



greater WELLINGTON  
REGIONAL COUNCIL  
Te Pane Matua Taiao

# Draft Wellington Regional Public Transport Plan 2011-21

September 2011

## FOR MORE INFORMATION

Greater Wellington  
142 Wakefield Street  
PO Box 11646  
Manners Street  
Wellington 6142  
T 04 384 5708  
F 04 385 6960

Published **TBA**  
GW Ref #970321

[info@gw.govt.nz](mailto:info@gw.govt.nz)  
[www.gw.govt.nz](http://www.gw.govt.nz)





## Chairperson's foreword

This is an exciting time for public transport users in our region. Years of inconvenience (some of it major) from dilapidated and malfunctioning rail infrastructure are finally coming to an end as the new Matangi trains are rolled out and the first round of network upgrades kick in.

We have also extended the rail services to Waikanae, and, importantly, agreed with the Government on an additional \$400 million rail package that will see the refurbishment of the Ganz Marvag fleet and more work on the network. It also gives Greater Wellington Regional Council more certainty about government funding in the next ten years.

Although rail has grabbed the headlines in the last few years, we are conscious that most of our public transport users catch the bus. The introduction of the Real Time Information System and its roll out will make life much more convenient for them as well, with the ability to check the actual arrival time at major bus stops, or electronically before leaving work or home.

The role of public transport is wide ranging. It contributes to economic growth and productivity by easing road congestion, providing access to jobs and markets, and making more efficient use of existing networks and infrastructure. Public transport is also important from a social and environmental perspective, providing safe and affordable travel for people who can't or don't want to hop into a car for their trip. The more people use public transport, the greater the reduction in air, noise and visual pollution, and energy use.

The Wellington region has a strong culture of public transport use. More than 35 million passenger trips were made in 2009/10 and this is increase steadily over the medium, term. The demand highlights how important it is to improve all aspects of public transport, including planning, operation and infrastructure investment.

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

Having a structured approach to our management of public transport is an important step – hence the preparation of this Wellington Regional Public Transport Plan (PT Plan), which specifies how we will meet the requirements of the public transport components of the Regional Land Transport Strategy. Our overall vision is for a modern, effective and efficient integrated public transport network that contributes to sustainable economic growth and increased productivity while also providing for the social needs of the community.

This PT Plan replaces the previous Regional Passenger Transport Plan which was adopted in 2007. An important new element is the use of what we are calling a layered service approach to specify consistent service levels for key public transport networks in the region. The Plan also describes how they will be delivered. This will assist Greater Wellington and transport operators in setting service levels and allow the wider community and users to clarify expectations about the services to which they contribute through rates and fares.

Another important element is the fare box recovery policy that identifies how costs are shared between passengers, government and the region.

A future network plan, based on the layered service approach, is set out in section 4.2. It identifies the main public transport corridors across the region and will guide current and future service provision, as well as enabling people to make informed decisions about where they live and work.

This PT Plan reflects the thoughts and needs of the wider Wellington community. It has been developed by Greater Wellington with considerable input from users and stakeholders including transport operators. More than 100 submissions were received on the proposed Plan and many people took the opportunity to have their say during two days of hearings. This highlights the genuine interest in public transport in our region. I am confident that the Wellington Regional Public Transport Plan 2011-2021 will position us well for the future.



**Fran Wilde**

**Chair, Greater Wellington Regional Council**

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## PART A – OVERVIEW

### 1. Introduction

The Wellington Regional Public Transport Plan (PT Plan) sets the direction for public transport in the region over the next ten years.

The PT Plan supports the Regional Land Transport Strategy 2010 (RLTS).

Greater Wellington Regional Council (Greater Wellington) has prepared this PT Plan in consultation with our stakeholders.

It aims to deliver an effective and efficient integrated public transport network for the people of Wellington.

### 2. Our public transport network

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

#### 2.1 Network performance

Our region has a strong culture of public transport use with 36.7 million passenger trips made on the public transport network during 2009/10<sup>1</sup>. Passenger trips and kilometres travelled are shown in Table 1 and Table 2.

The strong performance of our public transport network is supported by excellent access to public transport services with most people in the region living and working within walking distance of a public transport service. In this region 55% of people live or work within 400m (5 minutes walk), and 77% within 800m (10 minutes 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 3 provides an overview of the financial performance of public transport in the region.

<sup>1</sup> 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.

A brief summary of public transport performance in Wellington compared with other Australasian cities is provided in .

**Table 1: Total passenger trips (million) on the public transport network 2010/11**

	Rail	Bus	Ferry	Cable car	Total
Peak periods	7.4	11.6	0.05	-	19.05
Non-peak periods	3.7	12.7	0.05	-	16.45
Unspecified	-	-	-	1.1	1.1
<b>Total</b>	<b>11.1</b>	<b>24.3</b>	<b>0.1</b>	<b>1.1</b>	<b>36.6</b>

**Table 2: Total passenger kilometres (million) on the public transport network 2010/11**

	Rail	Bus	Ferry	Cable car	Total
Peak periods	178.2	78.7	0.9		257.8
Non-peak periods	83	87.2	1		171.2
Unspecified	-	-	-	0.7	0.7
<b>Total</b>	<b>261.2</b>	<b>165.9</b>	<b>1.9</b>	<b>0.7</b>	<b>429.7</b>

**Table 3: Financial performance of the public transport network 2010/11**

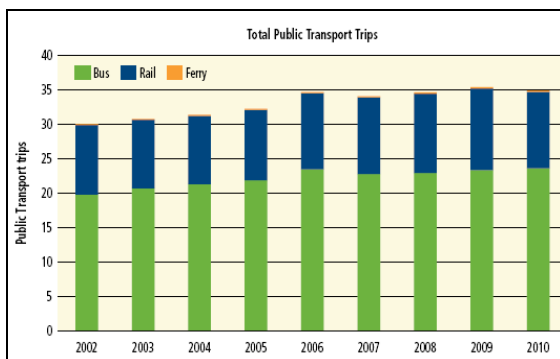
Performance measure	Public transport mode				
	Rail	Bus	Ferry	Cable car	Total
Passenger fares (\$ million)	35.1	48.5	1.1	1.7	86.4
Passenger fares – SuperGold	1.2	4.2	0.07	0.07	5.5
Operating subsidies[1]	29.4	34.8	0.2	0.0	64.4
Farebox recovery (%)	55.2	60.2	80.9	100	58.8
Passenger trips (million)	11.1	24.3	0.1	1.1	36.6
Subsidy per passenger trip (\$)	2.43	1.49	1.45	0.00	1.73

