



Wellington Regional Public Transport Plan 2011-21

Proposed Plan

Chairperson's foreword

Public transport is undergoing a renaissance at the moment. We have new Matangi trains being rolled out, new rail services extended to Waikanae, a new real time information system introduced and, more recently, an additional \$400 million rail package announced with Central Government. This will build on the work already done to address the historic lack of investment in the region's rail network.

The role of public transport is wide ranging. Public transport services contribute to economic growth and productivity by easing road congestion, providing access to markets and employment, and making more efficient use of existing networks and infrastructure. Public transport is also important from a social and environmental perspective. It provides affordable options for people unable to travel by private means and provides benefits in terms of reduced air, noise and visual pollution, plus reduced energy use.

The Wellington region has a strong culture of public transport usage. More than 35 million passenger transport trips were made in 2009/10 and this is expected to increase steadily. This trend emphasises how important it is that we strive to improve all aspects of public transport, including planning, operation and infrastructure investment.

The biggest issue for us is affordability. Reliance on government subsidies and farebox recovery will continue to be a challenge, given the increasing costs we are seeing, particularly in relation to bus inflation costs, exchange rates and fuel costs.

Having a structured approach to our management of public transport is the first necessary step – hence the preparation of this Public Transport Plan, which specifies how the Regional Council gives effect to the requirements of the public transport components of the Regional Land Transport Strategy. Our overall objective is to achieve an affordable, integrated, safe, responsive and sustainable land transport system in an efficient and effective manner.

The plan is an update and realignment of the previous Regional Passenger Transport Plan, developed in 2007. An important new element to this Plan is that it proposes using a layered service approach to specify consistent service levels (and describe how they will be delivered) for key public transport networks in the region. This will not only assist operators and Greater Wellington in setting service levels but will also provide certainty to the community about expectations for the services for which they are helping to pay.

A future network plan, based on the layered service approach, is set out in section 7.1.2. It identifies the main public transport corridors across the region and is intended to guide current and future service provision, as well as enabling people to make informed decisions about where they live and work.

I have much pleasure in commending the Wellington Regional Public Transport Plan for your consideration and welcome your feedback.

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PART A – WHAT WE DO AND WHY

1. Introduction

The delivery of public transport services in the region is guided by the public transport provisions of the Regional Land Transport Strategy (RLTS) and the Regional Public Transport Plan (this document).

The Regional Public Transport Plan (PT Plan) is prepared by the Greater Wellington Regional Council under the Public Transport Management Act 2008.

The purpose of this PT Plan is to:

- specify how the regional council will give effect to the public transport service components of the RLTS; and
- contribute to achieving an affordable, integrated, safe, responsive and sustainable land transport system in an efficient and effective manner.

This PT Plan is also aligned with government priorities as described in the Government Policy Statement on Land Transport Funding (refer section 13.4.2a)).

This PT Plan is structured as follows:

- Part A provides an overview of public transport in the region and explains what we do. In addition, it provides the reasons for providing public transport in the region
- Part B provides the policy direction for public transport in the region, including objectives, policies and methods
- Part C describes our approach to delivering public transport in the region and provides a description of services proposed to be provided
- Part D describes our approach to monitoring and reviewing this PT Plan and public transport services
- Part E provides background to the rest of this PT Plan. It describes the regional context and the legislative and wider policy framework within which the plan is written

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1.1 Roles and responsibilities

Greater Wellington is responsible for planning, procuring, funding and promoting the use of public transport services in the region.

A number of other organisations also have responsibilities in providing an effective and efficient public transport system, including:

- Public transport operators who deliver public transport services
- KiwiRail who own much of the rail network infrastructure
- The New Zealand Transport Agency who partly fund public transport services and infrastructure on behalf of government
- Local authorities who provide roading and related infrastructure

Ratepayers and passengers also provide funding through regional rates and fares respectively. Further detail on these various roles and responsibilities is provided in Appendix 7.

1.2 Key local and national activities currently underway

A number of significant activities (both locally and nationally) are currently underway that affect delivery of an integrated public transport network. These activities include:

- Government adoption of the next Government Policy Statement on Transport Funding (refer section 12.1.1a))
- Implementation of the government rail package (refer section 12.1.2b))
- Development of a new public transport operating model for the procurement of bus and ferry services (refer section 12.1.4)
- Development of an integrated ticketing system in Auckland which is intended to guide integrated ticketing systems elsewhere in the country (refer section 12.1.3a))
- Completion of the Wellington City Bus Review (refer section 10.2.4a))

- Completion of the Wellington Public Transport Spine Study (refer section 10.2.4b))
- Development of the next Long Term Plan for Greater Wellington (refer section 13.2.4a))

Many of these activities will affect the content of this PT Plan. At the appropriate time this PT Plan will be reviewed and varied to incorporate outcomes of the above activities. The Public Transport Management Act 2008 requires this first PT Plan to be adopted by 31 December 2001 and therefore it is not feasible to delay its preparation further.

2. Regional public transport at a glance

The Wellington region has a high-quality, well-used public transport network of bus, train and harbour ferry services as well as the cable car. There are more than 100 bus routes, four train lines and two harbour ferry routes providing service across the region.

2.1 Current patronage and network coverage

The Wellington region has a strong culture of public transport usage with 36.7 million passenger trips on the public transport network during 2009/10¹. Passenger trips and kilometres travelled are shown in Table 1 and Table 2.

The Wellington region also has excellent coverage of public transport services as shown in Figure 1. In this region 55% of people live or work within 400m (5 minute walk), and 77% within 800m (10 minute walk), of a public transport stop with service throughout the day. If targeted services, that do not necessarily have service throughout the day, are included then 72% of people in the region live or work within 400m, and 91% within 800m, of a public transport stop.

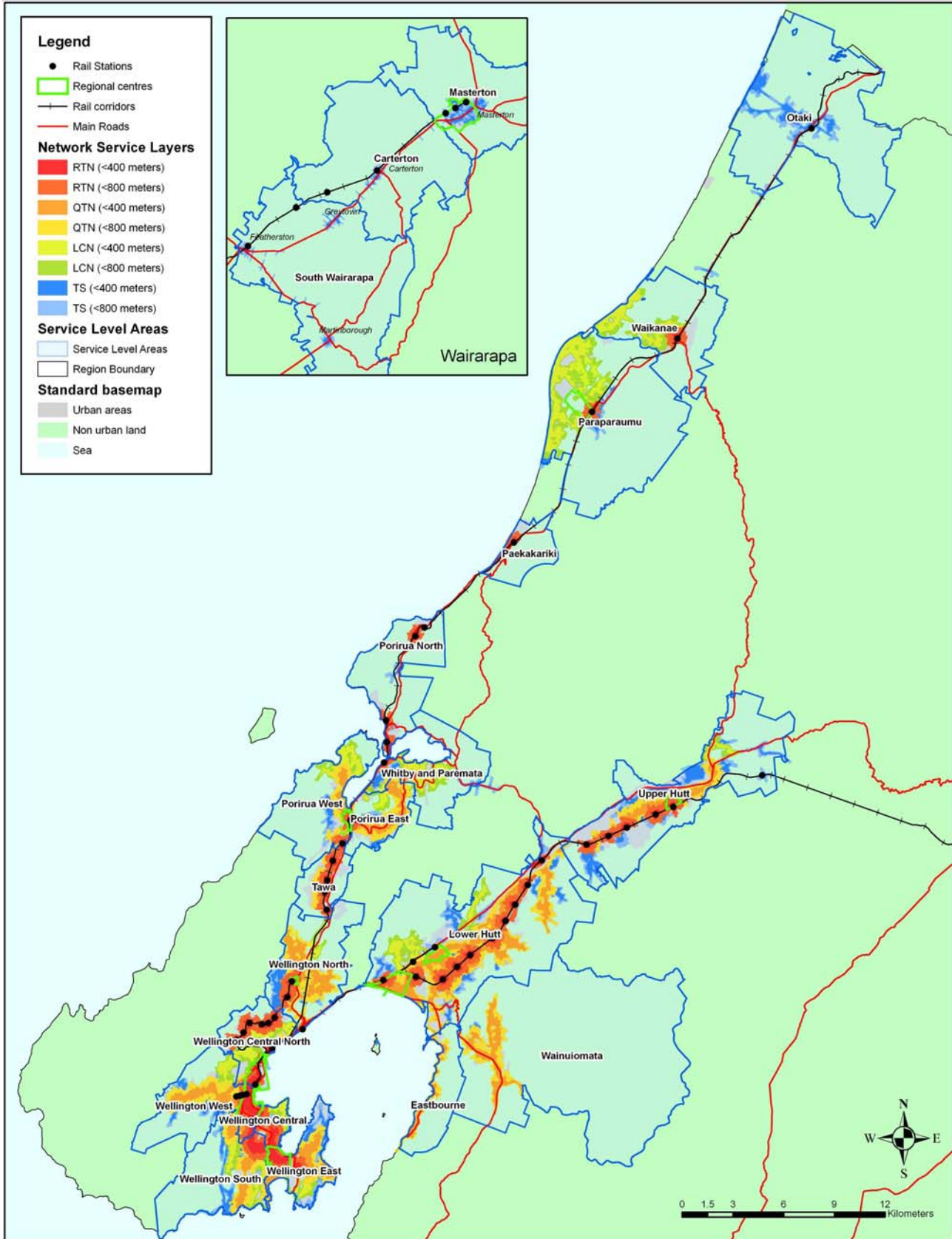
Table 1: Total passenger trips (million) on the public transport network 2009/10

	Rail	Bus	Ferry	Cable car	Total
Peak periods	7.3	9.9	0.1	-	17.3
Non-peak periods	3.8	13.7	0.1	-	17.6
Unspecified	-	0.7	-	1.1	1.7
Total	11.1	24.3	0.2	1.1	36.7

Table 2: Total passenger kilometres (million) on the public transport network 2009/10

	Rail	Bus	Ferry	Cable car	Total
Peak periods	174.6	70.6	0.9		246.1
Non-peak periods	84.8	96.4	1.1		182.3
Unspecified	-	3.0	-	0.7	3.7
Total	259.3	170.0	2.0	0.7	432.0

¹ The number of passenger trips reported here is higher than the 35 million passenger trips reported in the RLTS due to the inclusion of a number of commercial passenger trips not previously counted.



² In the key RTN = rapid transit network, QTN = quality transit network, LCN = local connector network and TS = targeted services (refer section 7.1.1)

2.2 Current financial performance of public transport services

The operating costs of public transport services are summarised in Figure 2 with overall network performance summarised in Table 3. Further detail on public transport expenditure and funding levels is provided in section 14.

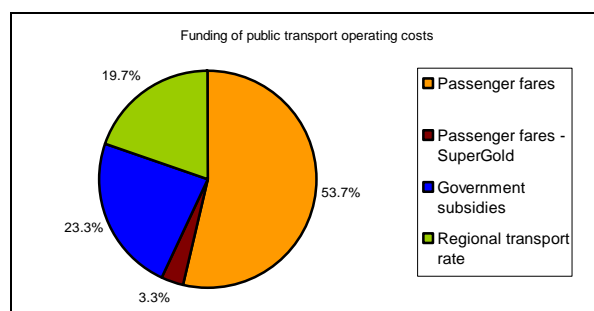


Figure 2: Operating costs of public transport services 2009/10

Table 3: Performance of the public transport network 2009/10

Performance measure	Public transport mode				
	Rail	Bus	Ferry	Cable car	Total
Passenger fares (\$ million)	33.9	42.9	1.1	1.7	79.6
Passenger fares – SuperGold (\$ million)	1.1	3.6	0.08	0.07	4.9
Operating subsidies ³ (\$ million)	27.1	36.3	0.3	0.0	63.7
Farebox recovery (%)	56.4	56.1	82.0	100	57.0
Passenger trips (000)	11.1	24.3	0.2	1.1	36.7
Subsidy per passenger trip (\$)	2.43	1.49	1.45	0.00	1.73
Passenger kilometres (000)	259	170	2.0	0.7	432
Subsidy per passenger kilometre (\$)	0.10	0.21	0.13	0.00	0.15

³ Operating subsidies refer to operating costs only.

2.3 Current and future patronage trends

The Regional Land Transport Strategy 2010-2040 (RLTS) sets out the current and future patronage trends in the region. According to the RLTS, the number of passenger trips made by public transport has been steadily increasing, but has flattened out somewhat as shown in Figure 3. Reasons for flattening of growth include reliability issues, fuel price changes and fare increases. For example, there was a decrease of 1.3% in rail patronage in the 2009/10 year compared with the previous year. However, the longer term trends show that between 2002 and 2010, total passenger trips increased by 14%.

The decrease in rail patronage shown in the 2009/10 year is not expected to continue in future years. This is due to the significant on-going investments by government and Greater Wellington in the rail track system and trains resulting in improved rail services overall, including the February 2011 extension of trains to Waikanae and introduction of new Matangi trains.

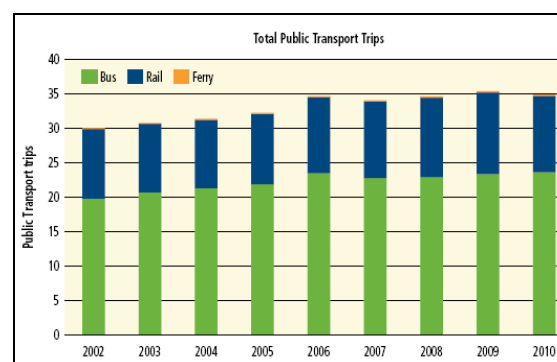


Figure 3: Total annual public transport patronage by mode. Source RLTS 2010

Total Mobility Scheme patronage is shown in Figure 4. The Total Mobility Scheme is described in Appendix 4.

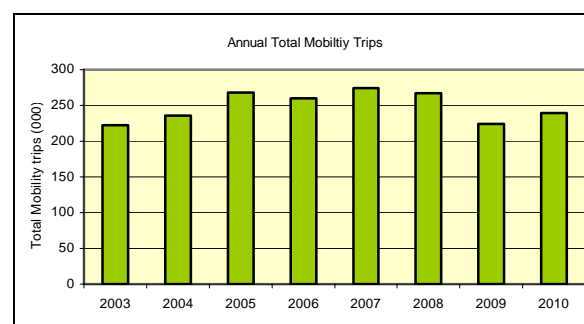


Figure 4: Total Mobility Scheme trips

The predicted future patronage trends for the next 30 years are shown in Figure 5. It suggests that there is ample opportunity to increase public transport patronage. The highest scenario sees annual public transport trips increase 119%, resulting from population and economic growth, improved networks and a pricing mechanism being in place that increases the cost of car trips. The lowest scenario sees a decrease of 14% in annual public transport trips, resulting from low car trip costs, low population growth and a lack of investment in public transport.

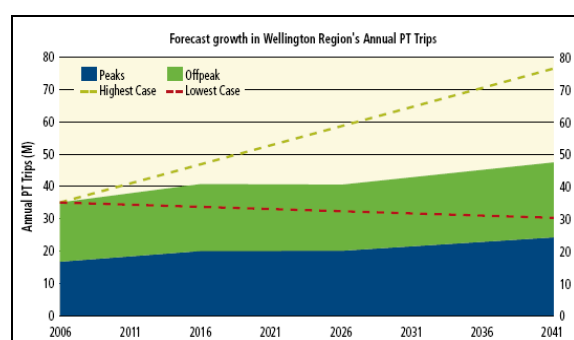


Figure 5: Projected growth in Wellington region daily public transport trips. Source: RLTS 2010

2.4 Key pressures and issues

There are a number of pressures and issues affecting delivery of an effective and efficient integrated public transport network.

At a strategic level, the RLTS identifies a range of pressures and issues. Key pressures include:

- a growing and aging population resulting in increased demand for services and changes in travel patterns
- a growing economy, which relies on an efficient transport system
- increasing travel demand due to population and economic growth

Key issues include:

- managing access and mobility issues to ensure access to markets, employment and social opportunities
- improving reliability of public transport services and network resilience
- addressing the historic lack of investment in the rail network

- providing sufficient public transport capacity to cater for future demand
- managing traffic congestion during peak periods
- strengthening east-west connections to improve access, efficiency and reliability of trips made between the Hutt Valley, Wellington and Porirua

Greater Wellington has also identified a number of other significant public transport specific issues, including funding and affordability pressures, rail network issues and changes to fares and ticketing systems which are covered in section 12.

3. What we want to achieve

Greater Wellington wants to achieve an effective and efficient integrated public transport network that contributes to improved economic growth and productivity while also providing for the social needs of the community.

The Regional Land Transport Strategy sets out the transport vision for the region, which is:

“...to deliver an integrated land transport network that supports the region’s people and prosperity in a way that is economically, environmentally and socially sustainable...”

This vision includes the following aspirations to guide the provision of public transport:

“...Access to and between key destinations such as Wellington City Central Business District and other regional centres, CentrePort, Wellington International Airport and Wellington Regional Hospital will be quick, easy, reliable and safe...”

In urban areas there will be viable alternatives to travel by private car for most trips. People will generally walk or cycle for short and medium length trips. Pedestrian and cycling networks will be convenient, safe and pleasant to use.

Public transport will provide an excellent option for an increasing number of people, particularly at peak times along key commuter corridors. Public transport trip times and comfort will compete reliably and favourably with private cars for a majority of commuter trips. The public transport system will

effectively connect people with key destinations. All public transport services will be fully accessible, including physical access, access to information and simple streamlined ticketing.

... Traffic congestion will be managed at levels that balance the need for access against the ability to fully provide for peak demands due to community impacts and cost constraints...”

To achieve this vision and contribute to improved economic growth and productivity we will also need to grow public transport patronage with less reliance on public subsidies.⁴

3.1 Role of public transport in this region

Public transport in the region is required to fulfil a number of roles, particularly if it is to contribute to improved economic growth and productivity and less reduce reliance on public subsidies (refer Policy 11.1).

Public transport services contribute to economic growth and productivity by easing road congestion (and thus the need for more roading infrastructure), providing access to markets and employment, and making more efficient use of existing networks and infrastructure.

3.1.1 Strategic role of public transport

The RLTS identifies the role of transport modes, including rail, bus and ferry. The RLTS states that:

“The appropriate role for public transport is to provide an alternative to private cars, particularly for longer journeys where active modes are less attractive. It also has a vital role in providing for people who do not own a private vehicle, are unable to drive or cannot use active modes to access the goods or services they need.” (p48, RLTS 2010)

In addition, to achieve economic growth and productivity, the public transport system needs to serve a dual strategic role of:

- providing access to basic community activities and services, in particular to work and education but also to other

⁴ The need to reduce reliability on public subsidies is covered by the Government Policy Statement engagement Document for the GPS 2012 (April 2011) and Appendix A of the NZTA Guidelines for the Development of Regional Public Transport Plans (May 2011).

activities and services necessary to participate in society such as healthcare, welfare and food shopping; and

- providing congestion relief at peak times to reduce the need for additional road investment by providing a more environmentally sustainable alternative to travel by private car for journey to work and education purposes.

The access role means providing a basic network of services that maintain basic accessibility and cater for basic demand, including cost effective access to the Wellington CBD and regional centres so as to achieve agglomeration and other benefits for the regional and national economies. The congestion relief role means providing an enhanced network of services (e.g. higher frequencies and longer hours of operation) that maximise the attractiveness of public transport as an alternative to the private car and achieves longer term patronage growth targets.

The congestion relief role cannot be achieved without also providing for the access role. This is because without a basic level of service, public transport would not be an attractive alternative to the private car, would have little impact on congestion and would be very inefficient.

3.1.2 Related public transport roles

Public transport also fulfils a number of related roles that complement its main strategic role. These include providing social benefits and supporting regional form, design and function aspirations of the region.

a) Social benefits

Public transport services provide social benefits that contribute to the overall economic and social cohesion of the region. These benefits make the region more attractive for industry and for individuals to reside. The social benefits of public transport include:

- travel options for members of the community unable to travel by private means (e.g. households that do not have access to a private car)
- improved health and safety
- reduced air, noise and visual pollution, including reduced greenhouse gas

emissions that may otherwise contribute to climate change

- reduced energy use

In addition, many children travel to and from school using public transport which provides a benefit by reducing the need for parents to drive their children to school.

b) *Regional form, design and function aspirations*

Public transport has an important role in supporting the regional form, design and function aspirations of the region. These aspirations, which are for a more compact and sustainable urban form, are set out in the Proposed Regional Policy Statement. Objective 12 of the Proposed Regional Policy Statement is to provide:

“a compact, well designed and sustainable regional form that has an integrated, safe and responsive transport network...”

The Proposed Regional Policy Statement builds on the Wellington Regional Strategy and Regional Land Transport Strategy in identifying the critical link between urban development and transportation in creating a compact, well designed and sustainable regional form with public transport supporting more intensive development around public transport nodes and along key public transport corridors.

Urban development that occurs alongside existing public transport corridors will provide for a more efficient use of that infrastructure and will reduce the need for new infrastructure at the margins of the urban area. This in turn means a more efficient use of existing networks and infrastructure.

3.2 Outcomes sought

The RLTS identifies the following outcomes for public transport in the region:

Key outcome:

- Increased peak period passenger transport mode share, i.e. there is an increase in people using public transport during peak travel times compared with the proportion of people using other forms of transport.

Related outcomes:

- Increased off-peak passenger transport use and community connectedness

- Improved passenger transport accessibility for all, including people with disabilities or from low income groups
- Reduced passenger transport journey times compared to travel by private car
- Increased passenger transport reliability

The RLTS also sets out a number of strategic targets to measure performance against these objectives. This PT Plan will contribute to these outcomes and strategic targets by giving effect to the public transport service components of the RLTS (i.e. the purpose of this PT Plan). Section 11 sets out our approach to monitoring and reporting on targets.

4. What we plan to do

Greater Wellington is responsible for planning, procuring, funding and promoting the use of public transport services in the Wellington region.

4.1 Our focus areas

Greater Wellington’s main focus is to contribute to improved economic growth and productivity, in line with Objective 11, while also providing for the social needs of the community.

Our key focus areas are:

- consolidating the benefits of existing investments and projects
- growing peak-period public transport patronage, while also trying to grow off-peak use
- continuing to improve the rail network, particularly ensuring reliability and peak capacity in line with demand
- improving the efficiency of the bus network by redeploying resources from poorly performing services
- improving the reliability and efficiency of bus services within the Wellington CBD
- working towards standardised fare products and network-wide electronic ticketing
- managing affordability risks arising from exchange rate and oil price volatility

Greater Wellington is focusing on these areas to ensure the best return possible for its investment

in public transport (i.e. maximise value for money). Our main activities, which are guided by these focus areas, are set out below.

4.2 Our main activities

All activities undertaken by Greater Wellington (and the funding for these activities) must be identified in Greater Wellington's Long Term Plan. The current Long Term Plan was adopted in 2009 and identifies the following public transport activity areas⁵:

- Planning public transport services
- Public transport operations
- Maintain infrastructure assets and invest in new infrastructure
- Marketing and information management

The key activities we plan to undertake in each of these activity areas are set out below. The activities identified are guided by the focus areas identified in section 4.1 and the objectives, policies and methods in section 6 of this PT Plan⁶.

4.2.1 Planning public transport services

Our planning activities relate to the need to plan strategically and in a deliberate manner, in conjunction with public transport operators, to ensure the efficient and effective operation of an integrated public transport network. Our main activities in this area include:

- carrying out a rolling programme of area-wide service reviews (refer section 10.2 on reviewing public transport services)
- implementing the findings of the Central Area Bus Operational Review to improve the efficiency of bus services in the Wellington CBD
- completing the Wellington City Bus Review and vary this PT Plan as required to implement the findings of the review
- completing the Wellington Public Transport Spine Study to assess the feasibility of a high quality public transport system in the Ngauranga to

⁵ Greater Wellington is preparing a new Long Term Plan which will be adopted in June 2012. Greater Wellington's Long Term Plan is covered in section 13.2.4a).

