3*      *To encourage the efficient and economic movement of freight in the region which minimises adverse environmental effects and disruption to other traffic, and which includes the use of rail and off-highway private roads.*
- Method 6.3.2*        *In conjunction with Environment Waikato consider the most efficient way of extending bulk transport arterial routes, including rail, that will lead to a reduction of traffic on public roads.*
- Method 6.3.6*        *Monitor the transport options being considered for logs from east coast forests.*
- Method 6.3.7*        *Monitor progress on investigations being carried out into the use of barges to transport logs.*

In 2002-2003 Environment Bay of Plenty prepared and submitted its Regional Programme to Transfund New Zealand (Transfund). The programme contained two bids for alternatives to roading projects in reaction to the new government focus<sup>1</sup>. The Council's RLTC supported the proposals, as they were relevant to Objectives 6.2.1 and 6.2.3 of the 1995 RLTS.

Both projects made little progress during the year, until the adoption of the Regional Land Transport Strategy February 2003.

## **7.0                      Passenger Transport**

- Method 7.3.1*        *In conjunction with public transport operators, develop a marketing strategy to promote the use of passenger transport services in the Bay of Plenty.*
- Method 7.3.2*        *In conjunction with public transport operators in the western Bay of Plenty, publish comprehensive timetable and route information on available passenger transport services in the area.*

What about Environment Bay of Plenty does not have a formal Tauranga marketing strategy, but nonetheless markets the service. One way it does so, is through a comprehensive timetable.

- Method 7.3.4*        *In conjunction with Tauranga District Council, investigate the need for concessionary fare schemes in Tauranga, for targeted groups.*

<sup>1</sup> *Hon Mark Gosche, Moving Forward, 28 February 2002; \$227 Million Transport Package*

In October 2002 Environment Bay of Plenty agreed to subsidise passengers for the:

- Tauranga to Mt Maunganui ferry service.
- Omokoroa to Opureora (Matakana Island) ferry service.
- The Tauranga bus service had a concessionary fare scheme in place for children, students and the elderly who received a concession of 40% on the standard adult fare.

*Method 7.3.5                      Extend the coverage of the Total Mobility scheme within the region, and improve the management and cost effectiveness of the scheme.*

As of March 2002 Environment Bay of Plenty had increased the number of clients registered on the scheme by 466 members from the previous year. At this time there were 2880 members in the Total Mobility scheme.

*Method 7.3.7                      Seek financial assistance, from Transfund, for any passenger service specified in the Regional Passenger Transport Plan and not already provided on a commercial basis, through the annual Regional Land Transport Programme.*

Environment Bay of Plenty applied to Transfund for kick start funding of the Eastern Bay of Plenty Trial Bus Services in July 2002. These applications were approved in September 2002 and trials began operation in mid December 2002.

Also a Murupara service and the Rotorua bus services were granted kick-start funding.

Environment Bay of Plenty also was operating the Tauranga commercial patronage trial and the Papamoa contracted service trial in this time frame.

## **11.0                      Environmental Issues**

### **11.2                      Objectives**

*Objective 11.2.1                      To promote the need for national standards, policies and strategies on issues such as vehicle emissions, fuel efficiency, use of non-renewable energy resources, etc.*

*Objective 11.2.2                      To adopt appropriate measures that minimise the detrimental environmental effects caused by vehicular traffic.*

*Objective 11.2.3                      To encourage urban forms and land use patterns which reduce travel demand and dependence on private motor vehicles for mobility.*

- Objective 11.2.4 To show sensitivity to places of historical, cultural and spiritual significance to tangata whenua.*
- Objective 11.2.5 To recognise environmental constraints and concerns, and heritage values, where road upgrades or new roads are required.*
- Objective 11.2.6 To promote at a national level the need for vehicle standards and rules that prevent spillages.*
- Method 11.3.2 Promote the adoption and enforcement of national emission control standards for all land transport vehicles.*

Environment Bay of Plenty submitted to the “Proposed Land Transport Rule: Vehicle Emissions and Overview” on 14 November 2001, strongly supporting moves to enhance air quality through the application of vehicle emission standards for motorised vehicles.