**Table 4: Wellington public transport compared to other New Zealand cities (NZTA figures 2010/2011)**

	Wellington	Auckland	Christchurch
Regional population (mil)	0.48	1.45	0.56
Total patronage trips per person	73.4	45.2	23.4
Total patronage (mil)	35.4	65.8	13.2
Total NET subsidy/pax	\$2.05	\$2.58	\$2.47
Total farebox recovery	58.8%	48%	40.9%

## 2.2 Public transport 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, as shown in Figure 1. Between 2002 and 2010, total passenger trips increased by 14%. However, there was a decrease of 1.3% in rail patronage in the 2009/10 year, compared with the previous year. Reasons for flattening of growth include reliability issues, fuel price changes and fare increases. .



**Figure 1: Total annual public transport patronage by mode.**

The longer term outlook is positive with rail patronage expected to increase in future years. This is due to the significant ongoing investment by government and Greater Wellington in the rail system, resulting in improved rail services. These improvements include the February 2011 extension of rail services to Waikanae and the introduction of new Matangi trains.

Greater Wellington also supports over 200,000 trips per annum as part of the Total Mobility Scheme (refer Figure 2). The Total Mobility Scheme is operated by Greater Wellington and provides discounted taxi travel for people who, due to a disability, are unable to use the regular public transport network (the scheme is described in Appendix 9).

The predicted future patronage trends for the next 30 years are shown in Figure 3. These suggest that there is ample opportunity to increase public transport use. The highest growth 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 (pricing mechanisms could include road pricing of existing road, ie, congestion charging, refer RLTS for further information). The lowest growth 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 4 shows the long term trend for public transport trips in the Wellington region (back to 1990) and the RLTS target for number of trips by 2020.



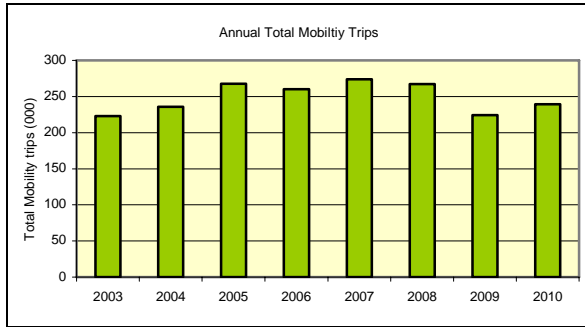


Figure 2: Total Mobility Scheme trips

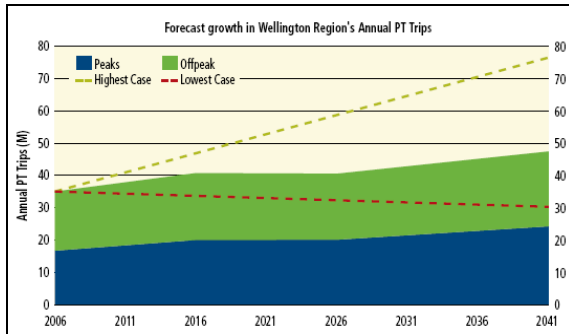


Figure 3: Projected growth in Wellington region daily public transport trips.

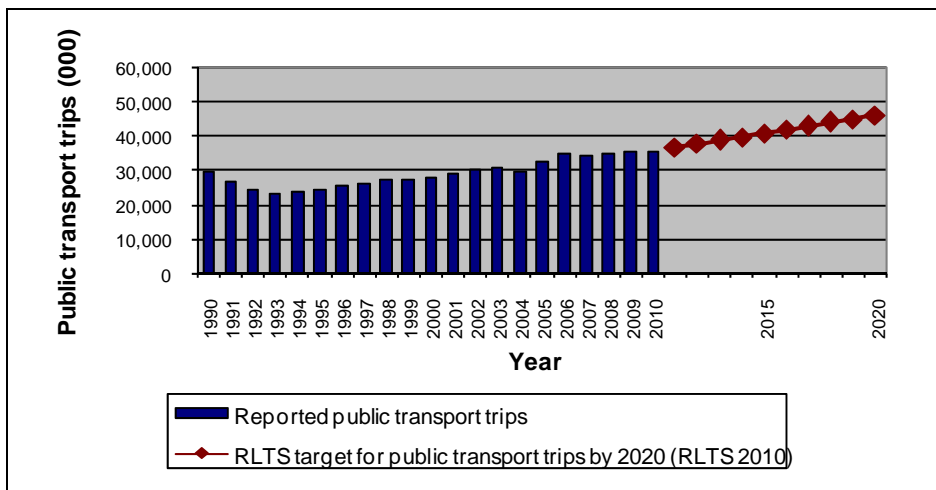


Figure 4: Long term trend for public transport trips in the Wellington region with RLTS target for 2020

## 2.3 Role of public transport

Greater Wellington's Long Term Plan and the Regional Land Transport Strategy give high priority to the place of public transport in the region.

Public transport in Wellington is required to fulfil a number of roles, particularly if it is to contribute to improved economic growth and productivity with less reliance on public subsidies, which is a requirement of current government policy (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.

Public transport also fulfils an important social role in connecting our communities.

### 2.3.1 Strategic role of public transport

The RLTS identifies the role of all transport modes, including the public transport modes of 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.”

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 activities and services necessary to participate in society such as healthcare, welfare and food shopping
- Providing congestion relief at peak times to reduce the need for additional road investment by providing a more environmentally sustainable alternative to private car for travel to work and education.