⁶ Greater Wellington will implement all methods identified in section 6 of this PT Plan but will focus on the activities identified in this section

Airport Corridor, as specified in the Corridor Plan

- continuing work towards a network-wide electronic ticketing system
- reviewing and varying this PT Plan as required, with a full review by 2013

4.2.2 Public transport operations

Our operations activities relate to the funding, procurement and monitoring of public transport services. Our main activities in this area include:

- funding of rail, bus and local harbour ferry services
- funding and administration of the Total Mobility Scheme (refer Appendix 4)
- implementing the government rail package announced in 2011
- participating in development of a public transport operating model for the procurement of bus and ferry services and work towards implementing the model as soon as possible
- incorporating new national guidelines for vehicle standards into performance based bus contracts
- monitoring of public transport services to ensure quality standards are maintained
- monitoring of the Total Mobility Scheme to ensure effective end efficiency delivery of services

4.2.3 Maintain infrastructure assets and invest in new infrastructure

Our infrastructure activity area relates to our role in providing new infrastructure and maintaining or enhancing components of the existing public transport infrastructure network. Some infrastructure activities are core to the provision of public transport services (e.g. provision and maintenance of trains), while others are necessary to provide a public transport service that is attractive to use (e.g. provisions of park and ride facilities). Our main activities in this area include:

- completing the roll-out of the new Matangi trains
- carrying out refurbishment of the Ganz Mavag trains

- implementing the government rail package announced in 2011
- maintaining the real time information system
- maintaining a region-wide maintenance programme for park and ride facilities
- maintaining the retrofit programme for bus shelters and installation of new bus shelters across the region
- maintaining assets in accordance with the Public Transport Asset Management Plan

4.2.4 Marketing and information management

Our marketing and information activities relate to marketing and provision of information about public transport services. Our main activities in this area include:

- providing information on public transport services through the Metlink call centre, timetable production and website
- carrying out annual public transport customer satisfaction monitoring
- carrying out public transport promotional campaigns

PART B – POLICY

5. Introduction

This PT Plan aims to deliver an effective and efficient integrated public transport network. The objectives, policies and methods of this PT Plan are grouped into the following policy areas:

- Network and services
- Vehicles and infrastructure
- Fares, ticketing and information
- Commercial framework, funding and prioritisation
- Policy on significance

6. Policy areas

6.1 Network and services policy area

The network and services policy area provides standards and service levels that are required to deliver an effective and efficient integrated public transport network.

Objective 1: Simple, easy to understand services that go where people want to go

Greater Wellington will provide a public transport system that effectively and efficiently connects key destinations to ensure access to basic community activities and services (for example work, education, healthcare, welfare and food shopping), to address traffic congestion, to support economic development and to provide sustainable transport choices.

Greater Wellington will focus on providing a simplified network structure that connects main destinations and supports the land use and transport integration policies set out in the Regional Land Transport Strategy and Proposed Regional Policy Statement. This objective supports the implementation of a layered service approach (refer to section 7.1 of this Plan) and is expected to lead to the establishment of a simpler, more easily understood public transport network that contributes to economic growth and productivity.

Policy 1.1: The urban area of the Wellington region shall have public transport services, so that on a region-wide basis:

- a) at least 55% of people in the region live or work within 400 metres (5 minute walk), and 75% within 800 metres (10 minute walk), of a public transport stop on the rapid transit network, quality transit network or local connector network; and*
- b) at least 60% of people in the region live or work within 800 metres (10 minute walk) of a public transport stop on the rapid transit network or quality transit network.*

Public transport stops must be located to provide people with access to basic community activities and services, in particular work and education, but also to other activities and services necessary to participate in society such as healthcare, welfare and food shopping.

As identified in this policy not all people in the region will live or work within 400m or 800m of a public transport stop. Public transport services are generally provided in urban areas where there is sufficient demand to support such services. The description of services in section 8 sets out how this policy will be achieved by identifying service levels across the region.

Policy 1.1a) retains overall public transport coverage at existing levels. It does not provide for increased coverage as envisaged by the RLTS, this is primarily due to the need at this time to focus on providing more effective and efficient services within existing funding levels⁷.

Policy 1.1b) recognises the benefits of directing public transport services to areas with a greater propensity for public transport usage and which support the regional form, design and function aspirations of the region (refer section 3.1.2b).

Methods:

- Define service levels across the region as part of the description of services in section 8

⁷ The methodology for calculating public transport coverage has also been modified in line with the layered service approach. Further detail is provided in section 11.

- Identify a future network plan to guide future service provision, particularly on the rapid transit network and quality transit network, as set out in section 7.1.2
- Carry out service reviews in accordance with section 10.2
- Carry out joint business planning with public transport operators as part of the emerging public transport operating model
- Work with local authorities to provide for bus stops and other infrastructure (e.g. shelters)
- Advocate for an urban form, as set out in the Proposed Regional Policy Statement, that supports greater use of public transport services

Policy 1.2 Deliver an integrated and interconnected network of public transport services that is simple and layered according to the following hierarchy of network service layers:

- Rapid transit network: supports high capacity services along high demand corridors connecting regionally significant centres, with measures to avoid the impacts of traffic congestion;*
- Quality transit network: supports services along corridors connecting areas of high demand to local centres and the rapid transit network, with measures to reduce the impacts of traffic congestion;*
- Local connector network: supports services along corridors connecting areas of medium demand to local centres, the rapid transit network and the quality transit network;*
- Targeted services: services provided for specific policy reasons, and which improve access and support the delivery of an integrated, interconnected network*

The delivery of an integrated, interconnected network through the layering of services is referred to as the layered service approach. The layered service approach is the cornerstone of this

PT Plan and is described in section 7.1. This approach supports the growth and land use aspirations of the Proposed Regional Policy Statement, including strong centres and public transport orientated development (refer 3.1.2b)). It also helps deliver a simple and easy to understand network that can help grow patronage.

The layered service approach ensures services go where people want to go by providing services along corridors that connect:

- regionally significant centres, which are defined in the Regional Land Transport Strategy and Proposed Regional Policy Statement;
- local centres, which are generally business areas with activities and services necessary to participate in society such as healthcare, welfare and food shopping;
- areas of high demand, which include higher density residential areas and key travel destinations (e.g. education and recreational facilities) not covered above; and
- areas of medium demand which will generally be in suburban areas.

Areas not covered above may be supported by targeted services (refer Policy 1.4).

Methods:

- Identify a future network plan to guide future service provision, particularly on the rapid transit network and quality transit network, as set out in section 7.1.2
- Apply the layered service approach when making decisions affecting the public transport network
- Carry out service reviews in accordance with section 10.2
- Carry out joint business planning with public transport operators as part of the emerging public transport operating model
- Contract operators to provide service levels in accordance with the description of services in section 8
- Work with local authorities to ensure existing and new infrastructure is provided to supports the layered service approach

Policy 1.3 Public transport services shall deliver service levels that meet demand and are consistent within each network service layer:

- a) *The rapid transit network shall deliver fast, frequent and direct services with extended hours of operation, throughout the week;*
- b) *The quality transit network shall deliver fast, frequent and direct services with long hours of operation, throughout the week; and*
- c) *The local connector network shall deliver low to medium frequency services with reasonable hours of operation, throughout the week.*

Consistent service levels are an important part of making services simple and easy to understand and the principle of consistent service levels for similar types of service helps when making decisions on priorities.

Consistent service levels mean services within each layer of the integrated public transport network should have similar levels of service (e.g. frequency and hours of operation) as defined by the guidelines for consistent service levels in section 7.1.2a). Targeted services are covered by Policy 1.4.

While a consistent service level is important, it is also necessary to ensure an effective and efficient use of resources. This means that service levels provided must be appropriate to demand and therefore some services, with insufficient demand, may deliver a lower service level than the guidelines or the service may be reclassified as a targeted service. Higher service levels may also be provided when justified by demand and based on the priorities in section 7.3.

Methods:

- Define consistent service level guidelines for regular network service layers (refer section 7.1.2a))
- Consider the service level guidelines set out in section 7.1.2a) when making decisions on service levels
- Provide services in accordance with the description of services in section 8.

- Carry out regular quality assurance monitoring
- Review service levels when carrying out service reviews in accordance with section 10.2

Policy 1.4 Ensure the provision of targeted services that provide for a range of specific needs and requirements as follows:

- a) *Commuter services that provide additional capacity at peak times to support congestion relief;*
- b) *School bus services that provide access in the urban area for school students to their nearest and/or zoned public school;*
- c) *Night bus services that provide customers safe and cost effective travel home;*
- d) *Community transport services that provide for the needs of the transport disadvantaged; and*
- e) *Rural connections that connect key rural communities.*

Targeted services are developed in response to specific needs and requirements. Targeted services may be provided as a more cost effective means of catering to specific targeted transport demand such as school or peak commuter travel where an all day service may not be justified. As with any other public transport service, targeted services will only be provided where there is sufficient demand and funding is available.

The targeted services proposed to be provided in accordance with this policy are described in section 8.1.2.

Methods:

- Provide targeted services in accordance with the description of services in section 8.1.2
- Carry out regular quality assurance monitoring of targeted services
- Review targeted services when carrying out service reviews in accordance with section 10.2

Policy 1.5 Ensure the benefits of public transport are recognised in setting public transport service levels

The benefits of public transport are important drivers in delivering an effective and efficient integrated public transport network. Public transport service levels refer to a range of matters including location of routes, frequency of services and the days and hours of operator. The main benefits include:

- improved access and mobility, particularly for the transport disadvantaged including those without access to a private car;
- improved economic growth and productivity by easing road congestion (and thus the need for more roading infrastructure), providing access to markets and employment, and making more efficient use of existing networks and infrastructure; and
- improved environmental sustainability through more efficient use of scarce resources and use of more sustainable energy sources

These factors are closely related to the role of public transport in section 3.1 and build on each other. These factors must be considered along with the role of public transport when determining service levels.

Methods:

- Provide guidelines for consistent service levels that take account of the benefits of public transport, refer section 7.1.2a)
- Consider the benefits of public transport when carrying out service reviews in accordance with section 10.2

Policy 1.6 Ensure the coordination of services for planned special events, to help meet the needs of the event and to reduce impacts on the transport system

Special events that are designed to attract large numbers of people to a central location can generate significant demands on car parking and the roading network; unless alternative public transport services are provided.

Examples of such events include concerts or national sports events held at the Westpac Stadium. In addition, special events (e.g. street

parades or festivals) may involve road closures that affect the operation of public transport services. Public transport routes and service levels may also need to be altered to enable the network to continue operating effectively and efficiently.

Methods:

- Manage temporary changes to public transport services including service diversions where required
- Develop a special events policy in collaboration with local authorities and public transport operators

Policy 1.7 Encourage land developments that maximise integration with walking, cycling and public transport networks and which support the delivery of an effective and efficient public transport network

Land use development which accommodates future population growth close to the rapid transit network and quality transit network will ensure maximum access to public transport and support an efficient public transport system. Ensuring new developments include safe and easy access to public transport is also important in supporting the use of public transport.

Greater Wellington will continue to advocate for and encourage residential and commercial land use developments with good access to the public transport network. In particular, higher density residential and mixed use development adjacent to the existing rapid transit network and quality transit network, and as an integral part of any new public transport route.

Residential and commercial land developments that occur alongside existing public transport corridors will provide for a more efficient use of those services and facilities and will reduce the need for new services and facilities. Land use developments away from existing public transport services and facilities do not make best use of existing networks and therefore are generally less efficient.

Methods:

- Includes supporting policies in the Regional Policy Statement
- Make submissions as appropriate in support of this policy e.g. to local authority

- district plan changes and on proposed subdivision consent applications
- Advocate to and work with developers to ensure street networks are designed to accommodate public transport services, and are well connected with walking and cycling facilities
- Seek to provide bus services, bus stops and other appropriate infrastructure in new development areas early on to provide more certainty
- Work with developers on opportunities for transit oriented development proposals as part of existing or new public transport service or facilities

Policy 1.8 Carry out regular service reviews to ensure public transport services operate effectively and efficiently as part of an integrated public transport network

Regular service reviews provide an opportunity to consider the extent to which public transport services meet customer demand. A key consideration when undertaking service reviews is to ensure value for money and to balance service levels with demand, within the layered service approach (refer section 7).

Service reviews are required to take account of a wide range of sometimes conflicting factors. For example, one of our key focus areas is to improve the efficiency of the bus network by redeploying resources from poorly performing services (refer section 4.1). This will result in the reduction of service in some areas where demand is low with resources redeployed to where demand is higher.

Greater Wellington has a rolling programme of comprehensive area-wide service reviews. Greater Wellington also carries out *ad-hoc* targeted service reviews. Targeted service reviews are designed to enable more responsive and timely adjustments to service levels than area-wide reviews.

The service review process and outcomes are discussed further in section 10.2.

Methods:

- Carry out service reviews in accordance with section 10.2

- Carry out the rolling programme of area-wide service reviews set out in Table 9 on page 47
- Carry out targeted service reviews in accordance with section 10.2
- Consider any requests for new services when carrying out service reviews

Objective 2: An integrated network of services that makes interchange between and within modes easy

Making it easy for passengers to move between different modes and services is vital to an effective and efficient integrated public transport network. Greater Wellington aims to achieve an integrated network of services that link with each other and are frequent, reliable and provide a good level of network coverage.

Greater Wellington plans to make interchange more efficient and reliable through better service design and consistent service levels, together with clearly and consistently branded interchange points and customer friendly information. The wider availability of integrated fare and ticketing products will also contribute to efficient changes between and within modes. Fares and ticketing are covered in the fares, ticketing and information policy area in section 6.3.

Greater Wellington's approach to integration also involves improving connections between public transport and other modes (i.e. the provision of park and ride facilities at appropriate locations along with the provision of cycle parking).

Policy 2.1 Ensure the public transport network maximises the range of travel options and destinations available by providing a mix of direct services and connections

For public transport to be a viable alternative to the private car there needs to be a mix of direct services that minimise travel time and connections which maximise the number of destinations available.

A network based on local services feeding into interchanges on the rapid transit network and quality transit network is an efficient means of maximising coverage while also supporting the provision of direct services. Interchanges also

help concentrate demand along trunk corridors connecting key destinations.

The layered service approach envisages such a network with direct services along the rapid transit network and quality transit network connecting at interchanges with less direct services on the local connector network.

Methods:

- Consider the appropriate mix of direct services and connections when carrying out service reviews in accordance with section 10.2

Policy 2.2 Ensure that connections between services are optimised to minimise transfer times and maximise transfer reliability

Making changes between transport services or modes as easy as possible is important if people are going to choose to use public transport. Transfers between connecting public transport services are an important element of an effective and efficient public transport network (refer Policy 2.1). Connections must also be reliable (refer Policy 3.1).

Methods:

- Develop timetables that provide for appropriate connections between services in accordance with Policy 3.1
- Provide real time information (along with text services, info line etc) to advise customers of departure times in accordance with Policy 3.2
- Work with operators to implement operational practices that enable reliable service connections
- Work with operators and local authorities to identify, and where possible rectify, barriers to reliable connections
- Work towards a ticketing system, as part of an integrated fares and ticketing system, that increases the efficiency of transfers, particularly in high demand areas

Policy 2.3 Ensure the provision of well-designed transport interchanges on the rapid transit network and quality transit network

Well-designed transport interchanges that are comfortable and designed in accordance with

principles of good urban design are important for people to choose to use public transport. The importance of a high standard of public transport infrastructure is also addressed by Objective 6.

An effective and efficient integrated public transport network requires people to transfer for some trips. The main role of an interchange is to minimise the inconvenience of transfers by bringing together different services and modes. An interchange can be as simple as two bus stops next to each other or as complex as the Wellington Railway Station and Lambton Bus Interchange.

An effective interchange must also provide good walking and cycling connections between the surround area and the interchange to maximise the number of people able to walk or cycle to public transport services. This can also include park and ride facilities which are covered in Policy 2.4.

Methods:

- Design public transport interchanges in accordance with principle of good urban design
- Advocate to local authorities to improve pedestrian access to interchanges
- Provide cycle parking (cycle stands) at selected interchange and rail station facilities
- Consider the effectiveness of existing interchange and cycle facilities when carrying out service reviews

Policy 2.4 Maintain existing park and ride and passenger drop-off facilities and identify opportunities for additional facilities

Park and ride and passenger drop-off facilities are mainly used by peak commuters and help concentrate passenger trips along key high capacity corridors, in particular along the rapid transit network. Park and ride and passenger drop-off facilities also enable people who live in areas with insufficient demand to support a public transport service to use public transport for at least part of their journey.

The location of park and ride and passenger drop-off facilities is an important factor in their success. Facilities are currently provided at many railway stations and transport interchanges across the region and Greater Wellington will consider

opportunities for additional facilities. The enhancement of existing or development of new facilities will be undertaken in accordance with developed guidelines for park and ride and passenger drop-off facilities.

The importance of a high standard of public transport infrastructure is also addressed in Objective 6.

Methods:

- Maintain park and ride and passenger drop-off facilities in accordance with the Public Transport Asset Management Plan
- Update Greater Wellington's Public Transport Infrastructure Guidelines to include current guidelines for the location and design of park and ride facilities
- Provide cycle parking (cycle stands) at selected interchange and rail station facilities

Objective 3: A high-quality, reliable public transport system that customers choose to use

Reliability is one of the most significant issues for public transport users. To deliver a high quality and reliable public transport system Greater Wellington will ensure that public transport timetables are realistic, will ensure a high standard of customer service, will support priority measures for public transport, and will maintain a real time passenger information system along with other information systems and tools.

Greater Wellington requires information from operators to enable effective monitoring of performance and will use this information for to assist in its planning of the public transport network. This includes monitoring trends in patronage so as to allow systematic improvement of the network through improved planning and operational efficiency as part of service review processes (refer section 10.2).

Policy 3.1 Develop and maintain public transport timetables that are easy to understand and can be reliably delivered and depended on for all services

Public transport services operate according to published timetables. Timetables are developed during the service review process and need to balance operational needs (e.g. efficient use of

buses and drivers) and customer needs (e.g. easy to understand clock-face timetables).

The reliability of public transport services is one of the most significant issues for customers and the ability to operate services in accordance with published timetables is an important element in ensuring reliability. This means, for example, timetables need to take account of the impacts of traffic congestion at peak times.

Simple, easy to understand timetables are also an important factor in supporting the use of public transport. This includes ensuring, where possible, that timetables are based on regular clock-face intervals (e.g. 10 minutes after and 40 minutes after every hour) and that timetables take account of connections with other services (refer Policy 2.2).

Methods:

- Work with operators to continually refine timetables to achieve greater reliability of services
- When carrying out service reviews develop timetables that balance operational needs and customer needs
- When carrying out service reviews develop timetables based, where possible, on regular clock-face intervals

Policy 3.2 Ensure provision of reliable information on the arrival and departure times of public transport services

The provision of accurate, up-to-date information on the arrival and departure times of public transport services improves the perception of reliability and enables customers to make informed decisions on their travel arrangements.

Methods:

- Develop and maintain a real time information system, including provision of real time information signs at selected public transport stops
- Continue to provide information on public transport services from other sources (e.g. printed timetables at public transport stops, website, phone, text services, printed information)

Policy 3.3 Ensure public transport services deliver a high quality customer service experience

A high quality customer service experience requires a customer focused approach to the delivery of public services. A customer focused approach means providing a safe, reliable and punctual service that meets or exceeds customer expectations.

Methods:

- Work with operators to require regular training and customer service skills for all customer contact staff (e.g. drivers, guards, call centre staff)
- Encourage commercial operators to meet same driver training and customer engagement skills standards required for contracted services
- Work with operators and asset providers to ensure safe services and public transport facilities

Policy 3.4 Carry out regular monitoring to enable continuous improvements in service delivery

Quality information is vital to ensuring public transport services continue to meet customer needs. Information from operators provides valuable data on demand for certain services and whether operators are effectively and efficiently achieving the desired service level agreements.

Regular monitoring information and detailed passenger data is also necessary to carry out service reviews in accordance with Policy 1.8 as set out in section 10.2.

Methods:

- Obtain and make use of system-wide information to improve planning and service delivery, including as part of service reviews and quality assurance monitoring
- Collect information from public transport operators and work with them to make appropriate use of that information

Policy 3.5 Advocate for public transport priority measures on the rapid transit network and quality transit network in support of the future network plan

Public transport priority measures include the rail network, bus lanes, pre-emption signals etc. Such priority measures are designed to improve the operation of scheduled services and assists in faster journey times for those using public transport compared with a comparative car journey during peak traffic conditions.

The rapid transit network and quality transit network are identified as part of the future network plan set out in section 7.1.2. The first-order priority is priority measures on the rapid transit network to avoid the impacts of traffic congestion. The second-order priority is priority measures on the quality transit network to reduce the impacts of traffic congestion.

Methods:

- Advocate for public transport priority measures on the rapid transit network (as a first-order priority) and the quality transit network (as a second-order priority)
- Take advantage of opportunities that arise to deliver public transport priority measures in support of the future network plan as set out in section 7.1.2
- Carry out the Wellington Public Transport Spine Study to assess the feasibility of a high quality public transport system in the Ngauranga to Airport corridor
- Support Wellington City Council in providing bus priority measures along key corridors

Objective 4: Improved accessibility for communities and groups whose needs are not met by the regular public transport system

An effective and efficient integrated public transport network goes some way to providing for the needs of the transport disadvantaged. However, Greater Wellington also recognises that some people have specific needs that may be more effectively addressed by access to specialised passenger transport services and/or concessionary fares. Particular consideration has been given to assisting the transport disadvantaged as set out in section 13.3.2.

Policy 4.1 Provide for a public transport network that is accessible and safe, particularly for the transport disadvantaged

One of the aims of an integrated public transport network based on the layered service approach is to improve overall accessibility to public transport services in the region. In addition a number of targeted services meet the transport needs of specific groups, as set out in Policy 1.4.

Methods:

- Provide targeted services in accordance with Policy 1.4
- Work continuously to improve the accessibility of public transport services, including level access on the Matangi trains and bus stop standing pads
- Work with operators to ensure vehicles comply with vehicle quality standards, to ensure vehicles meet standard accessibility requirements including, where appropriate, super low floor buses

Policy 4.2 Provide services and facilities for disabled customers whose needs are not met by the regular public transport network

Greater Wellington will continue to provide services that assist disabled customers to move around the region. The needs of many disabled customers are also met by the regular public transport network.

Methods:

- Provide targeted services in accordance with Policy 1.4, including continued operation of the Total Mobility Scheme as set out in Appendix 5

Policy 4.3 Provide for the carriage of cycles on public transport services while ensuring the comfort and safety of all passengers

Provision for carriage of cycles on public transport services improves the accessibility of public transport services for some people and can contribute to health outcomes by encouraging more people to cycle as part of their overall journey. The carriage of cycles on public transport must be balanced against the comfort and safety of all passengers.

Methods:

- Provide for carriage of cycles on appropriate public transport services

6.2 Vehicles and infrastructure policy area

The vehicles and infrastructure policy area identifies standards for passenger transport vehicles and infrastructure required to implement an effective and efficient integrated public transport network.

Objective 5: Public transport operations that provide comfortable and safe travel, and minimise adverse environmental effects and improve health outcomes

Greater Wellington is adopting the NZTA Vehicle Quality Standards for bus services in New Zealand. The standard includes requirements that support improved public health, environmental sustainability and mobility. The standards will be phased in as new bus contracts are tendered or negotiated.

Best practice quality standards for rail rolling stock have also been identified and have been incorporated into the specifications for the new Matangi trains. Quality standards for vessels used in contracted ferry services are also being developed.

Policy 5.1 Continue to improve the comfort, safety and overall standard of vehicles

Greater Wellington will continue to improve the comfort, safety and overall standard of vehicles by requiring compliance with the NZTA Vehicle Quality Standards and any other relevant standards. Maintaining vehicle quality standards consistent with the NZTA Vehicle Quality Standards will help to maintain and enhance the position of public transport relative to travel by private car.