- Method 11.3.11 Promote the development and implementation of national standards for the containment of stock effluent during transportation of livestock.*
- Method 11.3.13 Approved discharge points for stock effluent should be established at appropriate places, including urban sewerage systems, sale yards, abattoirs and freezing works.*

Transit New Zealand (Transit) has still to finalise its North Island Stock Effluent study. Work on these methods was delayed awaiting the completion of this work.

- Method 12.3.6 Identify local road safety issues, develop and implement community education and promotion programmes to address these, and seek funding through the safety (administration) programme, or other sources, if appropriate.*

Environment Bay of Plenty successfully delivered two social marketing road safety campaigns between July 2002 and February 2003. The two campaigns addressed the road safety issues of Restraints and Poor Observation. Evaluations of these campaigns appear in the appendix.

Through Environment Bay of Plenty's small regional projects fund Environment Bay of Plenty funded three community programmes that dealt with the road safety issues of Alcohol (Eastern Bay of Plenty), Child Restraints (Tauranga/Western Bay of Plenty) and Road safety awareness (Rotorua). These projects were planned, delivered and evaluated in the 2002-2003 financial year. The evaluations of these projects can be obtained from.

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## February 2003 RLTS

### 5.0 Chapter 5: Efficiency

#### 5.2 Objectives

5.2.1 *By 2004, develop a regional road and rail hierarchy with efficiency measurement objectives.*

5.2.2 *By 2005, set realistic objectives for modal shift from cars to public transport, cycling and walking for the journey to work trip.*

#### 5.3 Means of Responding to Needs

***The following means are prescriptive and require an action to be undertaken to ensure progress towards achieving the goal and objectives.***

*Means 5.3.1 By July 2003, Environment Bay of Plenty, road controlling authorities and rail infrastructure providers, in consultation with adjoining regional councils, will develop:*

- A regional road and rail hierarchy for the purpose of determining the main function of the routes within the regional and inter-regional networks.*
- Determine the appropriate levels of service<sup>1</sup> for the various classes within the hierarchy.*

*Means 5.3.9 The Regional Land Transport Strategy recognises the priority central government has placed on supporting alternative to roading proposals and supports the use of alternative modes to roads that have the least environmental costs, for efficient and safe transport.*

*Means 5.3.10 The Regional Land Transport Strategy advocates that central government does all within its power to improve and enhance the efficiency of the existing rail freight capabilities within New Zealand.*

Work is ongoing in these areas.

## 6.0 Chapter 6: Safety

### 6.2 Objectives

**Means 6.2.1** *By 2004, reduce the annual social cost from injury crashes to no more than \$188 million (June 2001 prices).*

The annual social cost of crashes for the Bay of Plenty in 2001-2002 (using June 2001 prices for social costs) was;

Fatal	\$92,017,000
Serious	\$93,267,000
Minor	\$26,019,000
Non-injury	\$2,491,200
Total	\$213,794,200

**Means 6.2.2** *By 2004, reduce the number of deaths plus hospitalisations to no more than:*

	Deaths plus Hospitalisations		Deaths plus Hospitalisations for over 1 day		Deaths plus Hospitalisations for over 3 days	
	av 00/01	2004	av 00/01	2004	av 00/01	2004
<b>Bay of Plenty</b>	497	490	280	270	165	160

The LTSA has not been able to supply the information required in the time available.

**Means 6.2.3** *For the period 2002-2006, reduce the number of injury crashes where poor observation is a factor, to an annual average of less than 86 (the average for the period 1997-2001, less 20%).*

The number of injury crashes in 2001-2002, where poor observation was a factor was 211. See Figure 1.

**Means 6.2.4** *For the period 2002-2006, reduce the number of injury crashes where alcohol is a factor, to an annual average of less than 71 (the average for the period 1997-2001, less 20%).*

The number of injury crashes in 2001-2002, where alcohol was a factor was 125. See Figure 1.