The access role means providing a basic network of services that maintains basic accessibility and

caters 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, eg, higher frequencies and longer hours of operation, that maximises the attractiveness of public transport as an alternative to private cars 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.

### 2.3.2 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.

#### *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 people to reside in. The social benefits of public transport include:

- Travel options for members of the community who don't have access to a private car and/or who are transport disadvantaged
- 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
- More efficient use of land.

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

## *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 are set out in Objective 12 of the Proposed Regional Policy Statement:

“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 provides for more efficient use of that infrastructure and reduces the need for new infrastructure at the margins of the urban area and therefore means more efficient use of existing networks and infrastructure<sup>2</sup>.

## **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.

### **2.4.1 Strategic pressures and issues**

The RLTS identifies a range of pressures and issues at a strategic level.

Key pressures include:

- A growing and ageing 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.

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<sup>2</sup> The Government Policy Statement on Transport Funding 2012 identifies the need ensure value for money by making better use of the land transport network, which includes lifting the performance and capacity of the existing network and minimising the need for major investment in new infrastructure.

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
- Integrating transport and land use planning.

The RLTS provides further detail on these strategic pressures and issues.

### **2.4.2 Public transport specific issues**

Greater Wellington has also identified a number of significant public transport specific issues, including:


- Funding and affordability pressures,
- Rail network development and reliability,
- Changes to fares and ticketing systems
- Changes to how public transport services are procured

These are covered below.

#### *a* **Funding and affordability pressures**

Funding constraints provide a challenge to maintaining service levels and growing patronage, in line with the RLTS. The Government Policy Statement on Transport Funding provides for only limited annual increases in public transport services expenditure (targeted at new metro rail services in Wellington and Auckland) and a reduction in annual public transport infrastructure expenditure.

There is an expectation that delivering services more efficiently and effectively will reduce reliance on public funding. At the same time, there is continuing user demand for increases in



the frequency and coverage of services, particularly off-peak services. Greater Wellington must balance the costs and benefits of any improvements.

Our ability to control costs is limited in the short term by contracts with bus, rail and ferry operators and by our willingness to reduce services or increase fares as costs increase.

Oil price volatility is a constant pressure on operating budgets.

#### *b Rail network development and reliability*

The rail network has suffered from reliability problems in recent years. Network closures have been necessary to allow work to be undertaken to address these, including completion of the rail infrastructure upgrades and implementation of the government rail package. This work is still underway.

Currently, 30% of rail commuters use park and 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 and ride use because of a shortage of nearby land. In addition, there are increasing costs for providing and maintaining the carparks.

#### *c Changes to fares and ticketing systems*

The NZ Transport Agency (NZTA) has agreed to establish a national ticketing programme for public transport in New Zealand, starting with Auckland. The implications for Wellington are unclear at this time, including the relationship with the Snapper ticketing system already in use.

#### *d Changes to how public transport services are procured*

There is also uncertainty about the impact of a proposed new procurement model that will change the way we contract bus and ferry services. The Public Transport Operating Model (PTOM) is a government initiative that is in development.

## PART B – VISION AND POLICY

### 3. Vision, objectives and outcomes

#### 3.1 Our vision

**A modern, effective and efficient integrated public transport network that contributes to sustainable economic growth and increased productivity while also providing for the social needs of the community.**

Our Vision reflects both the need for fiscal prudence and the need for public transport to service our community, effectively connecting key destinations.

With over 36 million passenger trips made annually in the Wellington region, our economic and social wellbeing relies on a safe and efficient transport network.

Our intention is to provide a viable alternative to travel by private car for most trips. Increased use of public transport will reduce traffic congestion, with flow-on benefits of reduced energy use and pollution.

This vision is consistent with and gives effect to the RLTS vision, as set out in section 13.4.3.

#### 3.2 Our objectives

To achieve our vision, we have identified the following objectives. An explanation of each objective is set out under our policy areas in section 5.

- Objective 1: Simple, easy to understand services that go where people want to go.
- Objective 2: An integrated network of services that makes it easy and safe to change between and within modes.
- Objective 3: A high quality, reliable public transport system that customers choose to use.
- Objective 4: Improved accessibility for communities and groups whose needs are not met by the regular public transport network.

- Objective 5: Public transport operations that provide comfortable and safe travel, and minimise adverse environmental effects and improve health outcomes.
- Objective 6: A high standard of public transport infrastructure.
- Objective 7: A fare schedule that attracts and retains customers and balances user contributions against public funding.
- Objective 8: An integrated system of fares and ticketing that enables seamless travel between services and modes.
- Objective 9: A consistently branded transport system that is easy to use, offers a consistent customer experience and generates customer loyalty.
- Objective 10: An integrated public transport network that provides value for money.
- Objective 11: Effective and efficient allocation of public transport funding.

#### 3.3 Regional Land Transport Strategy outcomes

This PT Plan supports the RLTS outcomes for public transport in the region. These are:

Key outcome:

- Increased peak period public transport mode share, ie, 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 public transport use and community connectedness
- Improved public transport accessibility for all, including the transport disadvantaged
- Reduced public transport journey times compared to travel by private car
- Increased public transport reliability.

The RLTS also sets out a number of strategic targets to measure performance against these outcomes. This PT Plan contributes to these strategic targets by giving effect to the public transport service components of the RLTS, ie, the



purpose of this PT Plan. Section 12 sets out our approach to monitoring and reporting on targets.

## 4. Achieving our vision

Two key elements of this PT Plan that are vital to achieving our vision, objectives and outcomes are the layered service approach and our future network plan, which together form the basis of our policy framework.

### 4.1 Layered service approach

The layered service approach is based on a hierarchy of interconnected transport services, made up of four service layers with distinct roles as shown in Table 5.