Methods:

- Work with operators to ensure vehicles comply with NZTA Vehicle Quality Standards and other relevant standards
- Require the use of super low floor buses in contracts where appropriate
- Work with operators to ensure clean and well-maintained vehicles

Policy 5.2 Support the use of vehicles that have a reduced impact on the environment

Supporting the use of vehicles that have a reduced impact on the environment contributes to the overall goal of a sustainable transport network and contributes to improved health outcomes. This includes vehicles with improved energy efficiency, vehicles with low emission levels and vehicles with reduced noise levels.

Methods:

- Maintain and support the use of the electric rail network
- Maintain and support the continued use of trolley buses in Wellington City
- Work with operators to ensure vehicles comply with NZTA Vehicle Quality Standards and other relevant standards
- Work with operators to ensure clean and well-maintained vehicles
- Require appropriate Euro standards (for vehicle emissions) for the diesel bus fleet
- Monitor transport operator performance against contracts, including vehicle emissions where appropriate

Policy 5.3 Advocate for improved personal safety and public transport road safety

Personal safety includes actual and perceived safety. For people to choose public transport they need to feel safe and secure. Road safety is also important to avoid accidents and delays.

Greater Wellington is strongly committed to improving safety outcomes for everyone, including passengers, pedestrians and the general public. Greater Wellington will continuously work with transport operators, local authorities and other parties to improve the safety of public transport operations and to reduce pedestrian accidents.

Greater Wellington also recognises that public transport users are all pedestrians for some part of their journey and will work with others to improved safety outcomes for the entire end-to-end journey.

Methods:

- Work with transport operators, local authorities and other parties to improve

the safety of public transport operations and to reduce pedestrian accidents

- Work towards improved safety for all road users by working with others to improve walking access and amenities around public facilities
- Provide security at key and high risk locations

Objective 6: A high standard of public transport infrastructure

An efficient and effective public transport system relies on the provision of well-designed and well-maintained facilities including roads, bus stops and shelters, transport interchanges, railway lines with associated equipment and stations, ferry terminals and wharves, park and ride facilities, cycle paths, and footpaths. All of these require clear, consistent branding to meet customers' needs for an integrated, easy to use, customer focussed system. They also require design that provides good access, safety and personal security at all stages of the journey, particularly for people with disabilities.

Greater Wellington will continue to work with all involved in the provision of public transport infrastructure and will work to ensure all customer touch-points are well branded (with the Metlink brand) to clearly communicate an integrated end-to-end customer experience.

Policy 6.1 Ensure the provision of public transport infrastructure suitable to its role and function within the layered service approach

High quality, comfortable and safe infrastructure is important to encourage people to use public transport services. Greater Wellington will continue to provide for new and the upgrade of existing public transport infrastructure to support the operation of an effective and efficient integrated public transport network.

Public transport infrastructure forms an integral component of the urban environment and can, if not designed well, adversely affect the character and amenity values of an area. Infrastructure should be provided in accordance with principles of good urban design, the Proposed Regional Policy Statement and generally should respect the nature of surrounding land-uses.

The provision of shelter at public transport stops encourages the use of public transport services by providing more a comfortable environment when waiting for public transport services.

Methods:

- Continue to work with local authorities and others to provide shelter at public transport stops
- Provide public transport interchange facilities in accordance with Policy 2.3 and park and ride faculties in accordance with Policy 2.4
- Follow New Zealand Urban Design Protocol and New Zealand Crime Prevention through Environmental Design (CPTED) guidelines when developing public transport facilities

6.2 Ensure public transport infrastructure is maintained to a high standard of functionality, appearance and safety

Providing high quality, comfortable and safe infrastructure encourages people to use public transport services. Greater Wellington has development a Public Transport Asset Management Plan to ensure a high standard of public transport infrastructure.

Most public transport infrastructure is not owned or managed by Greater Wellington (e.g. trolley bus wires and rail tracks). Greater Wellington will advocate and encourage asset providers to maintain their assets to the levels required to achieve a high quality public transport service.

Methods:

- Manage assets in accordance with Greater Wellington's Public Transport Asset Management
- Work with owners of non-Greater Wellington public transport infrastructure, including local authorities and KiwiRail, to encourage them to maintain infrastructure to a similar high standard of functionality, appearance and safety as required for Greater Wellington owned infrastructure

6.3 Fares, ticketing and information policy area

The fares, ticketing and information policy area covers how fares are set and reviewed and

identifies the role of ticketing and information in supporting an effective and efficient integrated public transport network.

Objective 7: A fare schedule that attracts and retains customers and balances user contributions against public funding

Greater Wellington will set fares that balance achieving patronage targets and encouraging customer loyalty against funding requirements. To ensure consistency across the network, Greater Wellington sets the maximum fares that operators can charge for contracted services.

Public transport services are funded by Greater Wellington and the NZTA. This funding, sourced mainly from ratepayers and road users, reflects the level of benefit (to the region and nationally) that public transport provides, and the associated willingness to pay. It is appropriate therefore that fares paid by passengers, who benefit directly, constitute a reasonable proportion of overall costs of supplying the services. Members of the public who do not use public transport services also benefit from public transport services through reduced traffic congestion. Objective 11 covers the allocation of public transport funding.

However, for passenger fares the NZTA has developed a National Farebox Recovery Policy that must be implemented by regional councils. Greater Wellington is required to set target farebox recovery rates for the public transport network and each mode within the network and to identify its strategy for achieving these targets.

Policy 7.1 Ensure fares paid by passengers reflect the degree of private benefit received from public transport services

This is the region's farebox recovery policy, prepared as required by the National Farebox Recovery Policy development by NZTA. The objective of the National Farebox Recovery Policy is to achieve an equitable sharing of costs between passengers, NZTA and regional councils with subsidies reflecting the "spill over" benefits to road users and the wider community and conversely fares reflecting the private benefits received by passengers.

The National Farebox Recovery Policy requires a national farebox recovery of not less than 50 percent in the medium term. The allocation of public transport funding (subsidies) in this region

is identified in the Revenue and Financing Policy in Greater Wellington’s Long Term Plan (refer section 13.2.4a)) and covered by Objective 11. The Long Term Plan includes a target for farebox recovery as well as identifying other funding allocations. Greater Wellington’s current Long Term Plan farebox recovery target is 45-50 percent but is out of date⁸. The current Long Term Plan farebox recovery target was developed before adoption of the National Farebox Recovery Policy and is based on a new formula required by NZTA.

The updated farebox recovery targets for the Wellington region are set out in Table 4. These targets have been calculated in accordance with the National Farebox Recovery Policy and are equivalent to the existing Long Term Plan target but using the new formula required by NZTA.

Table 4: Farebox recovery targets for the Wellington region

Mode	Actual 2009/10	Estimate 2010/11	Target 2011/12 to 2013/14
Rail	56.4%	56%	55-60%
Bus	56.1%	56%	55-60%
Ferry	82.0%	82%	80-90%
Cable Car	100%	100%	100%
Network wide	57.0%	57%	55-60%

The farebox recovery targets set out in Table 4 are not “business as usual” as projections showing a steady reduction in farebox recovery over time unless interventions are undertaken to increase revenue and/or reduce costs. Greater Wellington will look to maintain the targets through a combination of improving operating efficiencies, increasing patronage, reducing poor performing services and reviewing fare products and fare levels⁹.

Greater Wellington will review compliance with the farebox recovery targets annually. Greater Wellington will also review fare levels annually and fare structures at least once every six years.

The farebox recovery targets will also be reviewed as part of the next Long Term Plan which will be adopted in June 2012. This PT Plan

⁸ Refer Revenue and Financing Policy in Greater Wellington’s 10-Year Plan 2009-19

⁹ Further detail on each of these interventions is provided in Appendix 6.

will be reviewed and if necessary varied to incorporate any changes in the Long Term Plan.

Further detail on the application of this farebox recovery policy is provided in Appendix 6.

Methods:

- Review and implement this farebox recovery policy as part of Greater Wellington’s Long Term Plan review
- Review compliance with the farebox recovery targets annually
- Review fare levels annually
- Review fare structures at least once every six years, with the first review to be carried out in 2011/12

Policy 7.2 Ensure the fare system is easy for customers and operators to understand and use

A simple, logical fare system that is integrated across services and operators will assist with increasing patronage. An integrated fare structure means that a journey involving several legs is integrated into a single fare without transfer penalties (regardless of mode or operator).

Fares are currently based on a zone system that divides the region into 14 zones radiating out from the Wellington CBD. Fares are calculated based on the total number of zones a user travels through on a single trip.

Greater Wellington will carry out regular reviews of fare levels and structures to ensure continued value for money and affordability (refer Policy 7.1).

Methods:

- Retain the zone based approach to fares for public transport services
- Work towards simplified fare products within the existing fare system
- Review fare structures at least once every six years, with the first review to be carried out in 2011/12

Policy 7.3 Provide concessionary fares for identified target groups

Concessionary fares are provided for the following identified target groups:

- Children
- Senior citizens

Any changes to the identified target groups will be considered as part of the fare structure review carried out at least once every six years (refer Policy 7.1).

Methods:

- Continue to provide concession fares for children, subject to future reviews
- Support the SuperGold card free off-peak travel scheme for senior citizens subject to ongoing national funding
- Review concessionary fare target groups as part of the fare structure review carried out at least once every six years, with the first review to be carried out in 2011/12

Policy 7.4 Provide scope for special fares for specific instances

Special fares may be used to support short-term promotions and special event services outside the core public transport network, for example to support services for planned special events in accordance with Policy 1.6. Special fares may also be considered to encourage increase use on particular services, to introduce new services or to facilitate better integration. Generally, special fares provide for targeted, short term promotions.

Methods:

- Work with operators on developing promotions and marketing products
- Consider providing special fares in support of Policy 1.6 where appropriate and affordable

Objective 8: An integrated system of fares and ticketing that enables seamless travel between services and modes

Greater Wellington is moving towards fare integration to make connections faster and more convenient and to ensure that a multi-legged journey involving several connecting services is no more expensive for passengers than an equivalent point-to point journey without transfer.

Greater Wellington will move towards a system where passengers will be able to use ticketing products such that only one ticket is needed for any trip. Greater Wellington is seeking a uniform

range of fare products that are recognised and accepted by all operators using a standard fare schedule.

Policy 8.1 Maintain and expand the coverage of existing multimodal public transport fare products as a precursor to the eventual implementation of a region wide integrated electronic ticketing and fares system

Some limited integrated fare products are currently provided such as the Hutt Plus, Wairarapa Plus and Kapiti Plus multimodal monthly passes, and Metlink Explorer day pass tickets. These products provide customers the convenience of being able to buy a single all inclusive pass for travel using multiple public transport services and modes.

Bundling the cost of travel into a single combined monthly pass provides a means to encourage the use of feeder services to public transport interchanges and reducing pressure on busy park and ride facilities.

Methods:

- Retain the zone based approach to fares for public transport services
- Maintain and enhance where appropriate the provision of existing integrated fare products
- Review and monitor the efficiency and effectiveness of the fare integrated approach as part of the fare structure review carried out at least once every six years

Policy 8.2 Develop and implement an integrated electronic ticketing and fares system

An integrated ticketing system allows customers to use one ticket or fare product (or pay once) regardless of mode or operator. Advantages for customers include the convenience of for example paying once or utilising period or multi-journey products, and only having to maintain one fare card or media (for electronic ticketing systems).

NZTA is currently developing standards to ensure consistency across the country in how integrated ticketing systems should work and to permit improved aggregation and sharing of public transport data. NZTA are also looking to provide

a national clearing house that Greater Wellington will consider using.

Methods:

- Monitor progress on the Auckland integrated ticketing project as this will impact the proposed integrated national ticketing system
- At the appropriate time require that all public transport operators participate in an integrated ticketing system through use of electronic ticketing systems compliant with national integrated ticketing interoperability standards.

Objective 9: A consistently branded transport system that is easy to use, offers a consistent customer experience and generates customer loyalty

Greater Wellington will ensure the continued use of the Metlink brand as a clear, consistent transport brand that links all customer touch-points, such as buses, trains, ferries, infrastructure, timetables, call centre, web, ticket agents, tickets and way-finding signs, into a single branded customer experience. The brand will help customers identify the network so it is easy to use and integrates all of the elements of the network into a single multi-modal system.

Greater Wellington will provide customer information and communications material in order to encourage existing customers to continue using public transport and encourage new users. Greater Wellington will ensure that customers have continued access to relevant, accessible and easy to use information on services and timetables through a variety of media, including real time information. Real time information is provided for by Policy 3.2.

Policy 9.1 Ensure consistent application of Metlink as an umbrella brand across the public transport network

The Metlink brand helps promote the benefits of and encourage use of public transport services. The image sought for public transport services in the region is of a high-quality integrated network. This will be achieved by consistent use of the Metlink brand across all aspects of the public transport network including all infrastructure, vehicles and information services.

Methods:

- Work with operators to provide consistent Metlink branding across the network on vehicles and all printed material in accordance with co-branding guidelines.
- Update infrastructure design guidelines to cover Metlink branding on infrastructure

Policy 9.2 Provide relevant, accurate, easy to use information about the public transport network that customers can rely upon

The provision of information that customers can rely upon is an important element in providing a high level of service and in encouraging further patronage growth.

Methods:

- Provide real time information in accordance with Policy 3.2
- Provide the Metlink website as a key source of information for customers
- Provide the Metlink contact centre as a key source of information for customers
- Provide text, twitter and other information services
- Provide route specific timetables and more general information about the public transport network at selected interchanges

Policy 9.3 Proactively market the public transport network to encourage more people to use public transport more often

Greater Wellington will work with operators to help promote public transport services to encourage increases in patronage. Active promotion of public transport services should also be carried out by the providers of that service.

Methods:

- Work with operators on developing promotions and marketing products
- Undertake travel planning to ensure use of active modes including workplace travel planning and school travel planning
- Consider the use of special fares from time-to-time to market public transport services in accordance with Policy 7.4

6.4 Commercial framework, funding and prioritisation policy area

The commercial framework, funding and prioritisation policy area covers how services are funded and procured in support of an effective and efficient integrated public transport network.

Objective 10: Deliver an integrated public transport network that provides value for money

Greater Wellington aims to ensure long-term value for money through a competitive and efficient market for public transport services, whether services are operated commercially, negotiated directly or procured through a competitive market process.

Long term value for money requires service levels that balance customer needs and costs, alignment of services in delivering an integrated public transport network, use of economies of scale where they exist, fair allocation of risk and compliance with NZTA procurement procedures. Ensuring value for money also requires a competitive and efficient market which means a level playing field, full market disclosure, minimal barriers to entry and appropriate incentives.

Greater Wellington is working to achieve this in partnership with transport operators, other regions and central government agencies by developing a public transport operating model (PTOM) for the commercial operation and procurement of public transport services. The model is based on the Minister of Transport's dual objectives of growing the commerciality of public transport and growing confidence that services are priced efficiently with good competition¹⁰.

Policy 10.1 Ensure a commercial framework that supports the delivery of an effective and efficient integrated network of public transport services based on the layered service approach

The commercial framework for the procurement of public transport services must at all times ensure the effective and efficient delivery of an integrated public transport network. PTOM is designed to ensure an effective and efficient

commercial framework for the procurement of public transport services.

The layered service approach, which is put in place by Policy 1.2 and described in section 7, provides a framework for the delivery of an effective and efficient integrated public transport network. The commercial framework sets out how the services will be procured and operated.

Methods:

- Implement the layered service approach in accordance with Policy 1.2
- Continue to work on the development of PTOM with government, operators and other regions
- Work towards implementing PTOM when finalised and review and vary this PT Plan as required

Policy 10.2 Develop and maintain an operational model, for the procurement of public transport services that contributes to:

- a) growing the commerciality of public transport services and creating incentives for services to become fully commercial; and*
- b) growing confidence that services are priced efficiently and there is access to public transport markets for competitors*

The Minister of Transport has identified the need to grow the commerciality of public transport and grow confidence amongst the public and the industry that services are priced efficiently with good competition¹¹.

Greater Wellington is working with the Ministry of Transport and NZTA to deliver these objectives as well as delivering an effective and efficient integrated network of public transport services.

Methods:

- Procure public transport services in accordance with relevant procurement strategies until such time as PTOM is adopted
- Continue to work on the development of PTOM with government, operators and other regions

¹⁰ Refer Appendix A of the NZTA Guidelines for the Development of Regional Public Transport Plans (May 2011) and the Government Policy Statement Engagement Document for the GPS 2012 (April 2011)

¹¹ Ibid

- Work towards implementing PTOM when finalised and review and vary this PT Plan as required

Policy 10.3 Maximise the operational efficiency of public transport services in the region by procuring groupings of services

Greater Wellington is committed to the delivery of an effective and efficient integrated public transport network that provides value for money. PTOM requires the procurement of groupings of services called “operating units”. Operating units are geographic or logical groupings of services serving a common market based on a balancing of the following (sometimes conflicting) criteria:

1. Smallest size possible

In order to maximise opportunities of commercial operation of services, operating units must be based on the minimum grouping of services that meet the needs of a specific customer base and that will attract competitive bids from a number of operators (refer criteria 2 & 3)

2. Meets the needs of specific customer bases

The concept of customer base is related to the role of public transport (refer section 3.1), it can be thought of as geographical catchment area that:

- a. provides access to common community activities and services;
- b. provides a logical grouping of services around regional, local and neighbourhood centres; and
- c. takes account of operational efficiencies where services operating along common corridors or areas will benefit from shared user of resources.

3. Attracts competitive bids from transport operators

Operating units must have the ability to attract competitive bids from a number of operators. Greater Wellington will ensure a spread of operating unit sizes to attract a wide range of potential bidders and ensure a competitive market for public transport services in the region.

4. Maximises network integration

Operating units must maximise opportunities for network integration within the layered service approach. This may be achieved by serving multiple or disparate customer bases within the same operating unit or by defining overlapping operating units serving different network layers.

5. Derives maximum value for money and confidence in costs

Operating units must provide opportunities to maximise the utilisation of driver and vehicle resources.

Greater Wellington will identify the operating units in the region and the groupings of services in each operating unit following completion of PTOM and the Wellington City Bus Review. The operating units may be defined at part of this PT Plan or in separate document that may be incorporated by reference. This PT Plan will be reviewed and varied as necessary to incorporate the new operating units.

Methods:

- Continue to work on the development of PTOM with government, operators and other regions
- Work towards implementing PTOM when finalised and review and vary this PT Plan as required
- Define operating units based on this Policy 10.3 following completion of PTOM and the Wellington City Bus Review
- Consider requiring that all registered public transport services be operated as part of an operating unit

Policy 10.4 Ensure an adequate period of notice for the registration, variation or withdrawal of public transport services

Adequate notice periods are required to enable cost-effective adjustments to remaining services or in the case of a withdrawal to enable cost-effective alternatives to be arranged if necessary.

Methods:

- Manage registrations of public transport services in accordance with section 9.

- Require minimum notice periods to commence, vary or withdraw public transport services as set out in section 9.1.

Objective 11: Effective and efficient allocation of public transport funding

Greater Wellington will allocate public transport funding to reflect the strategic priorities set out in the RLTS and the prioritisation processes set out in this PT Plan to ensure public transport services are delivered effectively and efficiently and achieve value for money. The funding and priorities for public transport are also determined by available government funding.

Public transport activities and funding must also be identified in Greater Wellington's Long Term Plan.

Policy 11.1 Seek to grow public transport patronage while minimising reliance on public subsidies

Funding for public transport in the region is constrained and to grow public transport patronage it has become increasing necessary to focus on providing more effective and efficient services within existing funding levels. The government has also identified the importance on getting more out of what is spent (refer discussion on GPS in section 12.1.1a)). More effective and efficient services will better contribute to improved economic growth and productivity.

Methods:

- Focus activities towards improved economic growth and productivity in accordance with the focus areas set out in section 4.1
- Carry out service reviews in accordance with section 10.2 and redeploy resources from poorly performing services
- Work towards implementing PTOM when finalised and review and vary this PT Plan as required

Policy 11.2 Ensure funding decisions for public transport services and infrastructure are consistent with Greater Wellington's Long Term Plan, the strategic funding priorities of the Regional Land Transport Strategy and that funding is sufficient to deliver appropriate service levels on the public transport network. This shall be prioritised as follows:

- a) deliver standard service levels in areas already serviced by public transport and which have sufficient demand to justify the service level provided;*
- b) deliver target service levels at peak times in areas already serviced by public transport and which have sufficient demand to justify the service level provided;*
- c) improve service coverage in areas not already serviced by public transport, prioritised in order to first increase coverage in higher density areas where there is higher demand and lower service cost; and*
- d) deliver target service levels at all times of the day in areas already serviced by public transport.*

The allocation of funding needs to be prioritised to maximise its value to all stakeholders. Greater Wellington provides for the funding of public transport services and infrastructure in its Long Term Plan and Annual Plan. For further information on what is contained in the Long Term Plan refer section 13.2.4a).

Decision-making based on the priorities set out in this policy must be consistent with the Long Term Plan and will primarily apply during a service review as set out in section 10.2. Service reviews look at demand and the costs of providing services and will consider priorities alongside all the objectives and policies in this PT Plan.

Section 7.3 provides further information on applying the priorities in this policy when making decisions on service levels. Standard service levels should be provided in areas that are found, as a result of a service review, to justify a public transport service meeting the standard level of service guidelines (Policy 11.2a). Areas that do not support services meeting these standard

guidelines should be considered for prioritisation alongside areas not already serviced by public transport (Policy 11.2c).

Improving services in areas not already serviced by public transport generally means the consideration of the extension of existing services in nearby areas in the first instance.

In applying this policy it is important to recognise that those people most dependent on the public transport system (due to being transport disadvantaged or otherwise) often travel outside peak times and will be most affected from the removal of any services at these times.

Methods:

- Apply priority based decision-making in accordance with section 7.3
- Prepare Greater Wellington's Long Term Plan for adoption in June 2012 and review and vary this PT Plan as appropriate
- Follow RLTS funding and prioritisation policies for the inclusion of public transport projects and activities in the Regional Land Transport Programme

Policy 11.3 Advocate for government funding sufficient to achieve the Regional Land Transport Strategy patronage targets and advocate for access to alternative funding sources

Government funding through the NZTA is important in helping to ensure public transport services remain affordable. However, there is also a need to consider alternative funding sources (e.g. fuel taxes, congestion/road charging, public/private partnerships, development contributions) in the event that future government funding (in combination with fares) is not sufficient to cover the costs of the public transport network in the region.

Methods:

- Advocate to government and NZTA for increased public transport funding
- Advocate to government for the ability to use appropriate alternative financing methods such as road pricing

Policy 11.4 Ensure that public funds are used wisely

Regular reviews of demand for services will ensure that funding is allocated to the services that are cost-effective and deliver value for money.

Methods:

- Apply the farebox recovery policy set out in Policy 7.1
- Carry out regular service reviews in accordance with section 10.2
- Prepare Greater Wellington's Long Term Plan and Annual Plan

6.5 Policy on significance

This policy sets out how to determine the significance of variations to this PT Plan. This policy is set in accordance with the requirements of section 10(1)(i) of the Public Transport Management Act.

6.5.1 Application

This PT Plan can be varied at any time. However, consultation will be required in accordance with the special consultative procedure (i.e. section 83 of the Local Government Act in accordance with s20(1) and (2) of the PTMA) if the variation is found under this policy to be significant.

The approach to the consultation will reflect the level of the significance of any proposed variation. Consideration will be given to the costs and benefits of any consultation process or procedure and the extent to which consultation has already taken place.

The implication of not meeting the significance threshold is that the special consultative procedure required by the Local Government Act 2002 will not need to be followed. However, Greater Wellington will undertake targeted consultation on matters affecting specific communities and stakeholders, even if the significance threshold outlined in this policy is not invoked.

6.5.2 General determination of significance

The significance of variations to this PT Plan will be determined on a case-by-case basis. When determining the significance of a variation consideration must be given to the extent to which the variation:

- signals a material change to the planned levels of investment in the public transport network
- impacts on the purpose of the PTMA
- affects residents (variations with a moderate impact on a large number of residents, or variations with a major impact on a small number of residents will have greater significance than those of a minor impact)
- affects the integrity of this PT Plan, including its overall affordability.