**Means 6.2.5** *For the period 2002-2006, reduce the number of injury crashes where speed is a factor, to an annual average of less than 65 (the average for the period 1997-2001, less 20%).*

The number of injury crashes in 2001-2002, where speed was a factor was 99. See Figure 1.

**Means 6.2.6** For the period 2002 to 2006, reduce the number of intersection crashes as a result of failing to give way/stop, that contribute to the total number of urban injury crashes in Tauranga and Rotorua to an annual average of less than 17 and 15, respectively (the average for the period 1997 to 2001, less 20%).

The number of intersection crashes in Tauranga and Rotorua in 2001-2002, where failing to give way/stop was a factor was 47 and 19, Respectively. See Figure 1.

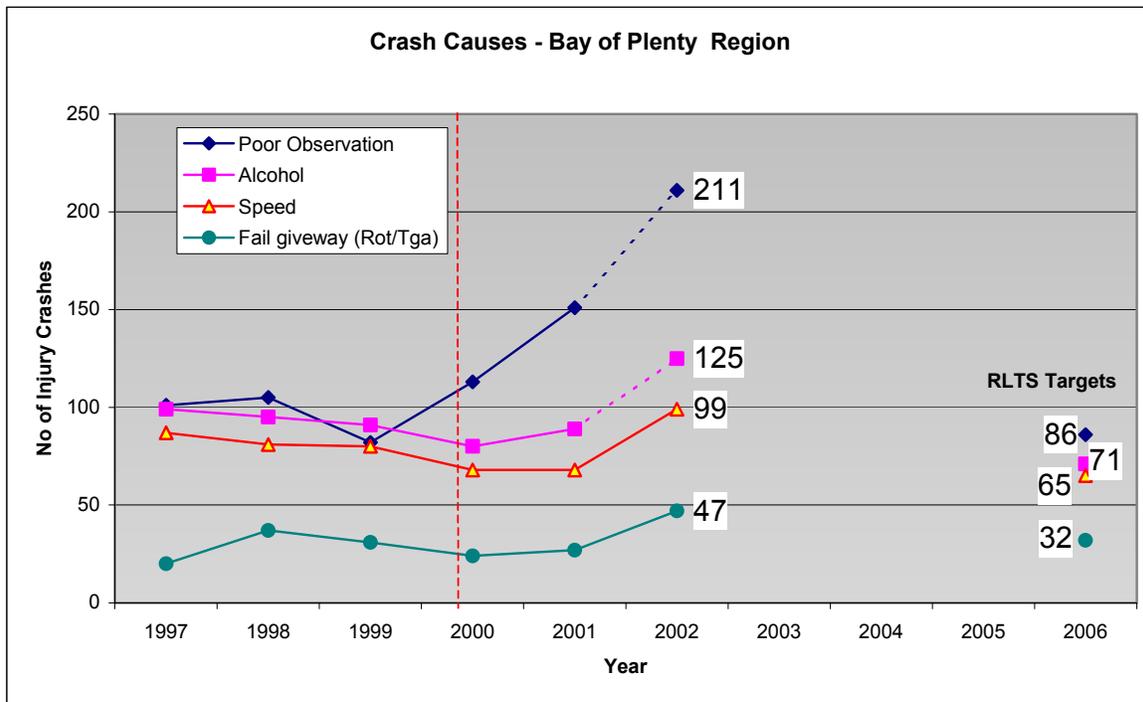


Figure 1 – [Title]

### 6.3 Means of Responding to Needs

**Means 6.3.1** Engineering

**The following means are prescriptive and require an action to be undertaken to ensure progress towards achieving the goal and objectives.**

- a) By July 2006, every road controlling authority shall have an operative Safety Management System.

Rotorua District Council, Transit and Tauranga District Council have in place and are operating its Safety Management Systems (SMS), which were complete prior to June 2003. Work by other councils is continuing in this area.

Means    *Enforcement*  
6.3.2

***The following means are prescriptive and require an action to be undertaken to ensure progress towards achieving the goal and objectives.***

- a) Regional and district road safety enforcement resources are to be risk targeted as identified in the LTSA 'Road Safety Issues' reports.*

The Land Transport Safety Authority (LTSA) have, as a result of the new Community Road Safety Programme (CRSP), organised partnership meetings that enable the partners to target Police resources at 'Road Safety Issues'.