**Table 5: Layers of the layered serve approach**

Service layer	Role of service layer
Rapid transit network	The main role of the rapid transit network is to connect the region's major activity centres and major growth nodes. It is the spine of our public transport network. The rapid transit network provides an important lever for the development of higher density town centres, as envisaged by the Proposed Regional Policy Statement and Wellington Regional Strategy.
Quality transit network	The quality transit network connects the region's activity centres and growth nodes and, in conjunction with the rapid transit network, facilitates relatively fast, reliable travel around the region.
Local connector network	The local connector network provides access to local centres and connects with the rapid transit network and quality transit network.
Targeted services	Targeted services provide a cost effective way of meeting specific transport needs, 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. They may be scheduled or demand responsive and may involve the use of taxis or mini vans, if more cost effective.

The key principles of the layered service approach are:

- Delivery of a cohesive integrated network
- Integration between modes, including integrated fares and ticketing

- Optimal use of public transport resources and public subsidies.

The layered service approach will:

- 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
- Support integration with the land use objectives in the Proposed Regional Policy Statement and local authority district plans in the region.

The layered service approach is fully explained in Appendix 5.

### 4.2 Our future network plan

Our future network plan is based on the layered service approach and provides a robust framework to guide decisions on current and future service delivery.

The future network plan gives effect to the RLTS and is driven by the regional form, design and function aspirations of the region. It does not specify services or service levels<sup>3</sup>.

The future network plan is set out in Figure 5 and identifies the rapid transit network and quality transit network corridors that connect 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 with the strategic public transport network, as defined in the RLTS 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

<sup>3</sup> A description of services is provided in section 9 of this PT Plan.



- 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 part of the rapid transit network are part of the quality transit network. In particular, this applies to Lower Hutt city centre which is not directly on the rail corridor between Wellington and Upper Hutt. The inclusion of Lower Hutt on the quality transit network reflects its role as a regionally significant centre and identifies that it will have a high level of service.

The future network plan also identifies a number of other current and possible future links that are important strategic connections for the region. These include connections to Masterton and Otaki and possible future east-west connections (the RLTS 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 because, although they provide important local connections, they are not strategic connections.

A summary of the considerations used in classifying the layers and links identified in the future network plan is provided in Appendix 6.

#### **4.2.1 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 11. In most circumstances, changes will only be considered when required to reflect changes to the external environment (eg, demographics or travel patterns), strategic direction (ie, 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 6.2).



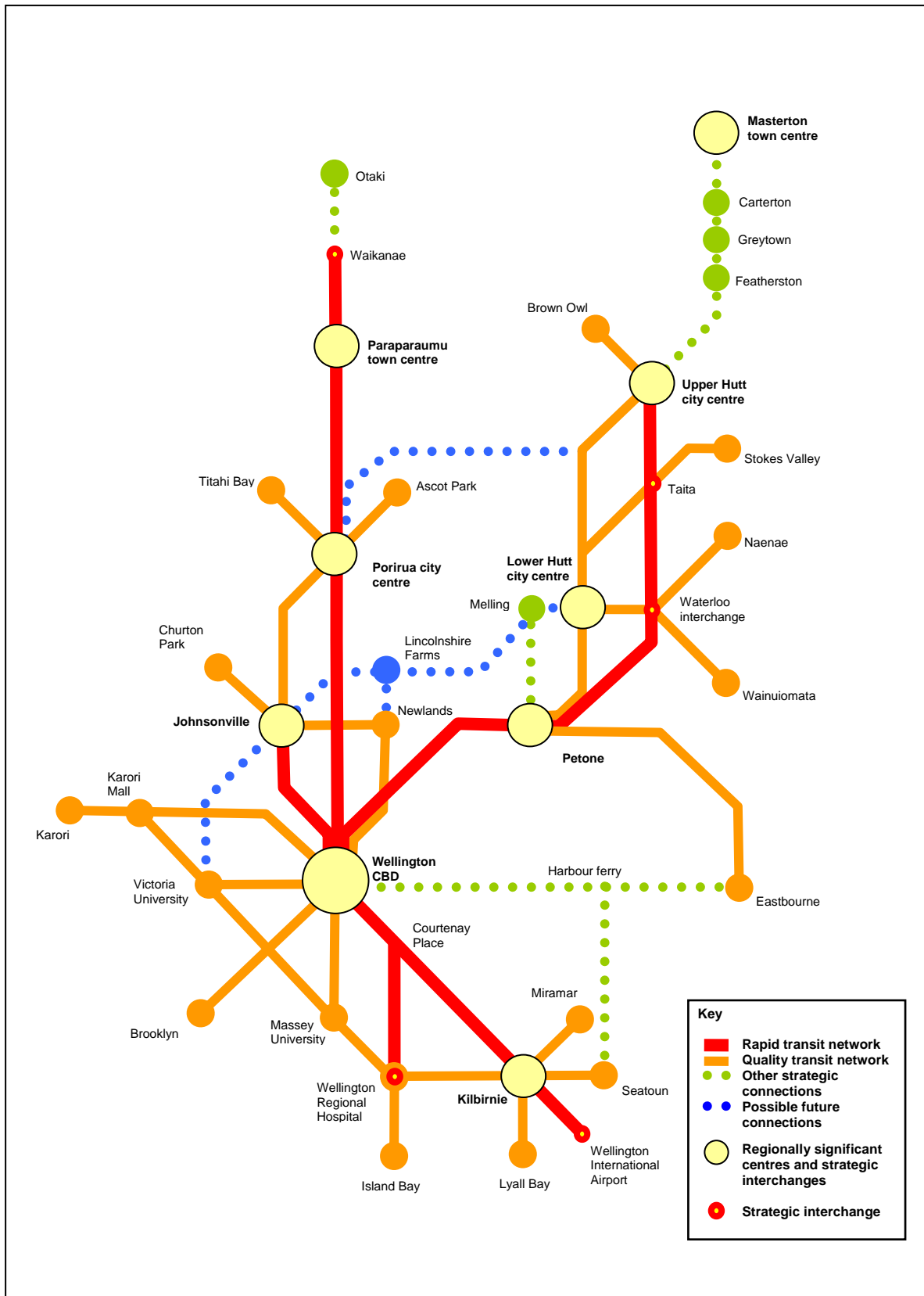


Figure 5: Our future network plan, which identifies the rapid transit network, quality transit network and other strategic connections. Refer Appendix 2 for a map of all current routes.