6.5.3 Significant and non-significant matters

Matters that will always be considered 'significant' are:

- any variation that amends this policy on significance
- any variation that introduces or amends a control or a contracting requirement

Matters that will always be considered 'not significant' are:

- minor editorial and typographical amendments to the Plan
- minor changes to fare levels in accordance with current policy and funding levels as set in Greater Wellington's Long Term Plan

Matters that will usually be considered 'not significant' are:

- a matter that has already been consulted on (the addition, removal or amendment of any matter which has already been consulted on in accordance with the special consultative procedure)
- minor changes to the description of services following a service review e.g. changes to the frequency and hours of a service which result in the same (or better) levels of service
- changes to the description of services or grouping of services as a result of an area wide service review, provided there is no significant increase in costs

6.5.4 Targeted consultation on non-significant variations

Where Greater Wellington determines that a proposed variation is not significant, Greater Wellington will still undertake targeted consultation as follows.

a) *Consultation for service reviews*

As service reviews affect only a part of the region, full consultation will generally not be required. Instead, key stakeholders (including TLAs and community boards) will be included in preliminary consultation as the sector plan is developed and targeted public consultation will follow once options have been identified.

b) *Consultation for minor changes in the delivery of public transport services*

Minor changes in service delivery are required to improve efficiency, such as the addition or deletion of trips and minor route changes, have only a local impact. In these cases, consultation will generally be undertaken on a low level with the operator/s involved, the relevant territorial authority, and passengers who use the services.

c) *Other non-significant variations*

Any proposals for changes that affect only a sector of the community or the industry (e.g. a change in Total Mobility provision, or a change to specific vehicle quality standards) will be worked through with those most likely to be affected as well as other relevant stakeholders.

PART C – DELIVERY OF PUBLIC TRANSPORT IN THE REGION

7. Delivering an integrated public transport network

The provision of an effective and efficient integrated public transport network is vital to the delivery of an affordable, integrated, safe, responsive and sustainable land transport system.

Greater Wellington has adopted a layered service approach that is the basis of the objectives and policies set out in this PT Plan. The layered service approach is also used to inform decisions around funding and investment priorities for services and infrastructure.

7.1 The layered service approach

The layered service approach is based on Policy 1.2. The layered service approach is based on the concept of an interconnected hierarchy of services, where lower-order layers generally support services within higher-order layers.

This hierarchical approach is similar to that used for the roading network where roads are classified as state highways, arterials, collectors and feeders, with each classification having minimum standards of construction and maintenance.

The layered service approach also provides a flexible approach to the specification of consistent service levels within each network service layer (refer section 7.1.2a)).

The main objectives of the layered service approach are to:

- ensure delivery of an integrated public transport network across the region;
- ensure consistent service levels based on the role and function of services;
- guide the prioritisation of public transport infrastructure, services and systems;
- give effect to the public transport service and other components of the RLTS; and
- support integration with the land use objectives in the Proposed Regional Policy Statement and local authority district plans in the region.

To achieve these objectives, the following key elements have been identified and form the basis of the objectives, policies and methods of this PT Plan:

- cohesive integrated network;
- integration between modes (including integrated fares and ticketing); and
- optimal use of public transport resources and public subsidies.

7.1.1 Network service layers

The layered service approach is based on four network service layers, as defined in Policy 1.2. Each of the four layers has a particular role and function as part of an effective and efficient integrated public transport network.

a) *Rapid transit network*

The rapid transit network is intended to support high capacity services along high demand corridors connecting regionally significant centres, with measures to avoid the impacts of traffic congestion (Policy 1.2a).

The main role of the rapid transit network is to connect the region's major activity centres and major growth nodes and provide an important lever for development of higher density town centres as envisaged by the Proposed Regional Policy Statement and Wellington Regional Strategy¹².

Further detail on the role and function of each network service layer is provided in Appendix 2.

b) *Quality transit network*

The quality transit network is intended to support services along corridors connecting areas of high demand to local centres and the rapid transit network, with measures to reduce the impacts of traffic congestion (Policy 1.2b).

The main role of the quality transit network is to connect the region's activity centres and growth nodes and to facilitate, in conjunction with the Rapid transit network, relatively fast reliable access around the region.

¹² The Rapid transit network is referred to as the strategic public transport network in the Regional Land Transport Strategy and Proposed Regional Policy Statement

Further detail on the role and function of each network service layer is provided in Appendix 2.

c) *Local connector network*

The local connector network is intended to support services along corridors connecting areas of medium demand to local centres, the rapid transit network and the quality transit network (Policy 1.2c).

The main role of the local connector network is to provide access to local centres and connect with the rapid transit network and quality transit network.

Further detail on the role and function of each network service layer is provided in Appendix 2.

d) *Targeted services*

Targeted services are services provided for specific policy reasons, and which improve access and support the delivery of an integrated, interconnected network (Policy 1.2d).

Targeted services are currently provided in accordance with Policy 1.4. Targeted services may be provided as a more cost effective means of catering to specific targeted transport demand such as school or peak commuter travel where an all day service may not be justified. Targeted services also provide connections to key rural communities such as Masterton. Targeted services may be scheduled or demand responsive and may use vehicles such as taxis or mini vans where more cost effective.

Further detail on the role and function of each network service layer is provided in Appendix 2.

7.1.2 The future network plan

The future network plan provides a robust framework to guide current and future service provision. The future network plan gives effect to the RTLS and is driven by the regional form, design and function aspirations of the region (refer section 3.1.2b)). The future network plan is intended to provide guidance for current and future decision-making; it is not a specification of services or service levels¹³.

The future network plan is set out in Figure 6 and identifies the rapid transit network and quality transit network corridors that link regionally

significant centres and other key origins and destinations across the region. The rapid transit network and quality transit network layers of the future network plan are intended to connect the majority of trip origins and destinations and also carry the largest passenger volumes. The rapid transit network corridors correspond to the strategic public transport network as defined in the Regional Land Transport Strategy and Proposed Regional Policy Statement. Specifically, the rapid transit network includes:

- the rail corridor between Wellington Station and Upper Hutt Station
- the rail corridor between Wellington Station and Waikanae Station
- the rail corridor between Wellington Station and Johnsonville Station
- the Golden Mile road corridor between Wellington Station and Courtenay Place
- the road corridor between Courtenay Place and Wellington Hospital in Newtown
- the road corridor between Courtenay Place and Wellington Airport via Kilbirnie

This means that some centres, that might otherwise be considered rapid transit network, have been classified as being on the quality transit network. This applies to Lower Hutt City Centre which is a regionally significant centre that is not directly on the rail corridor between Wellington and Upper Hutt and is therefore on the quality transit network rather than the rapid transit network.

The future network plan also identifies a number of other current and possible future links that are not necessarily part of the rapid transit network or quality transit network but which provide important strategic links for the region. These links include connections to Masterton and Otaki and the possible future provision of improved east-west connections (the RTLS includes a policy to improve east-west transport connections in the region).

The future network plan does not include the local connector network or targeted services layers. The local connector network and targeted services provide important local connections and are included in the description of service in section 8 but are not strategic links and therefore not included in the future network plan.

¹³ A description of services is provided in section 8 of this PT Plan.

A summary of the considerations used in classifying the layers and links identified in the

future network plan is provided in Appendix 3.

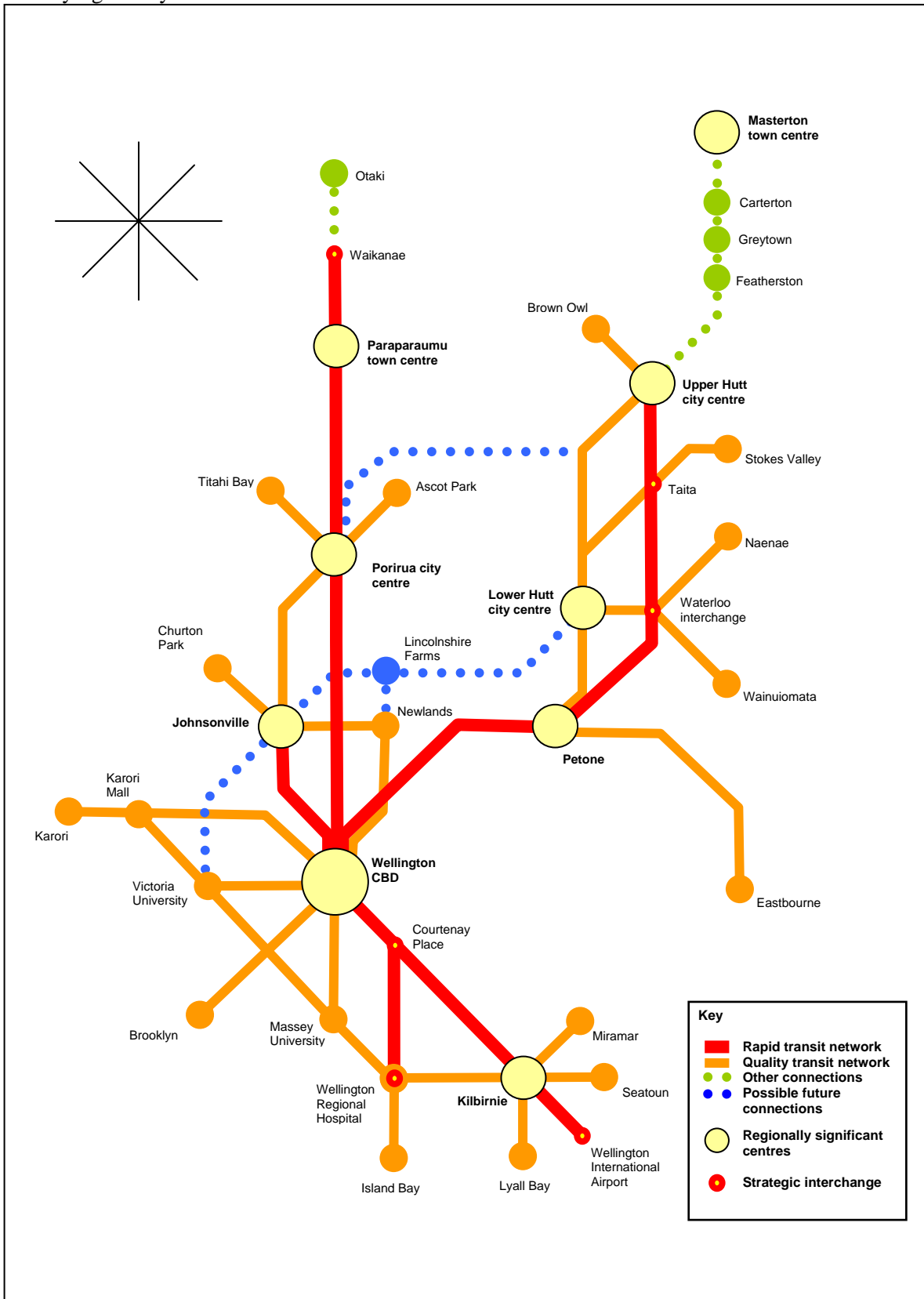


Figure 6: The future network plan

a) *Making changes to the future network plan*

The future network plan will not change often to enable people to make informed decisions about where they live and work.

Any changes to the future network plan will be made in accordance with the plan and service review procedures in section 10. In most circumstances, changes will only be considered when required to reflect changes to the external environment (e.g. demographics or travel patterns), strategic direction (i.e. new RLTS) or as a result of a major review or study.

The future network plan may need to be updated as a result of a number of reviews currently underway, in particular the Wellington City Bus Review and Wellington Public Transport Spine Study (refer section 1.2).

7.2 Guidelines for consistent service levels

These guidelines cover public transport services and public transport infrastructure. They are based on the layered service approach, which enables the specification of consistent service levels and standards for each layer based on its role and function.

7.2.1 Guidelines for public transport services

These guidelines provide standard and target service level guidelines based on the layered service approach described in section 7.1.

Guidelines for standard and target service levels are provided in Table 5. These guidelines are used to describe the services proposed to be provided in the region and to guide decision-making during service reviews.

The services proposed to be provided in the region are described in section 8, which uses the standard service level guidelines to describe proposed service levels. The target service level guidelines are also applied in accordance with Policy 11.2 and the priority based decision making in section 7.3.

Current service levels will be maintained unless varied through a service review, which includes consultation with affected parties. The service review process (refer section 10.2) is used to

make decisions on service levels. Changes to public transport services will only be made as part of a service review. Service reviews must take account of a wide range of factors including these guidelines, demand and affordability. Area-wide service reviews are undertaken on a regular basis and targeted reviews may be undertaken when changing demand means a service fails to meet standard or target service levels.

These guidelines do not preclude higher or lower service levels. In some cases where the role and function of a public transport service is appropriate to its current network service layer a higher or lower service level may be provided depending on demand. In other cases it may be appropriate to reclassify a public transport service to a different network service layer. It is also important to recognise that public transport services may overlap to build up service levels and therefore these guidelines do not necessarily apply to individual services or routes.

These guidelines primarily apply to the rapid transit network, quality transit network and local connector network which are collectively known as regular network service layers. The targeted services network service layer provides for a range of specific needs and requirements as set out in Policy 1.4 and therefore most guidelines do not apply to targeted services (targeted services are described in section 8.1.2).

Further information on the matters considered in setting these service level guidelines are outlined in Appendix 3.

Table 5: Standard and target service level guidelines for frequency and hours of operation

Service attribute	Timing or mode	Rapid transit network	Quality transit network	Local connector network	Targeted services
Frequency - average number of minutes between each service NB: Lower frequencies may be provided early mornings and late evenings, subject to demand	Peak periods	Rail: Standard: 20 Target: 15 Bus: Standard: 6 Target: 5	Standard: 15 or 20 ¹⁴ Target: 10	Standard: 30 Target: 15	Varies
	Non-peak periods	Rail: Standard: 30 Target: 30 Bus: Standard: 10 Target: 8	Standard: 30 Target: 15	Standard: 60 Target: 30	Varies
Hours of operation	Monday to Friday	Standard: 16 hours Target: 18 hours	Standard: 14 hours Target: 18 hours	Standard: 11 hours Target: 14 hours	Varies
	Saturday	Standard: 16 hours Target: 18 hours	Standard: 14 hours Target: 18 hours	Standard: 10 hours Target: 14 hours	Varies
	Sunday & Public Holidays	Standard: 14 hours Target: 16 hours	Standard: 12 hours Target: 16 hours	Standard: 8 hours Target: 12 hours	Varies
Average distance between stops		At least 3km for rail and ~0.8km for other modes	~400m to ~600m	~400m to ~600m	Varies
Journey travel time and coverage		Minimise travel times with fast and direct services	Balance minimising travel time and maximising coverage	Maximise coverage while minimising travel time	Maximise coverage
Network wide farebox recovery NB: Refer farebox recovery Policy 7.1 and Appendix 6	All modes	Target range: 55% to 60%			
	Rail and Bus	Target range: 55% to 60%			
	Ferry	Target range: 80% to 90%			
	Cable car	Target range: 100%			
Route level farebox recovery NB: Minimum rather than target used due to nature of measure. New and trial services will be allowed a reasonable amount of time to reach minimum guidelines+			Minimum: 25% Standard: 50%		Minimum: 20% for school bus services community transport services and rural connections Standard: 33% for school bus services, 40% for community transport services and rural connections

¹⁴ A 20 minute frequency is required to enable quality transit network services to connect with peak trains

7.2.2 Guidelines for public transport infrastructure

Greater Wellington's Public Transport Asset Management Plan (2010) sets out how Greater Wellington will manage its public transport assets and will be reviewed and updated in 2011/12.

Greater Wellington manages and oversees the maintenance, replacement and enhancement of its public transport infrastructure assets and many of the infrastructure assets it directly funds. In most cases this work is undertaken under contract to a variety of service providers. Greater Wellington's role includes:

- owning or managing a range of public transport infrastructure;
- directly funding (or co-funding) a range of public transport infrastructure assets, including acquisitions, maintenance, replacement and enhancement; and
- indirectly funding a number of public transport services which require assets for delivery.

Greater Wellington also runs the WRC Holdings Group as a holding company for the ownership of a number of public transport assets, primarily rail, with Greater Wellington Rail Ltd (GWRL) owning Greater Wellington's investments in rail rolling stock including a number of carriages and units and the Matangi units.

It is noted the government rail package announced in 2011 provides for Greater Wellington to assume ownership (or similar) of a number of additional rail assets, including all rail rolling stock, stations and park and ride facilities. This will have a major impact on how public transport infrastructure is managed and may require a variation to this PT Plan when finalised. Further information on the government rail package is provided in section 12.1.2b).

a) Asset management strategy

Greater Wellington's asset management strategy is set out in the Public Transport Asset Management Plan. The asset management strategy has been developed to meet policy and planning objectives and is summarised in Table 6 and is key is the delivery of consistent service levels.

This asset management strategy will be updated as part of the Asset Management Plan review in 2011/12.

Table 6: Greater Wellington's asset management strategy

Strategy Approach	Description
Service Levels	To formally review service levels at least every three years. Engagement with the community on satisfaction with the service levels provided and improvements desired will be undertaken periodically. Consultation on options will be undertaken for specific projects. Service level reviews will inform the service levels adopted by Greater Wellington.
Demand forecasting and management	To invest in works for growth in a timely way. To review demand forecasts regularly based on analysis of population and economic growth projections, social and demographic data, technological advances and other relevant data. Demand management options will also be considered when planning to meet growth.
Asset service potential	To maintain the current service potential of the asset through an appropriate level of maintenance and renewal works.
Risk management	Manage risk exposure through: A three-yearly review of the risk management plan and implementing risk mitigation measures where risk exposure is incompatible with corporate risk policy. Undertaking performance and condition monitoring of critical assets
Operational	Service agreements with contractors will contain performance measures consistent with asset management (AM) and activity KPIs to achieve alignment from operational level to the 10-Year Plan
Information and systems	Data collection programmes (condition, asset performance, registers and service performance) will be closely aligned to the nature and scale of the assets and to tracking achievement of service targets. Asset-management system functionality will be developed to meet the requirements of core asset-management planning and specific business needs.
Organisational	To embed asset-management capability and practices throughout the organisation.

Strategy Approach	Description
Asset Management Plan	The AM plan will developed as a "living" document and reviewed on a regular basis to ensure alignment with current council, organisational and asset-management policy. AM plans will be subject to formal adoption by Greater Wellington.
Continuous improvement	Improvement of AM practices, processes, systems and plans will be undertaken in accordance with the improvement plan, which will be reviewed annually.

7.3 Priority based decision making

Priority setting using the layered service approach and associated service level guidelines helps ensure the delivery of an efficient and effective integrated public transport network. It also ensures resources are focused where they can provide the greatest benefits (refer focus areas in section 4.1) by guiding the prioritisation of public transport services and infrastructure based on the role and function of each network service layer.

7.3.1 Public transport service priorities

Table 7 provides a guideline for prioritising frequency and hours of operation of public transport services using the layered service approach, in accordance with Policy 11.2.

These priorities allow public transport services to be built up or reduced based on funding availability, with the focus being to first maintain standard service levels before incrementally increasing service levels, at different times of the day, to meet target service levels.

These priorities do not specifically address quality matters such as low-floor buses but should be used to indicate the priority for such non-frequency/hours improvements.

Table 7 Priority setting using the layered service approach

High level priorities	Service level priorities
1. Deliver <u>standard service levels in areas already serviced</u> by public transport and which have sufficient demand to justify the service	1. Provision of services on the rapid transit network to standard service levels 2. Provision of services on

High level priorities	Service level priorities
level provided This is a basic integrated network of services that provides access to basic community activities and services (for example, work, education, health care, welfare, and food shopping).	the quality transit network to standard service levels 3. Provision of services on the local connector network to standard service levels
2. Deliver <u>target service levels at peak times</u> in areas already serviced by public transport and which have sufficient demand to justify service level provided; This is an enhanced integrated network of services at peak times to reduce congestion and the need for additional road investment by providing an environmentally viable alternative to travel by private car for journey to work and education purposes.	4. Provision of targeted services at peak times 5. Increased frequencies on the rapid transit network and quality transit network to target levels at peak times 6. Increased hours of operation on the rapid transit network and quality transit network to target levels 7. Increased frequencies on the local connector network to target levels at peak times 8. Increased hours of operation on the local connector network to target levels
3. Improve service coverage in areas not already serviced by public transport, prioritised in order to first increase coverage in higher density areas where there is higher demand and lower service cost	9. Provision of services on the rapid transit network services to standard service levels 10. Provision of services on the quality transit network to standard service levels 11. Provision of services on the local connector network to standard service levels
4. Deliver target service levels at all times of the day in areas already serviced by public transport This is an enhanced integrated network of services at all times of the day and week.	12. Provision of targeted services 13. Increased hours of operation on the rapid transit network and quality transit network to target levels 14. Increased hours of operation on the local connector network to target levels

High level priorities	Service level priorities
	15. Increased frequencies on the rapid transit network and quality transit network to target levels
	16. Increased frequencies on the local connector network to target levels
	17. Increased hours of operation and frequency of targeted services

7.3.2 Public transport infrastructure investment priorities

Infrastructure investment should be prioritised to enable delivery of public transport services in accordance with their role and function. Generally the higher-order layers require greater investment to ensure service deliver according to the role and function of that network service layer.

Accordingly, infrastructure investment needs to be prioritised to support the future network plan, and in particular the rapid transit network. However, appropriate investment in the other layers is also necessary to ensure they continue to also achieve their role and function.

8. Description of services

This section provides an understanding of the overall level of service that can be expected in the region for the period covered by this PT Plan and is provided in accordance with section 10(1)(a)(i) of the Public Transport Management Act 2008.

8.1 Network service layers

The public transport network is based on a hierarchy of network service layers as set out in Policy 1.2 and described in section 7.1.1.

8.1.1 Regular network service layers

The regular network service layers are the rapid transit network, quality transit network and local connector network. Public transport services within each of these regular network service layers are provided in accordance with Policy 1.1 and Policy 1.3.

The service levels that Greater Wellington proposes to be provided are set out in Table 8 on page 47. In most cases the service levels within each regular network service layer will at least meet standard service levels but may be increased to target service levels or higher where justified by demand. In some cases lower service levels may be provided. Refer guidelines for consistent service levels in section 7.1.2a).

Changes to service levels will only be made as part of a service review process in accordance with Policy 1.8 and as set out in section 10.2. If changes result in lower service levels than shown in Table 8 then this PT Plan will also be reviewed and varied in accordance with section 10.1.

8.1.2 Targeted services network service layer

The targeted services that Greater Wellington proposes to be provided in the region are set out in Policy 1.4 and described below.

a) Commuter services

As set out in Policy 1.4, commuter services provide additional capacity at peak times to support congestion relief.

Commuter services are designed to support the regular public transport network and may include services operating as peak only commuter routes or express services within the regular public transport network.

Greater Wellington will continue to allow, where appropriate, the operation of commercial commuter services that support the regular public transport network and which are required to meet peak demand.

b) School bus services

Many children travel to and from school using public transport. This provides a benefit by reducing the need for parents to drive their children to school and reduces traffic congestion.

The regular network service layers provide for much of this travel but do not cater for all school travel needs. Greater Wellington will, in accordance with Policy 1.4, seek to enable school children in the urban area to access their nearest and/or zoned public school. Greater Wellington will not fund dedicated school bus services to

private schools or schools outside the urban area¹⁵. Greater Wellington will also not support school services where children are within a reasonable walking distance of their school or regular public transport services.

Where possible, Greater Wellington will provide for school travel on the regular public transport network. This may require school students to transfer between different services. However, it is not always possible to provide access to schools by way of the regular public transport network. This may be due to a number of factors, including the location of schools or capacity on the regular public transport network. Greater Wellington will encourage schools to provide for their own travel needs and will support the commercial provision of school bus services.

