Tauranga Urban Network Study 1 (2011 -2041) Updated Brief

INTRODUCTION

This document sets out an updated brief for the Tauranga Urban Network Strategy (TUNS), based on the Terms of Reference (TOR), agreed as of 16th August 2011.

A significant amount of work has been undertaken since the Terms of Reference (TOR) was agreed (see methodology section below). It has been agreed by project partners that the TOR requires an "upgrade" to enable the project to fully align with Smartgrowth and continue successfully towards completion.

The following sections set out the terms of this update with reference to the TOR. In the event of any conflict, the requirements of this brief shall take precedence over the TOR.

INTERPRETATION OF STUDY OBJECTIVES

Study objectives are as set out in the TOR referred to above and repeated below with further explanation as necessary:

1. To bring together the key stakeholders in planning and delivery of all land transport solutions in order to integrate the development of all land transport modes and land-use planning

2. To identify existing and future challenges in the Tauranga urban network
   Identify existing and future challenges to the use of primary and secondary arterials of the Tauranga urban road network over the next 30 years, based on a review of current relevant social, economic, travel and land use issues and trends. Understand the impact of the Smartgrowth settlement pattern on the transport network. Identify any network gaps or shortfalls likely to arise, including a review of the contribution that currently planned[1] projects will make. Consider the direction given by related national, regional and sub-regional policy commitments as well as Issues identified by key stakeholders.

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[1] *"currently planned" includes:*

- *consented or designated projects;*
- *funding allocated for consenting or designated purposes;*
- *assumptions made by joint agreement in the Tauranga Traffic Model version 5.8*
- *projects for which feasibility studies are completed;*
- *where infrastructure is included in strategic documents such as the RLTS*

3. To identify and agree on the desired strategic function of the transport network in the Tauranga urban area

    Identify strategic functions/roles of the key network arterials based on the challenges and objectives identified through objective 2 and delivery of the Optimised Transport System (Hierarchy of Interventions) approach.

4. To identify potential future improvements to the Tauranga urban network that will resolve current issues and projected future challenges, given forecast changes in demographics, land use and transport demand

    Develop potential options (infrastructure and non-infrastructure) that can contribute to network objectives, meet the challenges, and deliver the strategic functions of the key network arterials. Undertake a qualitative option selection assessment of the identified options. This will identify the extent to which each is likely to deliver on the strategic functions and meet network objectives.

5. To agree the prioritisation of proposed investigation work, which arises from potential improvement works.

    Develop a prioritisation process that will enable future projects to demonstrate how they align with the options identified above. This must be consistent with the prioritisation criteria set out in the NZTA's Investment and Revenue Strategy (IRS) to give effect to the GPS.

6. To determine the appropriate form of the transport network, given the desired function

    Based on the outputs from the option selection assessment, develop clear statements about the expected position within the roading hierarchy for each component of the strategic network and based on agreed Levels of Service, identify potential strategic forms of key network arterials that, in combination with selected non-infrastructure options, meet network objectives and deliver the strategic functions of key network arterials.

METHODOLOGY

The Project Team is to confirm the methodology to be used for this project for Project Sponsors and the SmartGrowth Research Working Group's approval.

The methodology is to be based on achieving the Optimised Transport System approach in the BoP Regional Land Transport Strategy (2011-2014, Figure 15) and as supported in the draft Tauranga Transport Strategy 2012-2042 and the NZTA Planning, Programming and Funding Manual.

This will align with the project objectives. A significant amount of work has already been undertaken and this is to be used to continue and complete the study. This includes:

- Original Terms of Reference as of August 2011
- Various TCC, NZTA and Smart Growth reports
- Analyses of Stakeholder Issues and their alignment with NZTA's Statement of Intent undertaken by Bowman Consulting
- Proposed Assessment Criteria for assessing issues across the urban network undertaken by Bowman Consulting
- "Origin-Destination analysis" based on a "Tauranga Travel Patterns…" report of 2011, identifying where car trips were more likely to be attracted to public transport undertaken by the project team
- Analyses from the Tauranga Traffic model undertaken by the project team

- o "Road function analysis" based on proportions of journey-to-work trips, heavy commercial vehicles and trip lengths across the network
- o "Cross Harbour – Round Harbour" Analysis
- o "Level of Service" analysis
- o Modelling undertaken across the Mount Corridor.
- o "Origin-Destination analysis" based on regular "Tauranga Travel Patterns..." reports, identifying where car trips were more likely to be attracted to public transport

A detailed methodology will be agreed based on the study objectives specified above to ensure deliver of a well-founded and coherent study.

Existing and future challenges to the network should be identified. It is recognised that these will vary across the network and therefore suggest different challenges for different corridors, an approach adopted in the TTS which this study will need to be in close alignment with.

A series of key questions related to Tauranga's transport network in the next 30 years have been developed based on the TOR. These will be used to guide the study methodology as set out below depending on the completion of objective 2 (Issues and Challenges):

1. Port of Tauranga - The Port is nationally important. What has TUNS allowed for or predicted in terms of future growth, and linked to this, what impact will be there be on road and rail networks? What is the sensitivity to these assumptions?

2. Public Transport - What has been assumed for PT travel...and why? What difference would it make to the results and recommendations if we assumed greatly increased PT usage and active mode usage?

3. Cameron Road - What does TUNS teach us about the function of Cameron Rd? How can the form of this corridor support the range of activities that occur along it as well as the city centre.

4. City Centre Access - Is the function balance right between Fraser, Cameron and Route K?
     i. How can this be supported?
     ii. Do we need to change anything?
     iii. What level of growth in the CBD has been allowed...employment and households?
     iv. What will future conditions be like in the CBD compared with now?

5. State Highway 2 – Clarification of the various functions of Maunganui Road, Hewletts Road, Hull Road and Totara Street.