## 5. Our policy areas

The PT Plan focuses on the following policy areas:

- Network and services
- Vehicles and infrastructure
- Fares, ticketing and information
- Commercial framework, funding and prioritisation.

A full explanation of each follows, covering objectives relating to that area, policies relating to that area and methods for giving effect to these policies.

In addition to these policy areas, this PT Plan includes a policy on significance to determine the consultation requirements for any proposed variation to the PT Plan.

### 5.1 Policy area: Network and services

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

This policy area establishes the layered service approach, which forms the basis of our policy framework (refer section 4.1)

#### **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 (eg, 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 4.1 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: Ensure public transport services are provided in urban areas, so that on a region-wide basis:*

- a) At least 55% of people in the region live or work within 400m (5 minutes walk), and 75% within 800m (10 minutes walk), of a public transport stop on the rapid transit network, quality transit network or local connector network.*
- 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 9 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 levels<sup>4</sup>.

Policy 1.1b) recognises the benefits of directing public transport services to areas with a greater propensity for public transport use and which support regional form, design and function aspirations (refer section 2.3.2b).

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<sup>4</sup> The methodology for calculating public transport coverage has also been modified in line with the layered service approach. Further details are provided in section 12.

## Methods:

1. Define service levels across the region as part of the description of services in section 9.
2. 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 4.2.
3. Carry out service reviews in accordance with section 11.2.
4. Carry out joint business planning with public transport operators as part of the emerging public transport operating model.
5. Work with local authorities to provide for bus stops and other infrastructure, eg, shelters.
6. 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:*

- a) Rapid transit network: supports high capacity services along high demand corridors connecting regionally significant centres, with measures to avoid the impacts of traffic congestion.*
- b) 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.*
- c) Local connector network: supports services along corridors connecting areas of medium demand to local centres, the rapid transit network and the quality transit network.*
- d) 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. This approach supports the growth and land use aspirations of the Proposed Regional Policy Statement, including strong centres and public transport orientated development (refer 2.3.2b). It also helps deliver a simple and easy to understand network that can help grow patronage.

The layered service approach ensures that 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, eg, education and recreational facilities not covered above
- 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:

1. 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 4.2.
2. Apply the layered service approach when making decisions affecting the public transport network.
3. Carry out service reviews in accordance with section 11.2.
4. Carry out joint business planning with public transport operators as part of the emerging public transport operating model.
5. Contract operators to provide service levels in accordance with the description of services in section 9.
6. Work with local authorities to ensure existing and new infrastructure is

provided in support of the layered service approach.

*Policy 1.3: Deliver public transport service levels that meet demand and are consistent within each network service layer:*

- a) *The rapid transit network will deliver fast, frequent and direct services with extended hours of operation, throughout the week.*
- b) *The quality transit network will deliver fast, frequent and direct services with long hours of operation, throughout the week.*
- c) *The local connector network will 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. 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, eg, frequency and hours of operation, as defined by the guidelines for consistent service levels in section 8.1. Targeted services are covered by Policy 1.4.

While consistent service levels are important, it is also necessary to ensure effective and efficient use of resources. This means that service levels must be appropriate to demand. Therefore, some services with insufficient demand may be provided at 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 identified in section 8.2.

#### Methods:

1. Define consistent service level guidelines for regular network service layers (refer section 8.1).
2. Consider the service level guidelines set out in section 8.1 when making decisions on service levels.

3. Provide services in accordance with the description of services in section 9.
4. Carry out regular quality assurance monitoring.
5. Review service levels when carrying out service reviews in accordance with section 11.2.

*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 for school children in the urban area 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.*
- 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 9.1.2.

#### Methods:

1. Provide targeted services in accordance with the description of services in section 9.1.2.
2. Carry out regular quality assurance monitoring of targeted services.

3. Review targeted services when carrying out service reviews in accordance with section 11.2.

*Policy 1.5: Ensure that 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. The main benefits include:

- Sustainable economic growth and increased productivity by easing traffic 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.
- Improved access and mobility, particularly for the transport disadvantaged, including those without access to a private car
- 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 outlined in section 2.3, which also outlines a number of other benefits. They must be considered along with the role of public transport when determining service levels. Service levels refer to a range of factors including location of routes, frequency of services and the days and hours of operation.

#### Methods:

1. Provide guidelines for consistent service levels in section 8.1 that take account of the benefits of public transport.
2. Consider the benefits of public transport when carrying out service reviews in accordance with section 11.2.

*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 demand on car parking and

the roading network, unless alternative public transport services are provided.

Examples of such events include concerts and national sports events held at the Westpac Stadium. In addition, special events, eg, street parades or festivals, may involve road closures that affect the operation of public transport services. Public transport routes and service levels may need to be altered to enable the network to continue operating effectively and efficiently.

Public transport routes and service levels may need to be altered for special events. Such changes will be advertised beforehand.

#### Methods:

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

*Policy 1.7: Encourage developments that maximise integration with walking, cycling and public transport services and which support the delivery of an effective and efficient public transport network.*

Developments that support population and employment growth close to the rapid transit network and quality transit network will help maximise access to public transport and will contribute to an effective and 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 developments with good access to the public transport network. In particular, higher density residential and mixed uses adjacent to the existing rapid transit network and quality transit network or as an integral part of any new public transport service.

Residential and commercial developments that occur alongside existing public transport corridors provide for more efficient use of services and facilities and reduce the need for new services and facilities. Developments away from existing public transport services and facilities do not



make best use of existing networks and are therefore generally less efficient.

#### Methods:

1. Include supporting policies in the Regional Policy Statement and press for their application, including implementing changes in district plans as soon as possible.
2. Make submissions, as appropriate, in support of this policy, eg, on local authority district plan changes and on proposed subdivision consent applications.
3. Advocate for and work with developers to ensure street networks are designed to accommodate public transport services, and are well connected with walking and cycling facilities.
4. Seek to provide bus services, bus stops and other appropriate infrastructure in new development areas early on to provide more certainty to new residents and employees.
5. 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. Key considerations when undertaking service reviews are to ensure value for money and to balance service levels with demand, within the layered service approach (refer section 6).