- e) The Regional Land Transport Strategy supports New Zealand Police service delivery being measured on an annual outcome basis agreed with the local community as opposed to an output basis.*

The LTSA promote this at partnership meetings focusing more on the activity the Police are involved in rather than hours of delivery. The groups present at the meeting support this by including Police in the organising of the activity.

Means    *Education*  
6.3.3

***The following means are prescriptive and require an action to be undertaken to ensure progress towards achieving the goal and objectives.***

- a) By July 2004, in consultation with LTSA and the region's territorial authorities, Environment Bay of Plenty will prepare and regularly update, an integrated Bay of Plenty Regional Road Safety Action Plan.*

Environment Bay of Plenty completed its Road Safety Action Plan by the required timeframe for the, 2003-2004 financial year. Environment Bay of Plenty understands that all the sub regions plans were completed on time. These applications were not required for the 2002-2003 financial year.

- c) Local government in the Bay of Plenty and LTSA will support and resource a Bay of Plenty-wide community road safety programme.*

In 2002 – 2003 the CRSP underwent a review, which redefined the roles of the Regional and District Councils. Added to this, Environment Bay of Plenty developed and adopted the Regional Land Transport Strategy, February 2003.

LTSA approved all of the region's Road Safety Action plans in the Bay of Plenty for 2003 – 2004 after they were submitted by April 2002. This enables funding to be released for the delivery of road safety activities in the Bay of Plenty. Action plans that are submitted outline TLA contributions to the road safety effort.

- d) *Local government in the Bay of Plenty will continue to support sub-regional partnership meetings convened by LTSA and at a minimum attended by LTSA, Police, territorial authorities and Environment Bay of Plenty.*

The LTSA, Police, territorial authorities and Environment Bay of Plenty have attended all of the sub regional partnership meetings in 2002 – 2003 for the Bay of Plenty.

- e) *Local government in the Bay of Plenty will support and resource a region-wide network of road safety co-ordinating committees and road safety professionals. At a minimum, this means one staff member each for the eastern Bay of Plenty sub-region, the Rotorua sub-region, the western Bay of Plenty sub-region, and for the region as a whole.*

The Bay of Plenty currently has three road safety committees in each of the sub regions coordinating and facilitating road safety activity. The Tauranga/Western Bay of Plenty and Rotorua sub-regions each have a Road Safety Coordinator to carry out this activity. However, the Road Safety Coordinator acting for the eastern Bay of Plenty moved on and has not yet been replaced.

- f) *Environment Bay of Plenty will co-ordinate both within the Bay of Plenty and with adjoining regions and manage region-wide road safety campaigns that are supported by some or all Bay of Plenty and neighbouring territorial authorities and adjoining regional councils, LTSA, Transit, ACC and the New Zealand Police.*

Environment Bay of Plenty successfully delivered two social marketing road safety campaigns between July 2002 and February 2003. These two campaigns addressed the road safety issues of Restraints and Poor Observation. Evaluations of these campaigns appear in the appendix.

Through Environment Bay of Plenty's small regional projects fund Environment Bay of Plenty funded three community programmes that dealt with the road safety issues of Alcohol (Eastern Bay of Plenty), Child Restraints (Tauranga/Western Bay of Plenty) and Road safety awareness (Rotorua). These projects were planned, delivered and evaluated in the 2002-2003 financial year. The evaluations of these projects can be obtained from.

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- g) *District Councils will target road safety campaigns at the high-risk issues identified in LTSA 'Road Safety Issues' reports.*
- h) *From 2003, any road safety campaign that does not consider the three areas of engineering, enforcement and education at the planning, is inconsistent with the Strategy.*

All new projects submitted to the LTSA have regard to each sub region's issues as outlined in the 'Road Safety Issues Reports'.