Greater Wellington will provide, where necessary, contracted school bus services within the urban area to public schools that are unable to provide for their own travel needs. Greater Wellington will only provide access for school students to their nearest and/or zoned public school.

Greater Wellington will not provide school bus services for students travelling to private schools or for students travelling outside the urban area. Private schools are expected to meet their own transport needs and the Ministry of Education is expected to meet the needs of students travelling outside the urban area.

c) Night bus services

As set out in Policy 1.4, night bus services provide customers safe and cost effective travel home.

Greater Wellington will continue to provide After Midnight bus services on Friday and Saturday nights to provide customers safe, cost effective travel home and provide a social good.

d) Community transport services

As set out in Policy 1.4, community transport services provide for the needs of the transport disadvantaged.

Greater Wellington will continue to provide a limited number of community transport services to meet some of the specific needs of the transport

disadvantaged. These services include demand responsive and shopper services (running two or three times a week to local shops) and the Total Mobility Scheme.

The Total Mobility Scheme assists people with impairments to enhance their community participation by accessing appropriate transport. Total Mobility services are provided to eligible, registered people in the form of subsidised door-to-door transport services by taxi and specialist transport operators under contract to Greater Wellington in areas where scheme transport. Full detail on the Total Mobility Scheme is provided in Appendix 4.

e) Rural connections

As set out in Policy 1.4, rural connections connect key rural communities.

Rural connections are provided to key rural locations such as Masterton and Otaki. These connections are provided as the extension of regular public transport services into rural communities is generally not cost-effective and in some parts of the urban area regular services cannot be economically justified.

8.2 Service levels provided

Greater Wellington will ensure delivery of public transport services in accordance with Table 8 which shows the proportion of people who will have access to a certain quality of public transport service. Service levels have been described in this manner to balance between providing a reasonable picture of the services that can be expected and providing too much detail that may quickly become out of date. This approach also avoids unnecessary reviews and variations of this PT Plan to incorporate minor changes.

In preparing Table 8 the region was divided into a number of service level areas based on a consideration of where the majority of people live and work and where the majority of public transport services are provided. These service level areas are described in Appendix 5 and shown in Figure 1 on page 8.

Then, within each service level area, the quality of public transport service was defined using the layered service approach, with public transport services allocated to a network service layer based on guidelines for consistent service levels in section 7.1.2a) and as described in Appendix 3.

¹⁵ Greater Wellington does not have the resources to fund services for private schools. In rural areas the Ministry of Education is responsible for school travel.

Finally, the number of people who live or work within a 400 metre or 800 metre catchment of each network service layer was calculated as a proportion of the total number of people living or working within each service level area.

Table 8: Service levels provided in each service level area

Service level area	Catchment area	Proportion of people living and working in catchment									
		1-20%	21-40%	41-60%	61-80%	81-100%					
Regional average	400m	R	R	O	O	L	T	T			
	800m	R	R	R	R	O	O	L	T	T	
Wellington Central	400m	R	R	R	R	R	R	O	O	L	
	800m	R	R	R	R	R	R	R	R	O	
Wellington Central North	400m	R	R	R	R	O	L	L	T	T	
	800m	R	R	R	R	R	R	R	L	L	
Wellington East	400m	R	R	O	O	O	O	L	T	T	
	800m	R	R	R	R	O	O	O	O	L	
Wellington South	400m	R	R	R	O	O	L	L	T	T	
	800m	R	R	R	R	O	O	O	O	L	T
Wellington West	400m	O	O	O	O	L	L	T	T	T	
	800m	R	R	O	O	O	O	O	L	T	
Wellington North	400m	R	O	O	O	O	L	T	T	T	
	800m	R	R	R	O	O	O	O	O	L	T
Tawa	400m	R	R	O							
	800m	R	R	R	R	R	O	O	T		
Porirua West	400m	R	O	O	L	L	L	L	T	T	
	800m	R	R	O	O	O	O	L	L	L	T
Porirua East	400m	O	O	O	O	O	T	T			
	800m	R	O	O	O	O	O	O	O	T	
Whitby and Paremata	400m	O	L	L	L	L	T	T			
	800m	R	O	O	L	L	L	L	L	T	T
Porirua North	400m	R	R								
	800m	R	R	R	R	R					
Paekakariki	400m	R	T								
	800m	R	R	R	R	R					
Paraparaumu	400m	R	L	L	L	L	L	T			
	800m	R	L	L	L	L	L	L	L	L	
Waikanae	400m	R	L	L	L	L					
	800m	R	R	L	L	L	L	L	L	L	
Otaki	400m	T	T	T	T	T	T				
	800m	T	T	T	T	T	T	T	T		
Lower Hutt	400m	R	O	O	O	O	L	T			
	800m	R	R	R	O	O	O	O	L	T	
Eastbourne	400m	O	O	O	O	O	O				
	800m	O	O	O	O	O	O	O	O	O	
Wainuiomata	400m	O	O	O	O	O	O	T			
	800m	O	O	O	O	O	O	O	O	O	

Service level area	Catchment area	Proportion of people living and working in catchment								
		1-20%	21-40%	41-60%	61-80%	81-100%				
Upper Hutt	400m	R	O	O	L	T	T	T		
	800m	R	R	R	O	O	O	O	T	T
South Wairarapa	400m	T	T	T	T	T				
	800m	T	T	T	T	T	T	T		
Carterton	400m	T	T	T	T					
	800m	T	T	T	T	T	T			
Masterton	400m	T	T	T	T	T				
	800m	T	T	T	T	T	T	T		

Network service layer:

- R Rapid transit network
- O Quality transit network
- L Local connector network
- T Targeted services

9. Registration of services

This section sets out Greater Wellington’s approach to the registration of public transport services under the Public Transport Management Act 2008. It includes the notice periods and controls that we have identified for the region. There are no contracting requirements¹⁶.

9.1 Notice periods

Greater Wellington has set the following minimum notice periods in accordance with Policy 10.4. The Public Transport Management Act 2008 (s10(1)) provides for regional councils to set minimum notice periods for commencing, varying or withdrawing commercial public transport services. Minimum notice periods do not apply to non-Metlink inter-regional services (e.g. Naked Bus or Intercity Coachlines).

9.1.1 Notice period for commencement of a new public transport service

Greater Wellington requires a minimum notice period of sixty-five (65) working days before any new public transport service commences operation. A lesser notice period will be considered where this is required in response to rapidly developing changes in demand.

This notice period requirement applies to both contracted and commercial public transport services. These requirements do not apply to non-

¹⁶ Commercial services have an important role in public transport in the Wellington region and therefore we do not intend to make use of any contracting requirements

Metlink inter-regional services (e.g. Naked Bus or Intercity Coachlines).

9.1.2 Notice period for a variation to an existing public transport service

Greater Wellington requires a minimum notice period of sixty-five (65) working days before a variation to any existing registered public transport service commences operation. A lesser notice period may be considered where this is required in response to rapidly developing changes in demand.

This notice period requirement applies to both contracted and commercial public transport services. These requirements do not apply to non-Metlink inter-regional services (e.g. Naked Bus or Intercity Coachlines).

9.1.3 Notice period for the withdrawal of an existing public transport service

The minimum notice period for the withdrawal of a public transport service depends on whether the service is provided under contract to Greater Wellington or is operated commercially.

a) *Contracted public transport services*

Greater Wellington requires a minimum notice period of one-hundred-and-twenty (120) working days before the withdrawal of an existing contracted public transport service. A lesser notice period may be considered where this is required in response to rapidly developing changes in demand.

b) *Commercial public transport services*

Greater Wellington requires a minimum notice period of sixty-five (65) working days before the withdrawal of an existing commercial public transport service. A lesser notice period may be considered where this is required in response to rapidly developing changes in demand.

Legislation does not allow a minimum notice period of longer than sixty-five working days for the withdrawal of a commercial public transport service. Greater Wellington will negotiate with transport operators to voluntarily agree to the same minimum notice period of one-hundred-and-twenty (120) working days as required for contracted public transport services. The longer notice period is desirable to provide sufficient time to assess demand and if necessary procure an

alternative public transport service to replace the withdrawn service.

9.2 Controls

Controls have been considered as a method to assist in delivery of the policies contained in this plan, but at this stage, Greater Wellington has not included any controls in this PT Plan. Greater Wellington is still considering the potential need for controls in a number of areas as set out below. This PT Plan will be reviewed and varied at the appropriate stage in accordance with section 10.1 if any controls are to be adopted.

If any controls are adopted they will be applied equally to contracted and commercial services (although the PTMA states they only apply to commercial services). In the case of contracted services, contracts will require adherence to any relevant controls.

a) *Control requiring service bundling*

Greater Wellington is considering the need to require all bus services to be operated as part of a bus operating unit. Each bus operating unit would contain an individual bus route or, more typically, a group (or “bundle”) of bus routes. Greater Wellington would allocate each commercially registered bus service to a specified bus operating unit in accordance with Regional Public Transport Plan Policies 10.2 and 10.3.

Work towards development of a Public Transport Operating Model (for the procurement of bus services) may negate the need for a control in this area.

b) *Control requiring integration of network branding*

Greater Wellington is considering the need for a control to require integration of network branding. While most operators in the region have voluntarily applied the Metlink branding guidelines, suggesting that this control is not be required, a control would ensure certainty if a new operator were to begin operating in the region.

c) *Control requiring integration of fares and ticketing*

Greater Wellington is considering the need for a control to require integration of fares and ticketing. Without legislative change it is almost

certain a control will be necessary to enable full integration of fares and ticketing.

Greater Wellington is undertaking a full review of fares and ticketing during 2011/12 and as part of this work will also consider whether a control is required.

d) Control requiring integration of real-time information systems

Greater Wellington is considering the need for a control to require integration of real-time information systems. Again, while all operators in the region have voluntarily signed up the real time information system, a control would ensure certainty if a new operator were to begin operating in the region.

PART D – MONITORING AND REVIEW

10. Plan and service reviews

This section provides a description of the processes that will be followed when reviewing this PT Plan and public transport services.

10.1 Reviewing and varying this PT Plan

Greater Wellington is required to undertake a formal review of this PT Plan at intervals not exceeding three years. The purpose of the review is to determine whether a variation to the Plan is required.

Greater Wellington will seek to vary this PT Plan a maximum of once per year, noting that it must be reviewed and varied following a service review (refer section 10.2) or adoption of a new Long Term Plan or Regional Land Transport Strategy. In most circumstances more frequent reviews and variations may not provide value for money.

The next Long Term Plan will be adopted in June 2012. This PT Plan will be reviewed as soon as possible afterwards and varied if necessary. Greater Wellington will also need to review this PT Plan following completion of the Wellington City Bus Review and Public Transport Operating Model, the timing of this is likely to correspond with the review following adoption of the Long Term Plan.

10.1.1 Variations to this PT Plan

A PT Plan review will generally require the PT Plan to be varied. Greater Wellington has developed a significance policy to determine whether or not a proposed variation to this PT Plan is significant (refer section 6.5). The purpose of the significance policy is to determine whether any variation must follow the special consultative procedure set out in the Local Government Act 2002, or whether a more streamlined process can be adopted (for matters that are not considered significant).

10.2 Reviewing public transport services

Regular service reviews are required in accordance with Policy 1.8 of this PT Plan. The

general process for carrying out service reviews is set out in this section.

Regular service reviews provide an opportunity to consider the extent to which public transport services meet customer demand. A key consideration when undertaking service reviews is to ensure value for money and to balance service levels with demand, within the layered service approach (refer section 7).

It is noted that services reviews are carried out in close collaboration with transport operator which is consistent with the partnership relationship envisioned through the development of a new public transport operating model (PTOM – refer section 6.4).

10.2.1 Purpose of service review

The public transport services proposed to be provided in the region (as described in section 8) will only be adjusted following a service review and any necessary variation to this PT Plan (refer section 10.2.5).

Service reviews are undertaken to ensure that services are effective and efficient and continue to meet customer needs. They are the primary means of delivering an effective and efficient integrated public transport network as described in section 7, including applying the layered service approach, the guidelines for consistent service levels and priority based decision making.

Service reviews are required to take account of a wide range of sometimes conflicting factors. For example, one of our key focus areas is to improve the efficiency (refer section 4.1). This may result in the reduction of service in some areas where demand is low with resources redeployed to where demand is higher.

There are two main types of service review, area-wide reviews which generally consider large geographical areas and more focused targeted reviews. These are discussed below.

a) *Area-wide service reviews*

Area-wide service reviews are carried out in accordance with the process below and are designed to consider all relevant factors with the area under review. Area-wide service reviews consider all public transport modes including rail, bus and ferry.

Greater Wellington has a rolling programme of area-wide services reviews to ensure all areas are examined at regular intervals.

b) Targeted service reviews

Targeted service reviews are designed to enable more responsive and timely adjustments to service levels than area-wide reviews. Targeted reviews can be carried out for a number of reasons, including poor performance or value for money, crowding and customer complaints.

10.2.2 Service review process

The process of designing and reviewing services is integral to the overall process of determining what services are to be provided, the standards of those services (i.e. where they fit in the hierarchy), and the funding priority allocated to any changes.

The general service review process is set out in Figure 7. Each service review will involve:

- An assessment of the network against the existing network hierarchy and the associated standards set for each layer.
- An assessment of any new service requirements.

Service reviews will be undertaken in collaboration with key stakeholders and involve targeted consultation in the areas affected with stakeholders, existing and potential users, and persons that may be affected or have an interest in the proposed service review.

Targeted reviews by their nature are more flexible and will generally not follow all the steps of a comprehensive area-wide review.

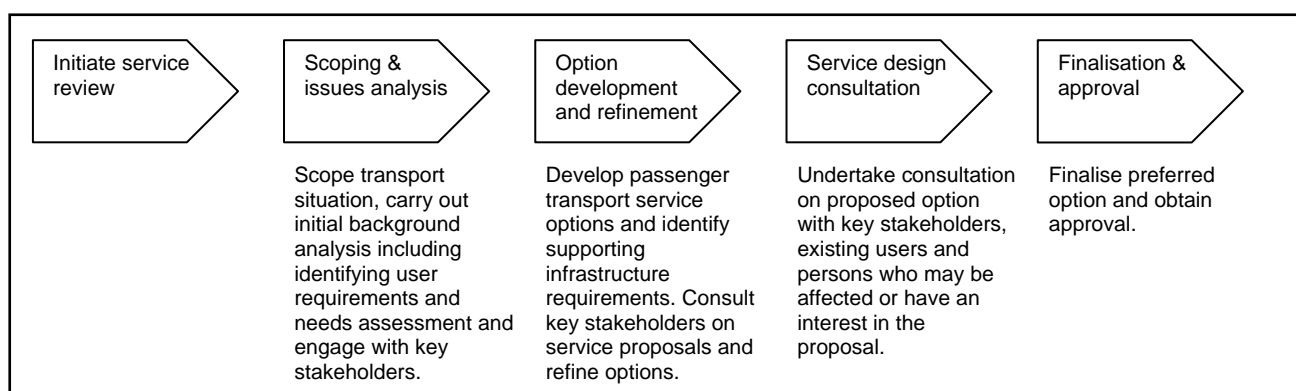


Figure 7: Overview of service review process

10.2.3 Service review programme

Greater Wellington has a rolling programme of area-wide service reviews. The service review programme, and the areas that are included in each review, are set out in Table 9.

Area-wide service reviews will generally take from six to eighteen months depending on their size and complexity and contract lead-in times. Each review will consider all public transport services within the area including all bus, rail and ferry services.

Table 9 Programme of area-wide service reviews

Service review area	2011/12	2012/13	2013/14	2014/15	2015/16
Wellington City Bus Review	X				
Southern (Wellington West, East, North, South) –					
Wairarapa	X				
Eastern (Eastbourne, Wainuiomata, Lower Hutt, Upper Hutt)		X	X		
Western – Kapiti				X	
Western – Porirua					X

10.2.4 Major reviews currently underway

At the time of writing, two major service reviews are currently underway.

a) *Wellington City Bus Review*

The Wellington City Bus Review is planned for completion by the beginning of 2012. It encompasses the urban areas of Wellington City, south of Takapu Road in Grenada North. It focuses on bus services, and their integration with other public transport modes.

The review is the first comprehensive review of Wellington City bus services in many years. It may result in significant changes to the network.

Detailed implementation planning will commence from January 2012 and due to its size will almost certainly require this PT Plan to be varied (refer outcomes of service reviews below).

b) *Wellington Public Transport Spine Study*

The Wellington Public Transport Spine Study is differs from most service reviews in that it is looking at longer term strategic changes. This is a joint study led by Greater Wellington in partnership with the NZTA and Wellington City Council. The purpose of the study is to assess the feasibility of a high quality public transport system in the Ngauranga to Airport Corridor.

The overall study objective is to assess the feasibility and merits of a range of longer-term options for providing a high frequency and high quality public transport system between the Wellington Railway Station and the Wellington Regional Hospital, including any possible connections to the north and south-east, to support the urban intensification of this growth corridor.

The study is intended to be completed by the end of 2012, so that its conclusions will be available prior to the next local body elections. Further information is provided in the project terms of reference.

10.2.5 Outcomes of service reviews

The outcome of any service review may include retaining the status quo or any number of changes to services.

If the result of a service review is to change services (which it usually is) then this PT Plan may also need to be reviewed to determine

whether or not a variation is required. This review will often be included in the service review process and need not be complex. If changes are relatively minor it may only involve a look at the impact of changes on the description of services in section 8. In most cases the PT Plan review will be part of the service review and not a discrete exercise.

Where a variation is required the significance policy will need to be considered to determine the appropriate consultation process (refer section 6.5). PT Plan variations must be undertaken in accordance with section 10.1.

The implementation of changes will then proceed, subject to funding approvals and procurement requirements.

11. Monitoring and reporting on targets

Greater Wellington will regularly monitor the implementation of this PT Plan. Monitoring is undertaken on RLTS targets and relevant Greater Wellington activities.

11.1 Monitoring of RLTS targets

The RLTS identifies a set of long-term targets for public transport by 2020, which the policies and actions in this Plan are designed to help achieve. The RLTS explains that these targets are challenging, but set at the level within the realm of possibility given projected trends. Table 10 sets out these strategic targets.

Table 10: RLTS Outcomes and 2020 Strategic Targets

RLTS outcomes	RLTS targets
Key Outcome	
1.1 Increased peak period passenger transport mode share.	Public Transport accounts for at least 23 million peak period trips per annum (17.4 million in 2009/10)
	Public transport accounts for at least 21% of all region wide journey to work trips (17% in 2006)
Related Outcomes	
1.2 Increased off-peak public transport use and community connectedness	Public transport accounts for at least 23 million off peak period trips per annum (17.6 million trips in 2009/10)

RLTS outcomes	RLTS targets
1.3 Improved public transport accessibility for all, including the transport disadvantaged	90% of public transport services are guaranteed to be wheelchair accessible (60.2% in 2009/10)
	The following RLTS target has been revised for the purpose of this PT Plan (refer section 11.1.1): 61% of people in the region live or work within 400m (5 minutes walk) and 82% within 800 metres of a public transport stop on the rapid transit network, quality transit network or local connector network (55% within 400m, 77% within 800m in 2009).
1.4 Reduced public transport journey times compared to travel by private car	Continual reduction of peak period public transport journey times relative to a similar journey undertaken by a private car for selected key corridors.
1.5 Increased public safety reliability	Continual improvement to bus and train services running to time.

11.1.1 Updated public transport accessibility target

This PT Plan uses an updated public transport accessibility target, which is as follows:

61% of people in the region live or work within 400m (5 minutes walk) and 82% within 800 metres of a public transport stop on the rapid transit network, quality transit network or local connector network (55% within 400m, 77% within 800m in 2009)

The above target replaces the RLTS target for improved public transport accessibility, which is:

75% of people in the region live or work within 400m (5 minutes walk) and 90% within 800 metres of a public transport stop with a service throughout the day (68% within 400m, 85% within 800m in 2009).

The main difference is how the targets are measured, in particularly “service throughout the day” has been revised to now refer to the rapid transit network, quality transit network or local connector network layers of the layered network approach.

To be included in this measure a public transport stop must now have a level of service that at least meets the standard level of services guidelines for

the local connector network layer (refer section 7.1.2a)). Public transport stops that meet the rapid transit network, quality transit network or local connector network service level guidelines will meet the new definition of “service throughout the day” but those that form part of the targeted services layer will not. The classification of public transport services into layers is covered in Appendix 3.

The main effect of this change is that a number of services no longer meet the definition of “service throughout the day” and therefore the target and measure are lower than the original RLTS target.

11.2 Monitoring of Greater Wellington activities

Greater Wellington will carry out monitoring of its four main activity areas (refer section 4) and the public transport services meeting standard and target service levels within the layered service approach.

This information will also inform progress towards achieving the RLTS targets. Table 11 sets out the main measures used to monitor progress against the four activity areas. In addition, Greater Wellington carries out regular contract monitoring to inform the service review process.

Table 11: Monitoring measures for the four activity areas

Activity Area	Measures
Planning public transport services	<ol style="list-style-type: none"> Progress with service reviews All service level areas comply with coverage targets in section 8 Compliance with farebox recovery targets (Policy 7.1)
Public Transport Operations	<ol style="list-style-type: none"> Peak and off-peak public transport trips will increase Wheelchair accessibility of public transport services will increase from the previous year Implementation of an electronic system for the Total Mobility Scheme
Infrastructure assets	<ol style="list-style-type: none"> Profile of passenger rail fleet Status of upgrades to rail network infrastructure Number of new bus shelters installed

Activity Area	Measures
	10. Implementation and operation of a real-time information system
Marketing and information management	11. Annual customer satisfaction survey (more than 90% of residents rate the Metlink service as excellent or very good) 12. Metlink Service Centre answered call rate (more than 95% of calls answered) 13. Metlink website usage and usefulness rating (increase from previous years) 14. Number of calls to txtBUS and txtTRAIN (decrease from previous year to reflect introduction of real time information system)

PART E – BACKGROUND AND CONTEXT

12. Public transport specific issues

This section provides some detail on a number of public transport specific issues; providing further information on the key pressures and issues identified in section 2.2.

12.1.1 Funding and affordability pressures

a) *Government Policy Statement on Transport Funding*

The Government Policy Statement on Transport Funding (GPS) has been taken into account in preparing this PT Plan, as described in 13.4.2a). The funding levels identified are a challenge and will require a more effective and efficient public transport system if we are to maintain service levels and grow patronage in line with the RLTS.

The Government Policy Statement Engagement Document for the GPS 2012 released in April 2010 provides nationally for only limited annual increases in public transport service expenditure and a reduction in annual public transport infrastructure expenditure. The limited increase in transport service expenditure has been identified as required for operating new metro rail service in Wellington and Auckland and public transport infrastructure expenditure has been reduced to “focus on highest priorities”.

The Engagement Document also refers to work in developing a new public transport operating model for the procurement of bus and ferry services. This model aims to create incentives for public transport providers to operate more commercially and improve services so there is greater patronage and less reliance on subsidies.

b) *Public transport costs*

People often have high expectations about service levels (i.e. frequency and coverage) without realising the cost implications of their demands. This is particularly the case for off-peak services which may please a few people but require a high level of subsidy. Also, as congestion is often not a problem at these off-peak times, this makes car

use more attractive. Greater Wellington has to balance the cost of providing services with demand and patronage (i.e. balance the benefits and costs).

A large part of Greater Wellington’s public transport budget is comprised of contracted expenditure for bus, rail and ferry services. Our ability to control costs over the short term is limited by these contracts and by the willingness of Greater Wellington to reduce services or increase fares when costs increase. The cost of contractual inflation payments on bus and ferry services has been extremely volatile over the past two years primarily due to the price of oil on the world market and the NZ/US dollar exchange rate. This volatility increases the likelihood that in the future there will be major variations between budgets and actual expenditure.

12.1.2 Rail network issues

a) *Rail network reliability*

The rail network has suffered from reliability problems and network closures over the last two years related to the network upgrade work being carried out. There have also been reliability issues with the aged rolling stock fleet.