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 11.2.

#### Methods:

1. Carry out service reviews in accordance with section 11.2.
2. Carry out the rolling programme of area-wide service reviews set out in Table 17 on page 53.
3. Carry out targeted service reviews in accordance with section 11.2.
4. Consider any requests for new services when carrying out service reviews.

#### **Objective 2: An integrated network of services that makes it easy and safe to change between and within modes.**

Making it easy for passengers to safely 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.

The ability to change easily within and between modes will be assisted by better service design and consistent service levels, clearly and consistently branded interchange points, customer friendly information and wider availability of integrated fares and ticketing. Fares and ticketing are covered in the fares, ticketing and information policy area in section 5.3.

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

*Policy 2.1: Ensure that 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 private cars there needs to be a mix of direct services that minimise travel time and connections that 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:

1. Consider the appropriate mix of direct services and connections when carrying out service reviews in accordance with section 11.2.

#### *Policy 2.2: Ensure that connections between services minimise transfer times and maximise transfer reliability.*

Providing for transfers between connecting public transport services is an important element of an effective and efficient integrated public transport network (refer Policy 2.1). Connections need to provide for fast and reliable transfers between public transport services and modes. Making connections as easy as possible is an important factor in encouraging the use public transport.

#### Methods:

1. Develop timetables that provide for appropriate connections between services in accordance with Policy 3.1.
2. Provide real time information (along with text services, info line etc) to advise customers of departure times in accordance with Policy 3.2.
3. Work with operators to implement operational practices that enable reliable service connections.
4. Work with transport operators and local authorities to identify and, where possible, rectify barriers to reliable connections.
5. Work towards a ticketing system, as part of an integrated fares and ticketing system, which 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.*

Transport interchanges that are comfortable, safe and designed in accordance with principles of good urban design are important to encourage public transport use. 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 during some journeys. 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 with surrounding areas to maximise access to public transport services. This can also include park and ride facilities (refer Policy 2.4).

#### Methods:

1. Design public transport interchanges in accordance with principles of good urban design and disability standards.
2. Advocate for local authorities to improve pedestrian access to interchanges.
3. Provide cycle parking (eg, cycle stands) at selected interchanges and railway stations.
4. 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.*

This policy applies to all park and ride facilities that provides access to bus and/or rail services.

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. They 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.

Greater Wellington will consider opportunities to enhance existing facilities or develop additional facilities in accordance with relevant guidelines (refer Methods below).

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

#### Methods:

1. Maintain park and ride and passenger drop-off facilities in accordance with the Public Transport Asset Management Plan.
2. Update Greater Wellington's Public Transport Infrastructure Guidelines to include current guidelines for the location and design of park and ride facilities.
3. Provide cycle parking (eg, cycle stands) at selected interchanges and railway stations.
4. Work with local authorities to regularly monitor the number, placement and quality of park and ride 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 transport operators to enable effective monitoring of performance and will use this information to assist with its planning of the public transport network. This includes monitoring trends in patronage to allow systematic improvement of the network as part of service review processes (refer section 11.2).

*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, eg, efficient use of buses and drivers, and customer needs, eg, easy to understand clock-face timetables.

The ability to operate services in accordance with published timetables is an important element in ensuring reliability. This means timetables need to take account of the impact 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, eg, 10 minutes after every hour, and that timetables take account of connections with other services (refer Policy 2.2).

#### Methods:

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

*Policy 3.2: Ensure the 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:

1. Develop and maintain a real time information system, including provision of real time information signs at selected public transport stops.
2. Continue to provide information on public transport services through multiple channels, eg, printed timetables at public transport stops, website, phone, text services and printed information.



*Policy 3.3: Ensure that 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. This means providing a safe, reliable and punctual service that meets or exceeds customer expectations.

**Methods:**

1. Work with transport operators to require regular training and customer service skills and disability awareness training for all customer contact staff, including bus and train drivers and other staff.
2. Encourage commercial transport operators to meet the same driver training and customer engagement skill standards required for contracted services.
3. Work with transport operators and asset providers to ensure safe services and public transport facilities.
4. Maintain a robust system for recording and responding to customer compliments and complaints.

*Policy 3.4: Carry out regular monitoring to enable continuous improvement in service delivery.*

Quality information is vital to ensuring public transport services continue to meet customer needs. Information from transport operators provides valuable data on passenger demand and achievement of service level agreements.

Regular monitoring and detailed data is necessary to carry out service reviews in accordance with Policy 1.8 and as set out in section 11.2.

**Methods:**

1. Obtain and make use of system-wide information to improve planning and service delivery.
2. Collect information from 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. These priority measures are designed to improve the operation of scheduled services and assist faster journey times for those using public transport, compared with travel by private car, during peak traffic times.

The first priority is priority measures on the rapid transit network that avoid the impacts of traffic congestion. The second priority is priority measures on the quality transit network that reduce the impact of traffic congestion.

**Methods:**

1. Advocate for public transport priority measures on the rapid transit network (as a first priority) and the quality transit network (as a second priority).
2. Take advantage of opportunities to deliver public transport priority measures in support of the future network plan as set out in section 4.2.
3. 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.
4. Support Wellington City Council and other local authorities as appropriate in providing bus priority measures along key rapid transit network and quality transit network corridors.

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

An effective and efficient integrated public transport network goes some way to providing for the needs of the transport disadvantaged. Greater Wellington also recognises that some people have specific needs that may be more effectively addressed through access to specialised passenger transport services and/or concession fares. Particular consideration has been given to assisting the transport disadvantaged as set out in section 13.4.2.

*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 is to improve overall accessibility to public transport services in the region. The layered service approach also provides for targeted services designed to meet the transport needs of specific groups, as set out in Policy 1.4.