## **7.0 Chapter 7: Environment**

### **7.2 Objectives**

*7.2.1 By July 2006, there will be 35 kilometres of cycle ways each, in Tauranga and Rotorua.*

Both Rotorua District Council and Tauranga District Council had in excess of 30 kilometres of cycle ways at the time of this report.

*7.2.2 By July 2006, usage of urban public transport (buses) in the region will increase by 10% on 2000/2001 levels (measured by the number of passenger trips).*

Total patronage in 2002-03 for urban services in Rotorua, Tauranga and Whakatane was 591,900 - well in excess of 2000/01 levels, where the Rotorua service was the only one of the three services to operate for the full year (Tauranga began in mid April 2001 and Whakatane in December 2002).

*7.2.3 By July 2006, population centres in excess of 4,000 people in areas of high social deprivation (measured by Statistics New Zealand's index of deprivation) will have access to alternative transport to the private motor vehicle, that links their community with either Whakatane, Rotorua, or Tauranga.*

Based on 2001 Census information, the population centres in the Bay of Plenty region in excess of 4,000 people were Tauranga, Rotorua, Te Puke, Kawerau, Whakatane and Opotiki. In 2002/03, all these centres were serviced by public transport services. Smaller centres such as Murupara, Edgecumbe, Taneatua and Kaingaroa were also serviced.

*7.2.4 Complaints to Environment Bay of Plenty about the deposition of stock truck effluent onto roads in 2006 decrease on 2001 levels.*

*7.2.5 PM10 emission levels measured by Environment Bay of Plenty at the residential site in both Tauranga and Rotorua in 2006 do not increase on 2001 levels.*

*7.2.6 CO emission levels measured by Environment Bay of Plenty at the residential site in both Tauranga and Rotorua in 2006 do not increase on 2001 levels.*

Environment Bay of Plenty is monitoring these emissions on a monthly basis. However it is misleading to draw conclusions from less than several years' data and the annual report will include statistical information nearer to the goal in 2006.

### 7.3 Means of Responding to Needs

***The following means are prescriptive and require an action to be undertaken to ensure progress towards achieving the goal and objectives.***

*Means*      *Within two years of Transit New Zealand completing the North Island Stock*  
7.3.1      *Effluent Disposal Strategy Study, Environment Bay of Plenty will:*

7.3.5      *Environment Bay of Plenty will advocate to central government that it develop minimum standards for vehicle emissions and introduce compulsory vehicle emission testing as part of the Warrant of Fitness and Certificate of Fitness test for all diesel and petrol fuelled vehicles.*

See Method 11.3.2, Pg 6 of this report

7.3.6      *Environment Bay of Plenty will favour low emission and accessible vehicles for all contracted public passenger transport services that it funds, for new contracts entered in to from 1 July 2003 onwards.*

Environment Bay of Plenty included in its request for tender for Tauranga Bus Services in 2003, favourability for favoured low emission busses for the Tauranga Bus Services.

7.3.12      *Environment Bay of Plenty will prepare and maintain a Regional Passenger Transport Plan for the Bay of Plenty. The Plan will reflect the changing demographics of the region and provide for the passenger transport needs of an ageing population, people with disabilities and areas with high levels of deprivation (for example, the eastern Bay of Plenty sub-region).*

Environment Bay of Plenty's RPTP was adopted in March 2003.

7.3.13      *Environment Bay of Plenty will plan to fund public transport services that are consistent with the Regional Passenger Transport Plan.*

## **Activities Planned in 2003-2004**

### **Total mobility**

- Continued to provide Total Mobility services in Tauranga, Rotorua and Whakatane.
- Funding provided to assist in installing two wheelchair hoists. One in Rotorua, the other in Whakatane.

### **Road Safety**

- Regional Safety belt campaign planned for Sept – Oct 2003
- Regional Alcohol Campaign planned for Dec – Jan 2003

### **Passenger transport**

- A complete review of the Regional Passenger Transport Plan (RLTP) is underway.
- A new contact centre is to be implemented for customers, operators and staff of Environment Bay of Plenty.
- Rotorua's Bus Service will be restudied in this financial year.