The new Matangi units will be introduced into service progressively from April 2011. Introduction of these new units also carried a variety of risks, which are being actively managed.

Completion of the rail infrastructure upgrades during 2011 and implementation of the government rail package will address rail network reliability issues.

b) *Implementation of the government rail package*

The government rail package includes:

- KiwiRail to transfer ownership of the metropolitan rail fleet to Greater Wellington
- KiwiRail to transfer all rail stations (excluding Wellington Station) to Greater Wellington
- KiwiRail to transfer (or equivalent) all rail park and ride facilities to Greater Wellington

- KiwiRail to retain ownership of the rail network
- Refurbishment of Ganz Mavag units by Greater Wellington
- Upgrade of rail signalling and related infrastructure by KiwiRail.
- Negotiation of sustainable track-access charges to cover maintenance and routine renewals (but not catch-up renewals)

The rail package will provide Greater Wellington with greater control over the level of service provided on the rail network, regardless of who operates rail services. The rail package also commits the government to continuing upgrades of the rail network. The government will fund the catch-up renewals (signals, traction and overhead lines) on the network over 10 years at a cost of \$88 million. This work will help reverse the neglect of the rail system in past years.

Greater Wellington will be required to fund the refurbishment of the Ganz Mavag units and to pay rail access charges set at a level that covers the costs of maintaining those assets. The refurbishment of Ganz Mavag units will cost about \$80 million and will require an additional 2.6% in rates for 2011/12 on 2010/11.

The government will fund an upgrade of the rail signalling system and will continue to contribute to the regional share of costs according to NZTA financial assistance rates. The government will continue to contribute to the regional share of costs according to NZTA financial assistance rates.

The rail package (which is still to be finalised with the Government) will likely require changes to this PT Plan as it will clarify roles and responsibilities associated with the ownership, operation and maintenance of all components of the rail system. Any changes required as a result of the Annual Plan process will be incorporated prior to this PT Plan being adopted in September 2011.

c) Park and ride

Currently 30% of rail commuters use Park & Ride carparks provided by Greater Wellington. These are free of charge. With future patronage growth it will not be possible to sustain this level of Park & Ride use because of the shortage of additional land close to rail stations. In addition, there are

increasing costs for providing and maintaining the carparks, including security service costs. Also, many people who use carparks live close by (50% within 1.85km).

12.1.3 Changes to fares and ticketing

a) Development of integrated ticketing systems

NZTA has agreed to establish a national ticketing programme for public transport in New Zealand, and has approved funding for the development of the Auckland Regional Transport Authority's (ARTA's) integrated ticketing and fares system as a first step. This funding approval provides for the development of a core central ticketing system, which might also form the basis of a future national public transport ticketing programme.

The implications of a national ticketing programme for Wellington are unclear at this time, including the relationship with the Snapper ticketing system already in use in some parts of the region.

12.1.4 Development of a new public transport operating model for the procurement of bus and ferry services

A review of the Public Transport Management Act 2008 has led to the development of a proposed new model for the procurement of bus services (known as PTOM – Public Transport Operating Model).

Greater Wellington is working in partnership with transport operators, other regions and central government agencies to develop a new “public transport operating model” (PTOM) for the operation and procurement of public transport services. The new operating model is based on the Minister of Transport's dual objectives of growing the commerciality of public transport and growing confidence that services are priced efficiency with good competition¹⁷.

PTOM will be used as the basis for a performance based contract, which will be used to tender and negotiate contracts for the provision of bus services in identified operating units. PTOM will introduce a number of changes including a

¹⁷ Refer Appendix A of the NZTA Guidelines for the Development of Regional Public Transport Plans (May 2011) and the Government Policy Statement Engagement Document for the GPS 2012 (April 2011)

requirement for joint business planning between regional councils and transport operators and a greater level of partnership.

The full implications of PTOM on planning of public transport services in the region are still being worked through. This PT Plan will be varied once all matters have been worked through to enable implementation of PTOM.

13. Preparing this PT Plan

The section sets out the matters that were considered in preparing this PT Plan. These considerations are in line with NZTA guidelines for the development of regional public transport plans.

13.1 The Public Transport Management Act

The Public Transport Management Act (PTMA) came into force on 1 January 2009. It was designed to give regional councils new tools to develop public transport systems to meet the needs of their communities. The PTMA repealed the Transport Services Licensing Act 1989, and has an objective of helping regional councils and the NZTA obtain best value for money in achieving an affordable, integrated, safe, responsive, and sustainable public transport system.

13.2 PT Plan purpose, responsibilities and context

This section includes the strategic context of this PT Plan, and its relationship with other key documents.

13.2.1 Purpose of this PT Plan

The PTMA requires this PT Plan to give effect to the public transport service components of the RLTS and describe the public transport services proposed to be provided in the region.

The purpose of this PT Plan is to:

- specify how the regional council will give effect to the public transport service components of the RLTS; and
- contribute to achieving an affordable, integrated, safe, responsive and sustainable land transport system in an efficient and effective manner.

This PT Plan aims to assist in delivering an integrated public transport system that is developed and operated in a way that makes a significant contribution to the aim of achieving an affordable, integrated, safe, responsive and sustainable land transport system for New Zealand. Greater Wellington has also focused on the need to ensure that this PT Plan delivers this contribution in an efficient and effective manner.

13.2.2 Responsibility for preparation and adoption of this PT Plan

Greater Wellington is responsible for the preparation and adoption of this PT Plan and is responsible for all variations. This PT Plan will be the first prepared by Greater Wellington under the PTMA.

13.2.3 When to prepare a PT Plan

This first PT Plan must be adopted by 31 December 2011 and is required to be reviewed at least once every three years. Reviews are required to align as closely as possible to the timing of the Regional Land Transport Strategy, Regional Land Transport Programme and Greater Wellington's Long Term Plan. Plan and service reviews are covered in section 10 of this PT Plan.

13.2.4 PT Plan relationship with other planning documents

This PT Plan is linked to a number of other regional planning documents.

a) *Greater Wellington's Long Term Plan*

The Long Term Plan (LTP) identifies the activities undertaken by Greater Wellington and how they are funded (i.e. user charges, rates, government subsidies etc). Greater Wellington is only able to fund activities that are included in its LTP, preparation of which is a requirement of the Local Government Act.

The 2009-2019 Long Term Plan (LTP) outlines the funding provided for public transport is due to a failure of the market the properly recognise the congestion and environmental costs associated with road use by private vehicles¹⁸. The LTP acknowledges that the main driver of public transport costs is the need to provide a fully-functioning public transport service during peak

¹⁸ Refer Revenue and Financing Policy in Greater Wellington's 10-Year Plan 2009-19

travel times. Accordingly, funding decisions need to take account of these higher costs.

The LTP also bases its funding on delivering services for the transport disadvantaged (including the Total Mobility Scheme), services for school aged children, and its broader role in providing public transportation for social service reasons.

Greater Wellington's current Long Term Plan was adopted in 2009. This PT Plan has been prepared in line with the financial forecasts prepared as part of the Long Term Plan and each Annual Plan (refer section 14). The next Long Term Plan will be adopted in June 2012.

Greater Wellington will review this PT Plan following adoption of the next LTP in June 2010 and if necessary vary this PT Plan.

b) Greater Wellington's Proposed Regional Policy Statement

The Proposed Regional Policy Statement (RPS) has been considered in preparing this PT Plan, in particular Objective 12 of the RPS is a key part of the role of public transport in the region as set out in section 3.1.2b).

c) Wellington Regional Land Transport Strategy

The Regional Land Transport Strategy (RLTS) provides the overall strategic framework for investment on the region's land transport network and is the basis for:

- the identification, selection and regional prioritisation of projects and activities;
- monitoring actual network performance; and
- reviewing implementation and corridor plans.

This PT Plan is required to give effect to the public transport services component of the RLTS. Section 13.3.3 identifies how this PT Plan gives effect to the RLTS.

d) Wellington Regional Strategy

The Wellington Regional Strategy (WRS) was adopted in May 2007. The WRS is a sustainable economic growth strategy and contains a range of initiatives to realise our economic potential. It aims to enhance our "regional form" by addressing such issues as transport, housing,

urban design and open spaces, which are all the things that contribute to our quality of life.

The WRS aims will be achieved by collaborative effort of the private sector, central and local government, and organisations seeking to foster economic development. It will be a rallying point for matters requiring a region-wide approach.

It is recognised that many aspects of the regional economy are influenced by the operation of global markets, central government and individual businesses. The WRS is focused on regional interventions or actions that can realistically make a difference. Research suggests relatively modest levels of better coordinated investment can reap multi-million dollar returns. The WRS targets these matters for attention and action. The WRS is not a detailed work plan. It provides an overview of the opportunities that exist to lift the region's economic performance. The WRS also seeks improvement in the region's environmental, social and cultural performance.

e) Wellington Regional Land Transport Programme

The Wellington Regional Land Transport Programme (RLTP) is prepared by the Regional Transport Committee and identifies the land transport activities to be undertaken in the region for the next three years, plus a 10-year financial forecast. The RLTP must take account of the funding identified in the GPS and NLTP.

The NLTP is prepared by the NZTA to give effect to the GPS. The NLTP allocates funding to regions based on the land transport activities and funding ranges identified in the GPS.

13.3 Core requirements for this PT Plan

There are a number of requirements that must be included in this PT Plan and a number of matters that must be considered when preparing a public transport plan.

13.3.1 Description of services

This PT Plan must describe the services proposed to be provided and specify any policies and how they will be implemented. The services proposed to be provided are set out in Section 8. This PT Plan will be varied, if required, following any service reviews to ensure this description of services is kept up to date.

13.3.2 Assisting the transport disadvantaged

The Public Transport Management Act 2008 defines transport disadvantaged as:

“people whom the regional council has reasonable grounds to believe are the least able to get to basic community activities and services (for example, work, education, health care, welfare, and food shopping)”

Greater Wellington believes there are a range of personal or locational attributes that are likely to restrict accessibility and/or mobility due to physical ability, financial circumstances or distance. These include:

- Age (young or old);
- Lack of income;
- Inability to drive and/or access to a vehicle;
- Disability; and
- Residential location remote from basic community activities or services.

Taking these attributes into account, the following groups are considered to be more likely to be transport disadvantaged in the Wellington region:

- People with disabilities;
- People without a drivers licence;
- Children (under driving age);
- Elderly;
- People with low income/beneficiaries;
- People in households without a vehicle;
- People living in “high deprivation” neighbourhoods; and
- People living in isolated rural locations.

Greater Wellington believes that the provision of a comprehensive network of public transport services as described in this PT Plan will go a substantial way to providing for the access needs of the transport disadvantaged. Greater Wellington is also considering the following provisions in this PT Plan to assist the transport disadvantaged:

- Proposals to improve the accessibility (e.g. super low floor buses, access to

trains, general provision of information) of the public transport network as a whole;

- Provision of targeted rural services linking outlying towns;
- Targeted services, such as school bus services, and the Total Mobility Scheme for people with disabilities;
- Continued support for the SuperGold Card free travel scheme for senior citizens, subject to continued government funding;
- Concessionary fares for children;
- Working with representatives of target groups to identify the potential for scheduled or demand-responsive services to particular facilities with regular travel demands, and to implement appropriate improvements;
- Consideration of the provision of demand-responsive services in areas of low demand where scheduled public transport services may not always be the most appropriate way of dealing with accessibility problems (e.g. rural communities). In these cases, there is also merit in considering alternative options, including supporting community transport, telecommuting, ridesharing and park and ride; and
- Relevant information, easily available in formats tailored to specific needs.

a) *Total Mobility Scheme*

The Total Mobility Scheme is one way that the needs for some transport disadvantaged people can be met. The Total Mobility Scheme must be described in this PT Plan. Greater Wellington’s Total Mobility Scheme is set out in Appendix 4.

b) *SuperGold Card*

The SuperGold Card scheme was launched by the government in August 2007. It provides for free off-peak travel for people aged 65 years or over on public transport services. The scheme is administered by the NZTA. In line with NZTA guidelines, Greater Wellington has not specifically planned to meet the travel needs of this group, but rather intends for the needs of this

group to be met through utilising of any spare capacity that may result from normal planning activities.

13.3.3 Giving effect to the Regional Land Transport Strategy

This PT Plan must describe how it gives effect to the public transport services components of the Regional Land Transport Strategy (RLTS).

This PT Plan has been developed to give effect to the RLTS adopted in September 2010. Greater Wellington has evaluated the RLTS and identified the public transport service and other components contained in the strategy as set out in Table 12.

Table 12: The RLTS public transport service components to which this PT Plan gives effect

General topic	Public transport service component	RLTS reference	How PT Plan gives effect to public transport service component
Overall approach to public transport	Ensure the public transport system provides for a majority of people to get around during peak periods along key commuter routes	Vision, Objective 3, 4, Outcome 1.1, Policy 8.2b, 8.2c, 8.3e, 8.4f	Objective 1 and Policy 1.1
	Ensure public transport provides a viable alternative to travel by private car for most trips in urban areas	Issues, Vision, Objective 3, 4, 5, Outcome 1.1, 1.2, Policy 8.1f, Policy 8.2b, 8.2c, 8.3e, 8.4f	Objectives 1, 2 and 3
	Ensure an effective and efficient public transport network, that supports economic development	Issues, Objective 6, Outcome 6.4, Policy 8.1q	Objectives 10 and 11
	Ensure the continuous review and improvement of public transport services	Policy 8.1k	Policy 1.8
	Ensure barriers to travel by public transport, particularly for the transport disadvantaged, are reduced	Issues, Objective 3, Outcome 1.3	Objective 4
	Prepare and maintain a Regional Public Transport Plan under the Public Transport Management Act 2008	Policy 8.7c	This PT Plan meets requirement
Network design and service levels	Ensure public transport effectively connects (quickly, easily, reliably and safely) key destinations to address traffic congestion and support economic development. Key destinations include Wellington CBD, Kilbirnie, Johnsonville, Porirua city centre, Paraparaumu town centre, Petone, Lower Hutt city centre, Upper Hutt city centre, Masterton town centre, Wellington International Airport, Wellington Regional Hospital.	Vision, Issues, Objective 3, 5, Outcome 1.1, 1.3, 8.1, Policy 8.1a, 8.1b, 8.2c, 8.3e, 8.4e, 8.5a	Objective 1, in particularly Policy 1.2 and the future network plan in section 7.1.2
	Ensure access to education and healthcare facilities and other basic community activities and services (for example, work, education, health care, welfare, and food shopping)	Issues, Objective 4, Outcome 1.2, 1.3	Objective 1
	Encourage improved east/west connections to improve efficiency of connections between the Western and Hutt Valley corridors	Issues, Policy 8.1t	Future network plan in section 7.1.2
	Ensure sufficient public transport capacity is in place ahead of demand	Issues, Objective 5, Policy 8.1c, 8.1i, 8.4e	Objective 1

General topic	Public transport service component	RLTS reference	How PT Plan gives effect to public transport service component
	Ensure the provision of public transport services recognise the needs of the transport disadvantaged to enhance equity	Policy 8.1n	Objective 4. Section 13.3.2 identifies how the needs of the transport disadvantaged have been considered
	Ensure the role of the urban passenger rail network is maintained as the key long to medium distance and high volume service	Policy 8.1g, 8.4e	Objective 1, in particularly Policy 1.2 and the future network plan in section 7.1.2
	Ensure public transport trip times compete reliably and favourably with those of private cars for a majority of commuter trips	Vision, Objective 5, Outcome 1.4	Objective 2 and 3
	Ensure public transport service reliability is improved by reducing the impacts of congestion on the strategic public transport network including along the Golden Mile and other bottlenecks, through the provision of bus priority and other measures	Issues, Objective 3, 5, Outcome 1.5, Policy 8.1l	Objective 3, in particular Policy 3.5
Fares and ticketing	Ensure public transport fares are affordable for everyone and that concessions recognise the needs of the transport disadvantaged to enhance equity	Objective 3, 6, Outcome 1.3, Policy 8.1n	Objective 7, 8, 10 and 11
	Provide simple streamlined ticketing	Vision	Objective 7 and 8
	Provide integrated ticketing	Outcome 6.2	Objective 8
Vehicles and infrastructure	Ensure a level of comfort that is competitive with private cars for a majority of commuter trips	Vision	Objective 5 and 6
	Ensure a high standard of environmental design for transport infrastructure and consistency with good urban design principles	Objective 5, Policy 8.4a, 8.4e, 8.4g, 8.5b	Objective 6
	Ensure more vehicles run on renewable fuels that are non-polluting, including trolley buses which have positive noise reduction and local emission benefits over diesel buses	Vision, Issues, Objective 5, Policy 8.1m, 8.4b, 8.4c	Objective 5
	Ensure the use of more energy efficient vehicles	Issues (3), Objective 5, Policy 8.4c	Objective 5
	Ensure rail noise and vibration effects are managed	Issues	Objective 5
	Ensure the historic lack of investment in rail is addressed through the Regional Rail Plan and provides a high level of service and reliability with regard to rolling stock and rail infrastructure	Issues, Policy 8.1h, 8.7d	Objective 6 and government rail package covered in section 12.1.2b)
	Ensure continued improvement in walking, cycle and park 'n ride facilities at and around transport nodes including the ongoing development of new and existing park and ride facilities	Outcome 6.2, Policy 8.1j	Objective 2 and 6
	Support improved safety and personal security (perceived and real) of passenger transport users	Policy 8.3d	Objective 5 and 6
	Ensure physical barriers to travel by public transport are removed	Vision, Outcome 1.3	Objective 6
Information and marketing	Ensure access to reliable public transport information and the choices available	Vision, Policy 8.2a	Policy 3.2 and Objective 9

General topic	Public transport service component	RLTS reference	How PT Plan gives effect to public transport service component
Land use and transport integration	Ensure the strategic public transport network (connecting key destinations) is protected against impacts of inappropriate land use	Issues, Policy 8.5a, 8.5j	Objective 1, in particularly Policy 1.2 and the future network plan in section 7.1.2
	Ensure improved land use and transport integration, by encouraging appropriately located land development and ensure integration with transport infrastructure	Outcome 6.1, Policy 8.2e, 8.5a, 8.5c, 8.5f	Policy 1.7
Funding and commercial management	Take account of funding likely to be available and impacts on regional communities	Objective 6	Objective 11 and consideration of expenditure and funding levels in section 14
	Advocate to government for increased funding and appropriate funding instruments and support start-up funding for viable 'alternative to road' initiatives	Policy 8.2h, 8.6a	Objective 11
	Prioritise expenditure consistent with the RLTS	Policies 8.8	Objective 11

13.3.4 Public transport service policies

Public transport objectives, policies and methods are set out in Section 6.

a) *National Farebox Recovery Policy*

The national farebox recovery policy was adopted by NZTA in April 2010. This national policy requires this PT Plan to meet certain farebox recovery requirements, including adoption of a regional farebox recovery policy. Greater Wellington's farebox recovery policy is set out in Policy 7.1 of this PT Plan.

b) *National Total Mobility Scheme*

The regional Total Mobility Scheme is required to meet certain national policies, as set out in NZTA guidelines for the development of regional public transport plans and the Total Mobility Scheme – A guide for local authorities. Greater Wellington's Total Mobility Scheme is set out in Appendix 4.

13.3.5 Policy on significance

A policy on significance has been included as part of this PT Plan, refer section 6.5. The adopted policy is based on the significance policy for changes to the RLTS.

13.3.6 Contracting requirements or controls

The contracting requirements and controls provisions of the PTMA have been followed in preparing this PT Plan. Contracting requirements and controls are covered in section 9.

13.4 Matters taken into account

The PTMA identifies a number of matters that must be taken into account when preparing or adopting regional public transport plans. Section 19 of the PTMA states:

A regional council must, when preparing a statement of proposal to adopt a regional public transport plan and before adopting a regional public transport plan,—

- a) be satisfied that the plan contributes to each of the following:
 - (i) assisting economic development:
 - (ii) assisting safety and personal security:
 - (iii) improving access and mobility:
 - (iv) protecting and promoting public health:
 - (v) ensuring environmental sustainability;
- b) take into account:
 - (i) the relevant GPS: and

- (ii) any current national land transport strategy and national energy efficiency and conservation strategy (within the meaning of the Energy Efficiency and Conservation Act 2000); and
- (iii) any guidelines issued by the Agency under the Land Transport Management Act 2003 for the purposes of developing regional public transport plans; and
- (iv) any relevant regional policy statement, regional plan, district plan, or proposed regional plan or district plan under the Resource Management Act 1991; and
- (v) the public transport funding likely to be available within the region; and
- (vi) the need to obtain the best value for money, having regard to the desirability of encouraging fair competition and a competitive and efficient market for public transport services; and
- (vii) the views of public transport operators in the region; and

(c) consider the needs of persons who are transport disadvantaged.

The following sections set out how Greater Wellington has taken these matters into account.

13.4.1 PT Plan contribution to section 19(a) matters

a) Contribution to objectives

Greater Wellington has assessed the section 19(a) matters and is satisfied this PT Plan contributes to each of these matters as summarised in Table 13.

Table 13: Assessment of PT Plan contribution to s19(a) matters

Section 19(a) matter	Contribution of this PT Plan
Assisting economic development	<p>Provides public transport services to key economic centres including Wellington CBD, Lower Hutt, Porirua, Upper Hutt</p> <p>Provides services that contribute to reduced congestion with significant peak rail and bus services across the region, particularly key corridors to and from Wellington CBD</p>

Section 19(a) matter	Contribution of this PT Plan
Assisting safety and personal security	<p>Improves the security of passengers through vehicle standards</p> <p>Improves passenger safety through vehicle standards</p> <p>Reduces accidents from less car use</p>
Improving access and mobility	<p>Improves access for the community, especially the transport disadvantaged, through the provision of off-peak and social services</p> <p>Provides better access to employment, education, retail and social opportunities by providing a choice of modes</p> <p>Provides best practice branding and customer information to assist accessibility and navigation of the public transport system</p> <p>Promotes targeted Total Mobility services</p> <p>Provides fare concessions for targeted groups</p> <p>Improves access to public transport through vehicle quality standards and infrastructure improvements</p>
Protecting and promoting public health	<p>Reduces pollution through emission controls for public transport vehicles</p> <p>Encourages greater use of active modes for access to public transport</p> <p>Supports positive impacts on air and water quality through mode switch from car</p>
Ensuring environmental sustainability	<p>Assists in reducing dependency on the private car</p> <p>Supports fuel efficient vehicles through vehicle standards</p> <p>Services provided by low emission electric vehicles including trolley buses and electric trains</p>

13.4.2 Matters taken into account in accordance with section 19(b)

Greater Wellington is required to be satisfied that this PT Plan contributes to assisting economic development, assisting safety and personal security, improving access and mobility, protecting and promoting public health, and

ensuring environmental sustainability (PTMA s19).

a) *Government Policy Statement on Transport Funding (GPS)*

The funding levels in the Government Policy Statement on Transport Funding (GPS) contribute to the funding and affordability pressures in the region as discussed in section 12.1.1a).

The GPS is issued by the government every three years and is intended to guide the land transport sector on the outcomes and outcomes and the short to medium term impacts that the government wishes to achieve. It also provides a linkage between land transport revenues and planned levels of expenditure from the National Land Transport Fund. The GPS must be taken into account in the preparation of this PT Plan.

The 2009 GPS covers the period 2009-2019 and highlights the government priority to increase economic growth and productivity in New Zealand.

The 2012 GPS is currently being developed and will cover the period 2012-2022. An engagement document was released in April 2011 and has been taken into account in preparing this PT Plan. In particular, the stated priority to maintain a strong and continuing focus on economic growth and productivity and achieving value for money.

b) *National Land Transport Strategy*

There is no National Land Transport Strategy (NLTS) to take into account. It is important to note that the New Zealand Transport Strategy is not a NLTS and has no statutory authority.

c) *National Energy Efficiency and Conservation Strategy*

An evaluation of the 2001 National Energy Efficiency and Conservation Strategy (NEECS) was undertaken during preparation of the RLTS.