#### Methods:

1. Provide targeted services in accordance with Policy 1.4.
2. Work to improve the accessibility of public transport services, including level access on the Matangi trains and bus stop standing pads.
3. Work with operators to ensure that vehicles comply with vehicle quality standards and 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:

1. Provide targeted services in accordance with Policy 1.4, including continued operation of the Total Mobility Scheme as set out in Appendix 9.

*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:

1. Provide for the carriage of cycles on appropriate public transport services.

2. Review operational guidelines by July 2012 and regularly monitor implementation thereafter.

## 5.2 Policy area: Vehicles and infrastructure

The vehicles and infrastructure policy area identifies standards for passenger transport vehicles and the 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 NZTA Vehicle Quality Standards for bus services in New Zealand. The standards include 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 in the specifications for the new Matangi trains. Quality standards for vessels used in contracted ferry services are also being developed.

The RLTS also includes targets for transport emissions, which are monitored and addressed through the strategy. Policy 5.2 in particular contributes to these targets.

*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 NZTA Vehicle Quality Standards and any other relevant standards. Maintaining vehicle quality standards consistent with NZTA Vehicle Quality Standards will help to maintain and enhance the position of public transport, relative to travel by private car.

#### Methods:

1. Work with transport operators to ensure that vehicles comply with NZTA Vehicle Quality Standards and other relevant standards.

2. Require the use of super-low floor buses in contracts, where appropriate.
3. Work with operators to ensure clean and well maintained vehicles.
4. Work with transport operators, local authorities and other parties to improve the safety of public transport operations and to reduce pedestrian accidents.

***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.

The use of vehicles that have a reduced impact on the environment also contributes to the emissions targets in the RTLS.

**Methods:**

1. Maintain and support the use of the electric rail network.
2. Maintain and support the use of trolley buses in Wellington city.
3. Work with transport operators to ensure vehicles comply with NZTA Vehicle Quality Standards and other relevant standards.
4. Work with transport operators to ensure clean and well maintained vehicles.
5. Require appropriate Euro standards (for vehicle emissions) for the diesel bus fleet.
6. 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 and public transport is safer than other modes of transport<sup>5</sup>. Road safety is also important to avoid crashes and delays.

<sup>5</sup> Refer Greater Wellington Annual Monitoring Report

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 part of their journey and will work with others to improved safety outcomes for the entire journey.


**Methods:**

1. Work with transport operators, local authorities and other parties to improve the safety of public transport operations and to reduce pedestrian accidents.
2. Work towards improved safety for all road users by working with others to improve walking access and amenities around public facilities, including use of accessibility environmental design principles.
3. Provide security at key and high risk locations.
4. Advocate for improved pedestrian and road safety, particularly near schools and other high risk areas.

**Objective 6: A high standard of public transport infrastructure.**

An effective and efficient public transport system relies on the provision of reliable, well designed and well maintained facilities including roads, bus stops and shelters, transport interchanges, railway lines and stations, ferry terminals and wharves, park and ride facilities, cycle paths and footpaths. These require clear, consistent branding to meet customer needs for an integrated, easy to use, customer focused system (refer Objective 9). They also require design that provides good access, safety and personal security at all stages of the journey, particularly for people with disabilities.

***Policy 6.1: Ensure the provision of safe and reliable 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. Greater Wellington will continue to provide for new and upgrades to existing public transport infrastructure to support the operation of an effective and efficient integrated public transport network.

Public transport infrastructure is an integral component of the urban environment. If not designed well, it can 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 should respect the nature of surrounding land use.

The provision of shelters at public transport stops encourages people to use public transport by providing them with a more comfortable environment to wait in.

#### Methods:

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

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

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

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

#### Methods:

1. Manage assets in accordance with Greater Wellington's Public Transport Asset Management Plan.
2. Work with owners of 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 infrastructure owned by Greater Wellington.

### 5.3 Policy area: Fares, ticketing and information

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 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 for it. It is appropriate that passengers, who benefit directly from the services, pay a reasonable proportion of the overall cost of supplying them. 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.

For passenger fares 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 that fares paid by passengers reflect the degree of private benefit received from public transport services.*

This is the region’s farebox recovery policy, prepared in accordance with NZTA’s National Farebox Recovery Policy. The National Farebox Recovery Policy requires that fares nationally cover at least 50% of public transport operating costs nationally in the medium term. The National Farebox Recovery Policy aims to share costs fairly between passengers, NZTA and regional councils by reflecting the private benefits received by passengers while recognising the “spill over” benefits of public transport to road users and the wider community.

The farebox recovery targets for the Wellington region are set out in Table 6. The farebox recovery target for the network as a whole is 55-60%. This target has been calculated using the new formula required by NZTA and is based on operating costs only. When debt servicing costs are also included in the calculation, the user share of total regional public transport costs is 45-50%, which is the same as that set out in Greater Wellington’s Long Term Plan Revenue and Financing Policy.

**Table 6: Farebox recovery targets for the Wellington region**

Mode	Actual 2010/11	Target 2011/12 to 2013/14
Rail	55.2%	55-60%
Bus	60.2%	55-60%
Ferry	80.9%	80-90%
Cable car	100%	100%
Regional farebox recovery <sup>6</sup>	58.3%	55-60%
User share of total regional public transport costs <sup>7</sup>	49.5%	45-50%

<sup>6</sup> Calculated in accordance with the NZTA National Farebox Recovery Policy methodology, which considers operational costs only.

<sup>7</sup> The user share of total regional public transport costs includes a consideration of capital costs through the servicing of debt and is the same as Greater Wellington’s Long Term Plan measure in the Revenue and Financing Policy.

Greater Wellington will aim to maintain the targets through a combination of improving operating efficiencies, increasing patronage, reducing poor performing services and reviewing fare products and fare levels.

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 while preparing the next Long Term Plan which will be adopted in June 2012. This PT Plan will be reviewed and if necessary varied to incorporate any changes in the Long Term Plan.

Further details on the application of the farebox recovery policy are provided in Appendix 8.