6. State Highway 29 - What will be the future LOS? How will future development affect the function?

7. State Highway 2A - What is the place and function of SH2A in the future network? What infrastructure is required to support this function?

8. Future Investment - What is the indicative cost to deliver the conclusions of the study (current and identified future projects)?

The project team may wish to take the following approach to these questions as a starting point for delivering the methodology and is invited to review and adjust them as necessary.

Focus Area	What has been done?	What is required?
Alignment with national, regional and local strategic direction	Initial review of NZTA Statement of Intent, Connecting New Zealand document, Regional Land Transport Strategy, Regional PT Plan, draft Tauranga Transport Strategy, national State Highway Classification etc	Reporting to project team. Reconfirmation of statements made in the Terms of Reference in August 2011, statements made in presentation to project team in October 2011 and included in first draft of final document in November 2011.
History / Previous decisions	Document review including 1976 and 1993 transportation studies, 1997 strategic roading network decisions, Smartgrowth corridor studies, 2006 Integrated Transport Strategy, Smart Transport working group and reports	More analysis of 'Across the Harbour' versus 'Around the Harbour' conclusions is required. Review and reporting of findings to project team. Project team decision about what remains valid and what has become outdated.
Identify key drivers (including origins and destinations) for future freight generation and likely routes taken. Central to this is a clear understanding about future growth of the Port of Tauranga.	Detailed analysis of v5.8 of Tauranga Traffic Model through to 2031. Grading of routes with high, medium and low percentages of HCV movements.	Complete write up of analysis. Report to project team. Look to define what (if any) parts of the urban arterial network are used solely for freight and on this basis ensure that economic outcomes are prioritised,
Identify key drivers (including origins and destinations) for future journey to work transport demand, and the sorts of transport modes likely to be used and the opportunity to encourage modal shift.	Detailed analysis of v5.8 of Tauranga Traffic Model through to 2031. Grading of percentages of trips that are Journey to Work related. Assessment of journey length to determine local versus longer distance through trips.	Complete write up of analysis. Report to project team. Look to define what (if any) parts of the urban arterial network are used solely for local trips and on this basis ensure that social and environmental outcomes are prioritised.
Understand the role of tourism	Some national understanding of key drivers/challenges has been undertaken. Bay of Plenty Tourism work does consider future trends	Development of statement of impact and consideration of the need to consider tourism within the function discussion.
Identify transport patterns that will result in land use impacts and land use patterns that will result in transport impacts	Use of v5.8 of Tauranga Traffic Model to understand citywide transport impacts of the defined Smartgrowth settlement pattern to 2031.	Report findings to the project team. Assess future projects to analyse the level of impact. Identify other projects that will protect function of arterial corridors
Define desired and predicted future network performance across key sections of the network and the network as a	Analysis of v5.8 of Tauranga Traffic Model demonstrates that even with all identified projects the network will see reduced	Project team to assess and consider future network performance on each specific portion of the network (to

whole.	Levels of Service to 2031.	deliver pre-agreed outcomes)
Form conclusions about what strategic form the network should take to deliver function to agreed network performance level.	Analysis of the impact of already identified future projects to reduce or remove this future impact in included within v5.8 of the Tauranga Traffic Model.	Project team to assess and agree what is required to create a network that will deliver network performance target. Project team needs to form strong conclusions and be able to back up either a need for significant future investment, or a reduction in Level of Service on the grounds further network capacity is unaffordable and/or potentially unpalatable to the community.
Set out a project prioritisation process to enable future funding and package decisions to fully align with TUNS conclusions.	Nothing to date	Analysis of NZTA outcomes statements to confirm key focus areas for projects and packages.
Ensure that related documents fully reflect the findings of TUNS and how it will be delivered.	Many associated document recognise the issues that the Central Corridor Study (now rebranded as TUNS) was going to raise but little work to ensure alignment has yet been undertaken.	Project team needs to define the process for aligning TUNS with RLTS, RLTP, Tauranga Transport Strategy and all NZTA projects and asset management systems.

An indicative approach to the development of options (study objective 4) is required and is most likely a four step process, as outlined below:

1. Develop draft options based on issues and challenges
2. Present the draft options to key stakeholders
3. Assess the draft options
4. Present the draft options to Steering Group

Option selection assessment also requires the development of a methodology with the client team. An indicative approach for option selection could be based on:

1. The prioritised Issue Themes developed by Bowman Consulting from analyses of stakeholder issues, updated to include other issues defined from the trends analysis and other policy commitments.
2. The contribution of particular options towards objectives and relevant strategic function
3. The use of a multi-criteria analysis tool.

This indicative approach is likely to provide a means of qualitatively selecting the most promising options to take forward.

In combination with the review of issues, this assessment should form the starting point for the prioritisation of selected options (objective 5).

The strategic form of key network arterials (study objective 6) will in general be determined by the option selection assessment undertaken prior to this. The successful project team is expected to present these

recommended forms in outline terms only, suitable for later development. Action plans for the delivery of these forms should be presented in the form of corridor or network-wide plans as appropriate. These must be complementary with any selected non-infrastructural options expected to contribute to strategic objectives.

INDICATIVE PROGRAMME

The methodology outlined above is to be delivered based on the attached timeline. The objectives constitute milestones in the development of the study, with which agreement with the Smartgrowth Research Working Group /IMG and Project Sponsors is required.

MANAGEMENT & GOVERNANCE

This project forms part of the work of the Smartgrowth Research Working Group.

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Project Team: TCC, WBOPDC, BOPRC, NZTA representatives, using support from their organisations to deliver tasks by deadlines set with the Project Manager.

Study outputs as described above must be progressively reviewed and approved by the Smartgrowth Research Working Group and Project Sponsors according to the programme milestones described above.