The government is in the process of developing a new NEECS. The consultation draft of the NEECS 2010 envisages transport playing a key role in lowering New Zealand's energy intensity through "a more energy efficient transport system, with a greater diversity of fuels and renewable energy technologies...".

This PT Plan will contribute to this aim by ensuring a more effective and efficient public

transport network, which is based a network of electric trains and electric trolley buses. We are also continuously seeking to improve the efficiency of our diesel bus fleet.

d) *Guidelines issued by NZTA*

The guidelines issued by NZTA for the development of regional public transport plans have been taken into account in preparing this PT Plan. The original guidelines issued in January 2009, the draft guidelines issued in December 2010 and the guidelines issued in May 2011 have all been followed.

In particular, the guidelines have been used to guide the scope and content of this PT Plan. They have also been followed in determining purpose, responsibility and context, core requirements and other matters.

e) *Resource Management Act policy statements and plans*

The Regional Policy Statement, Proposed Regional Policy Statement, Regional Plan and District Plans have been considered in preparing this PT Plan. These documents were also evaluated as part of the RLTS review. The Proposed Regional Policy Statement is discussed further in section 13.2.4b).

f) *Available funding*

The public transport funding likely to be available has been a key consideration in preparing this PT Plan. The availability of funding and ability to pay has primarily been considered as part of Greater Wellington's Long Term Plan.

This PT Plan has been prepared in line with the financial forecasts prepared as part of the Long Term Plan and each Annual Plan. The next Long Term Plan will be adopted in June 2012, refer section 13.2.4a). This PT Plan has also considered the funding requirements of NZTA and the GPS engagement document. Further detail on expenditure and funding levels is provided in section 14.

g) *Value for money and competition*

In preparing this PT Plan, we have taken account of the need to obtain the best value for money having regard to the desirability of encouraging fair competition and a competitive and efficient market for public transport services.

In particular, the development of policies and methods considered the desirability of encouraging public transport operators to compete fairly in an efficient market. In particular, the objectives and policies in the commercial framework, funding and prioritisation policy area (refer section 6.4) provide for this outcome. A key method being Greater Wellington’s participation in developing a public transport operating model for the procurement of bus and ferry services.

In addition, the focus areas set out in section 4.1 are designed to ensure the public gets the best return possible for its investment in public transport (i.e. maximise value for money).

h) Views of transport operators

The views of public transport operators have been considered while preparing this PT Plan. A partnership approach has been adopted, with a public transport operator representative part of the steering committee. Operator feedback has also been sought a number of times while preparing the draft PT Plan and a number of opportunities have been provided for informal discussion.

13.4.3 Consideration of the transport disadvantaged in accordance with section 19(c)

In preparing this PT Plan, Greater Wellington is required to consider the needs of persons who are “transport disadvantaged” and describe how public transport services will assist their needs. The needs of transport disadvantaged are considered fully in section 13.3.2.

13.5 Efficiency and effectiveness

The efficiency and effectiveness of this PT Plan in contributing to the purpose of the PTMA has been considered. Section 13.4.1a) sets out how this PT Plan contributes to the objective of the PTMA.

This PT Plan contributes to a more effective and efficient public transport network. It sets out a framework for the consistent delivery of public transport services in the region. It identifies our focus areas and identifies priorities for any changes in level of service. It is focused on contributing towards economic growth and productivity by easing road congestion, providing access to markets and employment, and making more efficient use of existing networks and

infrastructure. And strategic policy options were considered during preparing of the RLTS.

Greater Wellington is therefore satisfied that this PT Plan contributes to an affordable, integrated, safe, responsive and sustainable land transport system and that it does so in an efficient and effective manner.

14. Expenditure and funding levels

Public transport expenditure and funding levels are set out in Greater Wellington’s Long Term Plan and Annual Plans, which are prepared in accordance with the Local Government Act 2002. Greater Wellington is generally only permitted to fund and carry out activities included in its Long Term Plan or Annual Plan.

The purpose of this section is to show how expenditure and funding levels have been taken into account in preparing this PT Plan.

14.1 Public transport funding

Greater Wellington’s Long Term Plan includes a Revenue and Finance Policy that governs how Greater Wellington raises its revenue. The main source of revenue being public transport fares, government subsidies and the regional transport rate. The operating costs of public transport services are summarised in Figure 8 and Table 14.

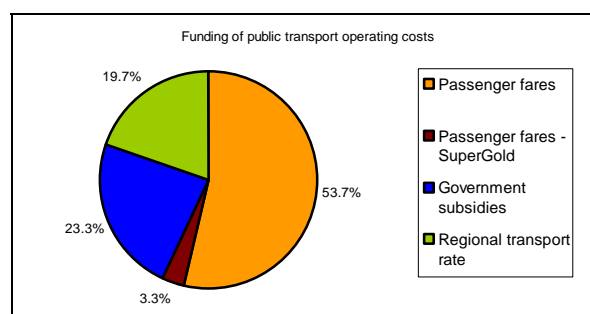


Figure 8: Operating costs of public transport services 2009/10

Table 14: Operating costs of public transport services 2009/10

(\$ million)	Public transport mode				Total
	Rail	Bus	Ferry	Cable car	
Passenger fares	33.9	42.9	1.1	1.7	79.6

(\$ million)	Public transport mode				
	Rail	Bus	Ferry	Cable car	Total
Passenger fares - SuperGold	1.1	3.6	0.08	0.07	4.9
Government operating subsidies	16.3	18.2	0.1	0.0	34.6
Regional transport rate operating subsidies	10.8	18.2	0.1	0.0	29.1
Total operating costs	62.1	82.9	1.4	1.8	148.2

a) *Public transport fares and other user charges*

Public transport fares are paid by passengers to use public transport services. This fare revenue is not directly accounted for by Greater Wellington as it is collected by the transport operators and netted off the cost to Greater Wellington of operating public transport services.

A National Farebox Recovery Policy requires that fares contribute at least 50% towards the total cost of operating public transport services in the region. Greater Wellington's farebox recovery policy, which has been prepared in accordance with the National Farebox Recovery Policy, is set out in Policy 7.1.

Fare revenue projections are difficult as they depend on patronage and fare levels and Greater Wellington has very little information on revenue from commercial services. Greater Wellington has projected farebox revenue with projections based on an assumed 3% increase in farebox revenue per annum, in line with Long Term Plan assumptions. This increase in farebox revenue is required to maintain farebox recovery in line with targets.

The Long Term Plan also provides for parking charges at park and ride facilities if required in the future. There are currently no other user charges for public transport.

b) *Government subsidies*

Government subsidies are administered by the NZTA which is responsible for allocation of funding from the National Land Transport Fund.

The National Land Transport Fund is funded through road user charges (e.g. petrol taxes). The government, from time to time, may also provide additional funding for specific projects such as the recent rail infrastructure improvements and Matangi trains.

Public transport expenditure is largely dependent on available NZTA funding. The current NZTA funding is based on defined financial assistance rates (FAR) for various categories of expenditure. Greater Wellington is required to seek funding in accordance with NZTA requirements. Approved expenditure will receive a certain FAR based on the category of expenditure – the FAR for most public transport expenditure is 50-60%.

c) *Regional transport rates*

Regional transport rates are used to fund Greater Wellington's share of public transport operational expenditure and its share of costs related to servicing debt on capital and public transport improvements¹⁹. Greater Wellington's regional transport rate is a targeted rate apportioned to reflect the public transport benefit to each district in accordance with the Revenue and Financing Policy contained in the Long Term Plan. The amount of the regional transport rate and its distribution is calculated annually as part of the Annual Plan process. The current proposed regional transport rate apportionment for 2011/12 is set out in Table 15.

Table 15: Proposed regional targeted transport rate by district²⁰

District	Revenue sought 2011/12 (\$million)
Wellington	27.3
Lower Hutt city	8.0
Upper Hutt city	3.0
Porirua city	4.3
Kapiti Coast district	2.2
Masterton district	0.2

¹⁹ Greater Wellington will use debt to more equitably spread the cost of capital and improvement projects over time. Loan terms will differ for each project depending on the life of the asset. Greater Wellington will also from time to time use surplus funds from previous years (in the form of reserves) to fund operating expenditure.

²⁰ The targeted transport rate figure is from Greater Wellington's Proposed Annual Plan 2011/12. The total rates figure does not match the provisional projections in Table 16 because it includes other transport activities such as strategy development (e.g. RTLS) and active transport planning

District	Revenue sought 2011/12 (\$million)
Carterton district	0.1
South Wairarapa district	0.3
Total	45.4

14.2 Projected funding and expenditure levels

Greater Wellington prepares ten-year financial projections every three years as part of the Long Term Plan. The last ten-year projections were prepared in 2009 and are currently out of date.

The Proposed Annual Plan 2011/12 includes updated projections for 2011/12 but updated ten-year projections will not be available until adoption of the next Long Term Plan in June 2012.

Greater Wellington has prepared provisional financial projections for the next four years as set out in Table 16 and Table 17. These provisional projections are based on information available at the time this PT Plan and have been prepared to demonstrate that expenditure and funding levels have been properly considered in preparing this PT Plan. Projections will be updated as part of the Long Term Plan which will include ten-year projections.

Table 16: Provisional projected financial performance²¹

\$million	2011/2012	2012/2013	2013/2014	2014/2015
Revenue from operations				
Regional transport rates	41.2	45.0	47.9	49.6
Government grants and subsidies	48.2	50.2	53.2	55.1
SuperGold Card subsidies	5.4	5.7	5.9	6.2
Other revenue	0.6	1.1	0.6	1.1
Total revenue from operations	95.4	102.0	107.6	112.0
Expenditure on operations				
	NZTA FAR			

²¹ These are provisional projections based on available information as at May 2011. Figures exclude GST

\$million		2011/2012	2012/2013	2013/2014	2014/2015
Rail operating subsidies	50-60%	35.9	38.1	39.4	39.8
Bus operating subsidies	50%	36.4	38.2	40.7	41.4
Ferry operating subsidies	50%	0.3	0.3	0.3	0.3
SuperGold Card subsidies ²²	100%	5.4	5.7	5.9	6.2
Total Mobility Scheme subsidies	50-60%	2.4	2.5	2.6	2.8
Maintenance of shelters, park and ride, stations & signage	50-60%	2.2	2.9	2.5	2.8
Systems, information and promotion	50-60%	1.6	1.6	4.2	7.0
Other expenditure	50%	8.6	8.8	8.6	8.9
Total expenditure on operations		92.8	98.1	104.3	109.2
Net operating surplus/-deficit from operations		<u>2.6</u>	<u>3.9</u>	<u>3.4</u>	<u>2.8</u>
Revenue associated with capital expenditure					
Regional transport rates		3.8	7.1	10.1	12.9
Government grants and subsidies		120.8	15.0	14.7	12.3
Other revenue		0.0	0.0	0.0	0.0
Total revenue associated with capital expenditure		124.5	22.2	24.8	25.2
Expenditure associated with capital expenditure					
Improvement project expenditure		171.1	35.3	31.6	32.7
Non-cash items (depreciation)		0.6	1.0	1.1	2.6
Financial costs		4.1	7.0	9.6	11.1

²² SuperGold Card subsidies are payments made to rail, bus, ferry and cable car operators in accordance with the government SuperGold Card scheme

\$million	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015
Total expenditure associated with capital expenditure	175.9	43.4	42.2	46.5
<u>Net revenue and expenditure associated with capital expenditure</u>	<u>-51.4</u>	<u>-21.2</u>	<u>-17.5</u>	<u>-21.3</u>
<u>Net operating surplus / - deficit</u>	<u>-48.8</u>	<u>-17.3</u>	<u>-14.1</u>	<u>-18.5</u>

Wellington considers these levels of funding as being affordable for public transport users, regional ratepayers and government.

Updated projections will be prepared as part of the Long Term Plan which will be adopted in June 2012. This PT Plan will be reviewed and updated as appropriate when the Long Term Plan has been adopted.

Table 17: Provisional projected funding²³

\$million	2011/ 12	2012/ 13	2013/ 14	2014/ 15
Net operating surplus / - deficit	-48.8	-17.3	-14.1	-18.5
<i>Add back</i> Non-cash items	0.6	1.0	1.1	2.6
Total funds from operations	-48.2	-16.2	-13.0	-15.9
<i>Less</i> net capital expenditure	4.0	7.1	8.7	0.4
Surplus / - deficit before debt and reserve movements	-52.2	-23.3	-21.7	-16.3
Internal debt additions	54.6	29.7	29.9	26.9
Internal debt repayments	-4.4	-6.4	-8.1	-10.5
Decrease / - Increase in reserves	1.9	-0.1	-0.1	-0.1
<u>Net funding surplus / - deficit</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>

14.2.1 Assumptions and risks

Details of assumptions and risks are set out in the Greater Wellington's Long Term Plan and Annual Plan.

14.3 Affordability considerations

Greater Wellington has developed this PT Plan in line with the projected expenditure and funding levels set out above. These are provisional projections prepared as part of corporate long term and annual planning processes. Greater

²³ These are provisional projections based on available information as at May 2011. Figures exclude GST

APPENDICES

Appendix 1: Glossary and abbreviations

Term	Description
Commercial public transport service	A public transport service registered by a commercial operator and which generally operates without public subsidy
Contracted public transport service	A public transport service which is operated under contract to Greater Wellington and which generally receives a public subsidy
Fare recovery	The proportion of the cost of operating a public transport service that is covered by public transport fares paid by passengers
Integrated public transport network framework	Used to guide development of the public transport network over time. The framework identifies service level guidelines based on the layered service approach and provides a framework for prioritising public transport decisions
Layer	Any one of the four network service layers (rapid transit network, quality transit network, local connector network, targeted services) defined as part of the layered service approach
Layered service approach	Refers to the four network service layers (rapid transit network, quality transit network, local connector network, targeted services) forming part of the integrated public transport network framework. The layered service approach is used to specify consistent service levels and standards with the layers forming a hierarchy, where lower-order layers generally support services within higher-order layers
LCN	Local connector network
Local connector network	Part of the layered service approach, the local connector network provides access to local centres and connects with the rapid transit network and quality transit network
Off-peak period	Refers to all time periods other than peak periods
Peak period	Generally refers to the time periods between 7am to 9am and 4pm to 6pm, Monday to Friday
Future network plan	Part of the integrated public transport network. The future network plan is formed by the rapid transit network and quality transit network layers which are afforded the highest priority as part of the layered service approach
Proposed Regional Policy Statement	The Proposed Regional Policy Statement identifies the regionally significant issues around the management of the regions natural and physical resources and sets out what needs to be achieved (objectives) and the way in which the objectives will be achieved (policies and methods). Prepared in accordance with the Resource Management Act 1991
PT Plan	Regional Public Transport Plan
PTMA	Public Transport Management Act 2008, under which this PT Plan is prepared
PTOM	Public Transport Operating Model being developed by the government and NZTA.
Public Transport Operating Model	Refer PTOM
Public transport route	A grouping of related public transport services
Public transport service	A public transport service scheduled to operate at a specified time and available to the public generally
QTN	Quality transit network
Quality transit network	Part of the layered service approach, the quality transit network layer supports the rapid transit network by connecting the rapid transit network and key centres over major corridors
Regional Land Transport Strategy	Provides the strategic direction for land transport in the region, which this PT Plan must give effect to. The RLTS is prepared by Greater Wellington and must identify an appropriate role for each land transport mode, including public transport
Regional Passenger	The plan prepared by Greater Wellington in 2007 under the now repealed Transport Services

Term	Description
Transport Plan	Licensing Act 1989
Regional Public Transport Plan	Prepared under the PTMA to give effect to the RLTS. This PT Plan also describes the public transport services that Greater Wellington proposes to be provided in the region
Registered Public Transport Service	A contracted or commercial public transport service registered with Greater Wellington in accordance with the PTMA
Regionally significant centres	Set out in the Proposed Regional Policy Statement. Regional significant centres are: Central business district in Wellington city, Upper Hutt city centre, Lower Hutt city centre, Porirua city centre, Paraparaumu town centre, Masterton town centre, Petone, Kilbirnie, Johnsonville
Regular public transport network	The first three layers of the layered service approach (rapid transit network, quality transit network and local connector network), excluding targeted services
RLTS	Regional Land Transport Strategy
Route	Public transport route
RPTP	Regional Public Transport Plan
RTN	Rapid transit network
Rapid transit network	Part of the layered service approach, the rapid transit network layer is the strategic public transport network (defined in the RLTS and Proposed Regional Policy Statement) that connects regionally significant centres
Service	Public transport service
Service level guidelines	Specified guidelines for standard and target levels of service for each of the four network service layers forming the layered service approach
Service review	A review of public transport services within an area or a review of any other grouping of services
Service review programme	Planned programme of area-wide service reviews
Service throughout the day	Means at least two trips per hour during peak times and one trip per hour during the day, Monday to Friday
Targeted services	Part of the layered service approach, the targeted services layer supports the rapid transit network, quality transit network and local connector network and includes services provided for specific policy reasons
Transport disadvantaged	People whom the regional council believes are least able to get to basic community activities and services (for example, work, education, health care, welfare, and food shopping)
TLA	Territorial Local Authority
Total Mobility Scheme	Provides subsidised taxi fares for people with disabilities who cannot use public transport services
TS	Targeted services
Unit	A grouping of related public transport services and/or routes operating within a certain geographic area or along a shared corridor
Vehicle	A public transport service vehicle, including bus, train, ferry, cable car
WRS	Wellington Regional Strategy

Appendix 2: Role and function of network service layers

This appendix provides detail on the role and function of the network service layers discussed in section 7.1.1.

Rapid transit network

The main role of the rapid transit network is to connect the region's major activity centres and major growth nodes and provide an important lever for development of higher density town centres as envisaged by the Proposed Regional Policy Statement and Wellington Regional Strategy.

Role and function	Operating characteristics	Infrastructure and right of way requirements
<p>Part of the future network plan, providing the main backbone</p> <p>Connects regionally significant centres to the Wellington CBD</p> <p>Influences future development patterns by encouraging more intensive urban development in the key growth centres it serves</p> <p>Provides high speed, reliable access around the region</p>	<p>High speed</p> <p>High frequency</p> <p>High reliability</p> <p>High capacity vehicles</p> <p>Extensive hours of operation</p> <p>High quality service</p> <p>Direct routes</p> <p>Stations typically spaced about 3km (or more on certain routes) apart to facilitate fast travel times competitive with the private car</p>	<p>Separate right of way</p> <p>High quality stations and passenger facilities</p> <p>Park and ride facilities at suburban stations outside town centres</p> <p>High quality interchange facilities at key transfer stations</p>

Quality transit network

The main role of the quality transit network is to connect the region's activity centres and growth nodes and to facilitate, in conjunction with the rapid transit network, relatively fast reliable access around the region.

Role and function	Operating characteristics	Infrastructure and right of way requirements
<p>Part of the future network plan, supporting the main backbone provided by the rapid transit network</p> <p>Supplementary high-quality network with connections to regional and district centres and employment/activity centres.</p> <p>Provides coverage to medium-high density corridors in areas not served by the rapid transit network</p> <p>Supports more intensive urban development in corridors served</p> <p>Provides frequent convenient, reliable access around the region</p>	<p>Moderate speeds</p> <p>High frequency</p> <p>Good reliability</p> <p>Medium capacity vehicles</p> <p>Extensive hours of service</p> <p>Reasonably direct routes that balance speed and coverage</p> <p>May include timed connections with services on the rapid transit network</p> <p>Stops spaced up to 600m apart to balance accessibility and travel speed</p>	<p>Shared right of way with extensive priority including bus lanes and signal priority in congested areas</p> <p>Shelter and seating to be provided at major boarding stops and transfer locations</p>

Local connector network

The main role of the local connector network is to provide access to local centres and connect with the future network plan made up of the rapid transit network and quality transit network.

Role and function	Operating characteristics	Infrastructure and right of way requirements
<p>Generally connects residential areas with their local centre</p> <p>Provides connections to rapid transit network and/or quality transit network for access to other centres in the region</p> <p>Emphasises coverage and accessibility from low-density areas</p>	<p>Coverage and access given priority over route directness</p> <p>Lower frequency with service levels dependant on demand levels</p> <p>Low to medium capacity</p> <p>Standard vehicles</p> <p>Moderate hours of service subject to passenger demand</p> <p>May include timed connections with rapid transit network and quality transit network services</p>	<p>Shared right of way with minimal priority measures</p> <p>Shelter and seating to be provided at major boarding stops and transfer locations</p>

Targeted services

The role of targeted services is to complement the services on the rapid transit network, quality transit network and local connector network.

Role and function	Operating characteristics	Infrastructure and right of way requirements
<p>Peak only commuter buses</p> <p>School services to local schools where no other service is available</p> <p>School services where these are more cost effective to provide than services on the rapid transit network, quality transit network or local connector network</p> <p>Connects rural towns and settlements</p> <p>Provide services for people unable to use the regular passenger transport network because of mobility impairment</p> <p>Demand-responsive services in areas of low demand</p>	<p>Special services and vehicles for mobility-impaired users, including subsidising taxi fares for Total Mobility and dial-a-ride on-demand services for wheelchair users</p> <p>Accessible buses for some scheduled or demand-responsive services to regular locations in areas of low demand or specific demographic requirements</p> <p>School services operating regular buses</p> <p>May utilise taxis or mini vans as well as regular passenger service vehicles.</p>	<p>Shared right of way with no specific priority measures</p>

Appendix 3: Matters considered in classifying network service layers

This appendix sets out some of the matters considered in defining the future network plan in section 7.1.2, defining guidelines for consistent service levels in section 7.1.2a) and classifying network service layers within each service level area in section 8.

Classifying the public transport network

The public transport network has been classified according to the layered service approach. This involves placing public transport services in categories based on their role and function within the overall network (refer Appendix 2 for categories).

This classification of public transport services helps inform decisions about the level of service provided and the design of the public transport network needed to provide that level of service.

1. Function --> 2. Level of Service --> 3. Design

A number of criteria have been identified to assist in defining the role and function of a public transport service and hence its appropriate layer. The criteria are as following:

- Employment/activity centres
- Size of population catchment
- Network effect (i.e. provides opportunities for connections between routes and modes)
- Journey travel time (i.e. speed, directness and distance)
- Passenger volumes
- Other strategically important issues

Table 18: Criteria for classification of network service layers

Criteria Layer	Employment/a ctivity centres	Size of population catchment	Network effect	Journey travel time	Passenger volumes	Other strategically important issues
Rapid transit network (meet at least 3 criteria)	Provides access to at least one regional significant centre	Large population catchment with medium to high densities	Connections one or more quality transit network services	Fast and direct over long distances	High passenger trips and passenger boardings per kms	Located on the strategic transport network identified in RLTS
Quality transit network (meet at least 3 criteria)	Provides access to at least one local centre	Large population catchment	Connections one or more local connector network services	Fast and direct over medium distances	Medium to high passenger trips and passenger boardings per kms	
Local connector network (meet at least 2 criteria)	Access to at least one activity centre with medium to high demand	Medium population catchment	n/a	Shorter distances	Medium passenger trips and passenger boardings per kms	
Targeted Services (meet at least 1 criteria)	Access to at least one activity centre	Small population catchment	Supports other service layers	Varied	Low passenger trips and passenger boardings per kms	Connects rural communities

Classifying layers of the future network plan

This section sets out the considerations used in classifying the layers and links identified in the future network plan in section 7.1.2

The layers of the future network plan are classified based on the role and function of each layer in Appendix 2 and according to the criteria in Table 18.

A number of services not included in the future network plan may have frequencies and hours that match the standard service level guidelines for a rapid transit network or quality transit network service (refer section 7.2.1). However, the role and function of these routes is as part of the local connector network rather than the rapid transit network or quality transit network (refer Appendix 2). Such services will generally have higher levels of service in line with demand than other local connector network services. Examples of such services include those to Strathmore, Mairangi, Wilton and Khandallah.

Rapid transit network layer

The rapid transit network layers were developed taking account of the criteria in Table 18.

Quality transit network layer

The quality transit network layers were developed taking account of the criteria in Table 18.

Other connections

The other connections layer of the future network plan includes a connection to Masterton. Masterton is identified as a regional centre in the RLTS and RPS and is serviced by the Wairarapa train connection. The Wairarapa train is considered a targeted service providing a rural connection in line with Policy 1.4. Due to the rural nature of this area a rapid transit network level of service is not justified but the connection to Masterton is of strategic importance.

Otaki is included as part of the other connections layer on the future network plan to recognise the extent of the region's public transport network. This is a targeted service providing a rural connection as demand does not justify higher levels of service.

The possible future network connects reflect the strategic priorities of the RLTS..

Defining guidelines for consistent service levels

This section provides further information on how the guidelines for consistent service levels in section 7.1.2a) were defined for each network service layer.

The guidelines for consistent service levels were developed taking into account a number of factors including current service provision and what can realistically be delivered during the life of this PT Plan. The guidelines have also taken into account the role of public transport in the region (refer section 3.1) and the role and function of each network service layer (refer Appendix 2).

The service level guidelines are designed to ensure consistent service levels across the region but taking account of demand as appropriate. The standard service levels have been set at a level that is intended to at least provide basic access to basic community activities and services, in particular to work and education. The target service levels are set at a level that is intended to provide some congestion relief at peak times and maximise the attractiveness of public transport as a viable alternative to travel by private car (i.e. increase patronage).

Some considerations in setting the service levels include:

- The rapid transit network standard rail frequencies are guided by the capacity of the infrastructure and off-peak frequencies by the Regional Rail Plan.
- The quality transit network standard peak frequencies are either 15 or 20 minutes. The standard frequency is 15 minutes but it is often necessary to operate a 20 minute frequency to enable connect to trains and where demand is not sufficient to operate at a 10 minute frequency. 15 minutes is considered the outer limit for users to walk up and use a service without a timetable, which is required at lower frequencies.

Classifying public transport stops by network service layers within each service level area

This section sets out the consideration used in defining the network service layers for each service level area in section 8.

Table 19: Criteria for classifying public transport stops by network service layer within each network service area

Layer	Criteria	Hours of operation (hrs)	Frequency of service (minutes)	Future network plan
Rapid transit network		MF>=16 Sat>=16 Sun>=14	Rail: Peak>=20 Day>=30 Bus: Peak>=6 Day>=10	Identified as rapid transit network on the future network plan
Quality transit network		MF>=14 Sat>=14 Sun>=12	Peak>=20 Day>=30	Identified as quality transit network on the future network plan
Local connector network		MF>=11 Sat>=10 Sun>=8	Peak>=30 Day>=60	n/a
Targeted Services		Various	Various	n/a

Appendix 4: The Total Mobility Scheme

The Total Mobility Scheme contributes to implementation of Policy 1.4. The Total Mobility Scheme assists people with impairments to enhance their community participation by accessing appropriate transport. Total Mobility services are provided to eligible, registered people in the form of subsidised door-to-door transport services by taxi and specialist transport operators under contract to Greater Wellington in areas where scheme transport providers operate.

The eligibility assessment is carried out by Greater Wellington-approved assessors and identifies whether a person has an impairment that qualifies them for the Total Mobility Scheme. That is, an impairment that prevents them undertaking any one or more of the following components of a journey unaccompanied, on a bus, train or ferry, in a safe and dignified manner:

- getting to the place from where the transport departs;
- getting onto the transport;
- riding securely;
- getting off the transport; and
- getting to the destination.

The eligibility assessment also takes into account and allows for the following:

- People with impairments who meet the criteria for the Total Mobility scheme, and are able to use bus, train or ferry services some of the time, but not all of the time, are eligible for the scheme (e.g. people with fluctuating impairments such as epilepsy or arthritis);
- People who meet the criteria for the Total Mobility scheme and have an impairment that has lasted, or is expected to last for six months or more, will be eligible for the Total mobility scheme;
- Children with impairments who meet the criteria for the Total Mobility scheme will be eligible for the scheme; and

- People with impairments who meet the criteria for the Total Mobility scheme and live in residential care will be eligible for the scheme.

Eligible users are required to carry a photo identification card. The passenger pays a portion of the taxi fare (currently 50%) and the taxi organisation or transport operator claims the balance from Greater Wellington. The Total Mobility scheme has no minimum fare threshold, but there is maximum fare subsidy for the Total Mobility scheme which is currently set at \$40 per fare (i.e. Greater Wellington subsidises half of a maximum fare of up to \$80).

Transport operators (taxi companies and specialist transport providers) must be approved by Greater Wellington. All vehicles used on Total Mobility contracts must be registered with an approved transport operator and be equipped with approved equipment and must meet certain quality standards. All drivers must also complete an approved specialist training course.

In addition to subsidising passenger trips Greater Wellington each year provides an opportunity for operators to apply for a subsidy for installing a limited number of wheelchair hoists and making the associated modifications to vehicles. A hoist subsidy is paid by NZTA for each trip where a hoist is used to compensate for the additional time required to load and unload.

There is no restriction on the purpose of the trip for the Total Mobility scheme. However, the Total Mobility Scheme is not available for any travel which is already funded by other parties (e.g. by ACC, Ministry of Health). It is also intended that the Total Mobility Scheme should not be a substitute for transport services that are the responsibility of other government agencies such as the Ministry of Education, which has responsibility for all school related travel or for residential care facilities such as rest homes that have responsibility through subsidy for health and related service travel requirements.

Appendix 5: Service level areas

The service level areas used in the description of services in section 8 are defined as follows. The service level areas are also shown in Figure 1 on page 8.

Service level area	Suburbs in area	Population	Employment	Total
Grand Total	All areas	448,251	182,625	630,876
Wellington Central	Aro Valley, Hataitai, Mount Cook, Mount Victoria, Oriental Bay, Roseneath, Te Aro, Wellington Central	32,110	58,147	90,257
Wellington Central North	Crofton Downs, Kaiwharawhara, Khandallah, Ngaio, Pipitea, Thorndon, Wadestown	22,082	16,794	38,877
Wellington East	Breaker Bay, Karaka Bays, Kilbirnie, Lyall Bay, Maupuia, Miramar, Moa Point, Rongotai, Seatoun, Strathmore Park	26,203	6,291	32,494
Wellington South	Berhampore, Brooklyn, Houghton Bay, Island Bay, Kingston, Melrose, Mornington, Newtown, Owhiro Bay, Southgate, Vogeltown	32,072	6,924	38,996
Wellington West	Highbury, Karori, Kelburn, Northland, Wilton	24,329	6,182	30,511
Wellington North	Broadmeadows, Churton Park, Glenside, Grenada North, Grenada Village, Johnsonville, Newlands, Ngauranga, Paparangi, Woodridge	28,299	6,796	35,095
Tawa	Tawa	13,282	2,305	15,587
Porirua West	Elsdon, Porirua, Titahi Bay	10,119	6,804	16,923
Porirua East	Aotea, Ascot Park, Cannons Creek, Porirua East, Ranui Heights, Waitangirua	19,617	1,338	20,955
Porirua North	Camborne, Mana, Plimmerton, Pukerua Bay	6,072	1,233	7,305
Whitby and Paremata	Papakowhai, Paremata, Pauatahanui, Whitby	12,019	1,925	13,944
Paekakariki	Paekakariki	1,615	247	1,862
Paraparaumu	Maungakotukutuku, Nikau Valley, Otaihanga, Paraparaumu, Paraparaumu Beach, Raumati Beach, Raumati South	25,776	6,519	32,294
Waikanae	Waikanae, Waikanae Beach	10,376	1,837	12,213
Otaki	Otaki, Otaki Beach	6,208	1,675	7,883
Lower Hutt	Alicetown, Avalon, Belmont, Boulcott, Epuni, Fairfield, Gracefield, Harbour View, Haywards, Kelson, Korokoro, Lower Hutt, Manor Park, Maungaraki, Melling, Moera, Naenae, Normandale, Petone, Seaview, Stokes Valley, Taita, Tirohanga, Waiwhetu, Waterloo, Woburn	75,707	31,896	107,603
Eastbourne	Days Bay, East Harbour Regional Park, Eastbourne, Lowry Bay, Mahina Bay, Muritai, Point Howard, Sunshine Bay, York Bay	4,708	729	5,437
Wainuiomata	Wainuiomata	16,944	1,596	18,540
Upper Hutt	Akatarawa, Birchville, Brown Owl, Clouston Park, Ebdentown, Elderslea, Heretaunga, Kingsley Heights, Maidstone, Maoribank, Maymorn, Pinehaven, Riverstone Terraces, Silverstream, Te Marua, Timberlea, Totara Park, Trentham, Upper Hutt, Wallaceville	35,791	8,348	44,140
South Wairarapa	Ahikouka, Bidwells Cutting, Featherston, Greytown, Hillside, Martinborough, Morrisons Bush, Papawai, Ponatahi, South Featherston, Tauherenikau, Te Muna, Woodside	7,346	2,191	9,537
Carterton	Carrington, Carterton, Clareville, Dalefield, Kokotau, Parkvale, Taratahi East, Taratahi West, Taumata Island, Waihakeke, Waingawa	6,192	2,135	8,327

Service level area	Suburbs in area	Population	Employment	Total
Masterton	Homebush, Kuripuni, Lansdowne, Masterton, Matahiwi, Opaki, Solway, Te Ore Ore, Upper Plain	20,492	7,559	28,052
Area outside all service level areas		10,892	3,154	14,046

Appendix 6: Applying the farebox recovery policy

This appendix provides detail on the application of the regional farebox recovery policy set out in Policy 7.1 of this PT Plan. It includes detailed information that is required to be included in the farebox recovery policy.

The regional farebox recovery policy has been prepared in accordance with NZTA's National Farebox Recovery Policy which requires regional councils to prepare a regional farebox recovery policy and include that policy in its Regional Public Transport Plan. The regional farebox recovery policy is also required to:

- set farebox recovery targets for the network and for each mode and describe how the targets were chosen;
- identify strategies for achieving the targets;
- describe how the policy will be applied; and
- describe how the policy contributes to other national and regional policies

Each of these points is covered below.

Farebox recovery targets for the network and each mode

The farebox recovery targets are defined in Policy 7.1 as set out in Table 4 on page 26 of this PT Plan. In applying the farebox recovery policy, Greater Wellington has:

- set target ranges rather than specific targets;
- set network wide and modal targets rather than targets for individual routes or services; and
- determined to measure each target over a whole year.

Target ranges have been used rather than specific targets to allow for annual variations in revenue and costs.

Network wide and modal targets have been used to allow for individual routes and services with lower rates of farebox recovery. This is appropriate as many services are provided for a range of policy reasons (e.g. school bus services,

community transport services and rural connections provided in accordance with Policy 1.4) and other services are provided to ensure delivery of an effective and efficient integrated public transport network. Guidelines for route level farebox recovery targets are set out in Table 5 in section 7.2.1.

Measuring targets over the course of a year is to allow for seasonal variations and to reduce administrative costs.

Formula used to calculate farebox recovery targets

The farebox recovery targets have been calculated using the formula prescribed in the National Farebox Recovery Policy. In essence the formula is total fare revenue divided by total costs.

Total fare revenue includes:

- fares paid on contracted and commercial services including school bus services
- payments in lieu of fares (e.g. university payments to supported discounted travel)
- subsidies paid for SuperGold card travel

Non-public transport services are excluded from the calculations, including long-distance or inter-city services, Ministry of Education funded school bus services, tourist services and charter services.

Total costs include only direct operating payments, including contract and concessionary fare payments. Capital costs, administration costs and network-wide system costs (such as real-time and passenger information) are not included in the calculations.

There are various methods to calculate farebox recovery and the NZTA method is different from that previously used by Greater Wellington. The main difference is that the previous Greater Wellington formula included debt servicing costs and therefore resulted in a lower recovery rate.

There are also a number of outstanding issues to be agreed with NZTA regarding what costs should be included in the calculation, particularly around the definition of what rail costs are deemed to be capital (and therefore excluded from the

calculation) and what are operating (and therefore included). Discussions on this are on-going.

How the targets were chosen

The targets are based on at least maintaining current farebox recovery levels. In recent years farebox recovery levels in Wellington have been around 55%.

Greater Wellington’s current Long Term Plan farebox recovery target is 45-50 percent (defined as operational costs plus the interest repayment of capital costs)²⁴. The current Long Term Plan farebox recovery target was developed before adoption of the National Farebox Recovery Policy and is based on a different formula. The update farebox recovery targets are set out in Table 5 and are equivalent to the existing Long Term Plan target.

The network wide target range is set at 55-60% as this is the current level. The target ranges for rail and bus are set at 55-60% as this is the current level. The range for ferry is set at 80-90% as this is current level and reflects that ferry traditionally has a higher farebox recovery. The target of 100% for the cable car is the current level.

The target ranges were also chosen to assist NZTA in achieving a national farebox recovery of not less than 50 percent in the medium term. The target ranges are higher than 50 percent and will therefore contribute to a national average of greater than 50 percent.

Consideration was given to higher targets but this was not considered appropriate given that Greater Wellington is already achieving a relatively high farebox recovery level (compared to other cities in NZ) and that current Greater Wellington farebox recovery is already higher than the national target set by NZTA. Where opportunities exist to achieve a higher recovery rate these will be considered.

Consideration was also given to lower targets but this was not considered appropriate – the current level is based on the Long Term Plan adopted in 2009 and a new Long Term Plan will be adopted in June 2012. Any changes would appropriately be considered through the Long Term Plan process and not this PT Plan.

²⁴ Refer Revenue and Financing Policy in Greater Wellington’s 10-Year Plan 2009-19

Strategies for achieving the targets

Farebox recovery rates are currently within the target ranges but may not be in the future unless there are interventions to increase revenue and/or reduce costs.

The strategies in Table 20 have been identified to help maintain farebox recovery within the target ranges. These strategies will require Greater Wellington to work with transport operators and local councils to achieve the necessary outcomes.

Table 20: Strategies to maintain farebox recovery targets

Strategy	Explanation
Improve operating efficiencies	<p>Improving operating efficiencies can reduce costs and increase farebox recovery.</p> <p>Operating efficiencies will be addressed primarily as part of Greater Wellington’s rolling programme of area-wide service reviews, targeted service reviews and through the procurement of services.</p> <p>During service reviews routes with low fare recovery rates will be identified and changes considered. Consideration will be given to the guidelines for consistent service levels in section 7.1.2a), in particular the guidelines for frequency, hours of operation and route level farebox recovery.</p> <p>Methods to achieve this strategy include:</p> <ul style="list-style-type: none"> • considering farebox recovery when carrying out service reviews • identifying services with poor farebox recovery rates and trying to improve the performance of those services (e.g. with increased advertising or timetable changes) • encouraging provision of commercial services
Increase patronage	<p>Increasing patronage can increase revenue and farebox recovery. Methods to achieve this strategy include:</p> <ul style="list-style-type: none"> • undertaking general and targeted publicity • improving service quality with improved infrastructure such as stations, shelters, bus lanes and improved vehicle quality • improving service quality through network enhancements such as more direct and express routes • improving service quality through network wide features such as real-time

Strategy	Explanation
	<p>information and integrated ticketing</p> <ul style="list-style-type: none"> changing fares to encourage an increase in patronage
Reduce poor performing services	<p>Reducing poor performing services can reduce costs and increase farebox recovery. Methods to achieve this strategy include:</p> <ul style="list-style-type: none"> identifying and undertaken targeted service reviews of poorly performing services (i.e. those services with high costs and/or low patronage) reducing costs through reductions to frequencies and routes and assessing vehicle size/suitability investigating alternative ways of providing services, such as dial-a-ride, Taxi Fair and Total Mobility. <p>The needs of the transport disadvantaged will need to be considered in any consideration of reductions in services as will the guidelines for consistent service levels in section 7.1.2a).</p>
Review of fare products and fare levels	<p>Increasing fares can increase revenue and farebox recovery. Fare changes could include general increases to fares. Methods to achieve this strategy include:</p> <ul style="list-style-type: none"> reviewing the eligibility criteria for concession fares and the level of multi-trip discounts seeking supplementary sources of funding targeted fare increases or introducing premium fares aimed at services which are not meeting the target levels general fare increases to address general inflation increases in costs general fare increases to bring the farebox recovery ratio to within the target range. <p>An annual fare increase of 3% has already been assumed to off-set expected cost increases and to maintain farebox recovery within the target ranges.</p> <p>Greater Wellington may increase fares for reasons other than the farebox recovery policy (for example to address increases in costs which do not form part of farebox recovery, such as capital costs).</p>

How the farebox recovery policy will be applied

This section provides some information on how the regional farebox recovery policy will be applied.

The timeframe

The regional farebox recovery policy will be applied from 1 July 2011 with the first annual assessment of farebox recovery levels occurring for the year ended 30 June 2012. The first compliance review will be due in about September of 2012.

No timeframe is required to achieve the farebox recovery targets as farebox recovery rates are currently within the target ranges.

Annual compliance review

An annual “compliance” review measuring actual annual results against the targets will be undertaken in the latter half of each calendar year.

The actual farebox recovery rate for the previous 12 months will be calculated as at 30 June, based on the figures provided by the operators (or proxies as allowed by NZTA). At the same time predictions of fare recovery levels for future years, based on estimated costs and passenger numbers, will be made. The information needed to undertake the compliance review should be available by the end of August and the compliance review will then occur.

The calculation of the recovery rates will be made for the whole system and for each mode. During the compliance review the actual farebox recovery rates will be compared with the target rates. If the targets are being achieved and if the predictions indicate this is likely to continue no additional action need be taken. If the targets are not achieved, or the predictions indicate that the targets are unlikely to be met in the future, then one or other of the intervention strategies will be applied in an effort to improve the recovery rate. Greater Wellington will decide which of the strategies will be applied and Greater Wellington is not obliged to apply one strategy in preference to, or prior to, another.

If the annual compliance review indicates that the target rates have not been met then Greater Wellington will continue to monitor farebox recovery between annual reviews.

The compliance review will also address and take into consideration any impacts from changes impacting on this policy from such things as the provision of new (possibly commercial) services, or changes in contract prices brought about through tendering.

The annual review of fare levels will also occur at the same time as the compliance review (see below). These intervention strategies aren't new - most are in constant application and are, and will continue to be, applied for a variety of reasons as well as those relating to farebox recovery.

Annual fare level review

An annual fare level review will be undertaken at the same time as the annual farebox recovery compliance review. The fare level review is essentially the farebox compliance review, but it will also address the level of discounts, concessions and ticket types within the existing fare structure. The fare level review will be assessed against this new farebox recovery policy rather than the previous Greater Wellington farebox policy.

If the fare level review indicates a fare increase is needed, the process of introducing the fare increase will commence immediately after the review. The aim will be to implement any fare increase as early as possible to allow the fare increase to impact as early as possible on the farebox recovery ratio, and prior to the next annual review.

The fare system in Wellington is based on zones rather than mode (except for the ferry, airport bus and Cable Car which are regarded as a premium services and as such have their own fare structures). Therefore even if one mode is not achieving its targets, it is difficult to target that mode with a fare increase. However it is possible to target increases to rail or bus if one of these modes falls below its target range. Buses can be targeted by increasing fares for 1-3 zone trips (most bus trips are between 1 and 3 zones in length); rail can be targeted to increasing fares for 4-14 zone trips (most rail trips are between 4 and 14 zones in length).

And as noted above, fares may be increased for reasons other than those associated with farebox recovery.

Six-yearly fare structure review

Greater Wellington will review fare structures at least every six years. The fare structure review will address all aspects of the fare system, including the appropriateness of zones as the base for the system, and the availability of (and discount to be applied to) concession tickets.

The last major fare structure change occurred in 2005/06 (when the current fare zones were introduced). Therefore the next review of the fare structure has been scheduled to commence in the 2011/12 financial year.

Other reviews and refinement

This policy (including the target ranges and timeframes) will be reviewed at least every three years when preparing the Long Term Plan or as part of a review of this PT Plan. It may also be necessary to review the regional farebox recovery policy immediately if NZTA policy or practices change.

Given the very recent introduction of the NZTA farebox policy, and the need to include a Greater Wellington policy in this Regional Public Transport Plan, the current Greater Wellington farebox recovery levels and the targets have been calculated using patronage, cost and revenue figures currently supplied to Greater Wellington by transport operators. However it is likely that some of the information will change in the future due to:

- refinement of the list of services whose costs and revenues should be included in the calculation of farebox recovery;
- changes to the way services are delivered and procured;
- changes to NZTA policies and funding;
- improved checking and understanding of the cost and revenue information supplied to Greater Wellington by operators; and
- on-going discussions with NZTA regarding which rail costs should be included in the calculations.

This PT Plan will be varied as appropriate to incorporate any necessary refinements to regional farebox recovery policy.

How the policy contributes to other national and regional policies

The regional farebox recovery policy (Policy 7.1 and this appendix) has been developed in accordance with NZTA’s National Farebox Recovery Policy. The contribution of the regional farebox recovery policy to other national and regional policies is set out in Table 21.

Table 21: Contribution to other national and regional policies

Policy	How farebox recovery policy contributes
Government Policy Statement on Land Transport Funding (GPS)	This policy maintains the relatively high (compared to other regions in NZ) level of user contribution towards the funding of public transport. It recognises the need for efficiencies and “value for money” and the restrictions on the availability of national funding
Regional Land Transport Strategy (RLTS)	This policy maintains the level of local contribution towards the funding of public transport, and thus helping to achieve the patronage targets set in the RLTS
Regional Public Transport Plan (RPTP)	This policy looks to improve efficiencies and value for money
Land Transport Management Act 2003 (LTMA)	This policy maintains the level of local contribution towards the funding of public transport

Appendix 7: Roles and Responsibilities

Delivering an effective and efficient public transport system requires the involvement of a wide range of organisations. The main roles and responsibilities are outlined below.

Greater Wellington

Greater Wellington is responsible for planning, procuring, funding and promoting the use of public transport services in the region.

Greater Wellington is responsible for preparing this PT Plan and is responsible for delivering public transport services in the region (this includes contracting transport operators to operate services). Greater Wellington also owns and maintains some public transport assets including stations, trains and shelter.

Transport operators and Kiwirail

Transport operators deliver public transport services. Transport operators include rail, bus, ferry and cable car operators. Taxi operators are also involved in the Total Mobility Scheme and community transport services.

Transport operators (with the exception of KiwiRail) own the vehicles they use to provide public transport services. This asset ownership role carries with it the responsibility to maintain these vehicles to an acceptable standard in order to deliver effective and efficient public transport services.

KiwiRail is a transport operator but also owns and maintains a significant proportion of the rail infrastructure in the region. Some of this infrastructure is now owned by Greater Wellington (mainly rolling stock and stations).

The New Zealand Transport Agency

The New Zealand Transport Agency's primary role is to provide Government funding for public transport services and infrastructure in the region. This funding role is complemented by an advocacy role, particularly during the development of this PT Plan to ensure it aligns with legislation and NZTA funding expectations.

Local authorities

Local authorities own and maintain the road network upon which a large proportion of public transportation services (especially the bus network) are run. Local authorities are also responsible for the provision of some public transport infrastructure such as bus stops and bus lanes. Given the significant use of the road network by buses in particular, local authorities are a key stakeholder when considering public transport improvements.

Public and passengers

The public transport system is used by members of the public. The public does not have a particular role or responsibility in delivering the public transport system (other than the provision of funding as fare payers, taxpayers and ratepayers).

Some members of the public choose to take on advocacy roles, such as becoming more involved in planning processes carried out by Greater Wellington, influencing transport operators and advocating to asset owners for improvements to public transport infrastructure.

Other organisations

In addition to asset owners explicitly mentioned, there are a number of other organisations that own, maintain and provide infrastructure assets associated with the public transport system. One example is the Wellington Cable Car Ltd which carries out maintenance on the overhead cables used to support the electric trolley bus system in Wellington city.