**Methods:**

1. Review and implement the farebox recovery policy as part of Greater Wellington’s Long Term Plan review.
2. Review compliance with farebox recovery targets annually.
3. Review fare levels annually, with a preference for smaller regular changes to fare levels rather large infrequent changes.
4. Review fare structures at least once every six years, with the first review to be carried out in 2011/12.

*Policy 7.2: Ensure that 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 help to increase patronage. An integrated fare structure means that a journey involving several legs is covered by 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 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 section 11.3).

## Methods:

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

### *Policy 7.3: Provide concession fares for identified target groups.*

Concession 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:

1. Continue to provide concession fares for children, subject to future reviews.
2. Support the SuperGold card free off-peak travel scheme for senior citizens, subject to ongoing national funding.
3. Review concession 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 services planned for special events outside the core public transport network, in accordance with Policy 1.6. Special fares may also be considered to encourage the use of particular services, to introduce new services or to facilitate better service integration. Generally, special fares will only be provided for targeted, short term purposes.

## Methods:

1. Work with transport operators and other organisations to develop promotions and marketing products.

2. 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-leg journey involving several services is no more expensive for passengers than an equivalent point-to point journey without transfers.

Greater Wellington will move towards a system where passengers will only need one ticket for any journey. Greater Wellington is seeking a uniform range of fare products that are recognised and accepted by all operators using a standard fare schedule.

Greater Wellington wants to achieve both integrated ticketing and electronic ticketing. Integrated ticketing means fares are set for an entire journey rather by leg, ie, passengers are not required to pay an additional fare when they change between services. Electronic ticketing means passengers are able to pay using an electronic ticketing system, ie, by using a smartcard.

### *Policy 8.1: Maintain and expand the coverage of existing multimodal public transport fare products.*

This is 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 monthly passes, and Metlink Explorer day pass. These products provide customers with 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 encourages the use of feeder services to public transport interchanges and reduces pressure on busy park and ride facilities.

## Methods:

1. Retain a zone based approach to fares for public transport services.

2. Maintain and enhance the provision of existing integrated fare products, where appropriate.
3. Review and monitor the efficiency and effectiveness of the integrated fare 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, ie, pay once, regardless of mode or operator. Advantages for customers include convenience and only having to maintain one fare card or equivalent (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 is also looking to provide regional access to a national clearing house that Greater Wellington will consider using.

**Methods:**

1. Make sure that Greater Wellington’s integrated electronic ticketing aspirations are aligned with the emerging national ticketing approach, which is based on the Auckland integrated fares system project.
2. Carry out the 2011/12 fare structure review in a manner that contributes towards implementation of an integrated network-wide electronic ticketing system.
3. 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, website, 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 to encourage existing customers to continue using public transport and to 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:**

1. Work with operators to provide consistent Metlink branding across the network on vehicles and all printed material in accordance with co-branding guidelines.
2. 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 on.*

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

**Methods:**

1. Provide real time information in accordance with Policy 3.2.
2. Provide the Metlink website as a key source of information for customers.

3. Provide the Metlink contact centre as a key source of information for customers.
4. Provide text, twitter and other information services, with accessible formats where possible.
5. Provide timetables for all modes and more general information about the public transport network at all major interchanges.
6. Work with local authorities to provide signs that clearly identify access to public transport facilities, where appropriate.

*Policy 9.3: 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 increased use. Active promotion of public transport services should also be carried out by transport operators.

**Methods:**

1. Work with transport operators, tourism agencies and local authorities in developing promotions and marketing products.
2. Undertake travel planning to ensure use of active modes including workplace travel planning and school travel planning.
3. Consider the use of special fares from time to time to market public transport services in accordance with Policy 7.4.

**5.4 Policy area: Commercial framework, funding and prioritisation**

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: 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 maintains procurement strategies for public transport services in accordance with NZTA requirements to ensure value for money.

Greater Wellington is also working in partnership with transport operators, other regions and central government agencies to develop a new approach to procuring public transport bus services called the public transport operating model (PTOM). PTOM 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 competition<sup>8</sup>.

*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 procurement of public transport services must at all times ensure the effective and efficient delivery of an integrated public transport network, based on the layered service approach

**Methods:**

1. Implement the layered service approach in accordance with Policy 1.2.
2. Continue to procure public transport services in accordance with relevant procurement strategies and this PT Plan.
3. Negotiate performance based contracts that are focused on delivering high quality

<sup>8</sup> 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).



customer service standards and vehicle standards.

4. Continue to work on the development of PTOM and its implementation when finalised.

*Policy 10.2: Develop and maintain an operational model, for the procurement of bus and ferry services that contributes to:*

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

Once finalised, PTOM will be used as the basis for tendering and negotiating performance based contracts for the provision of bus and ferry services. This is consistent with the Minister of Transport's dual objectives for public transport<sup>9</sup>.

#### Methods:

1. Continue to procure public transport services in accordance with relevant procurement strategies and this PT Plan.
2. Continue to work on the development of PTOM and its implementation when finalised.

*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.

This requires public transport services (ie, bus, rail and ferry) to be procured in geographical or logical groupings of services that balance procurement and operational efficiency objectives. Groupings of services are based on a balancing of the following (and sometimes conflicting) criteria:

1. Smallest size possible.

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<sup>9</sup> Ibid

To maximise opportunities for the commercial operation of services, groupings of services must be the smallest size possible to meet the needs of a specific customer base and that will attract competitive bids from a number of transport operators (refer criteria 2 & 3).

2. Meets the needs of specific customer bases.

The concept of a customer base is related to the role of public transport (refer section 2.3). It can be thought of as a geographical catchment area that:

- Provides access to common community activities and services
- Provides a logical grouping of services around regional, local and neighbourhood centres
- Takes account of operational efficiencies, where services operating along common corridors or areas will benefit from shared use of resources.

3. Attracts competitive bids from transport operators.

Groupings of services must have the ability to attract competitive bids from a number of operators. Greater Wellington will ensure a spread of grouping 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.

Groupings of services must maximise opportunities for network integration within the layered service approach. This may be achieved by serving multiple or different customer bases within the same grouping or by defining overlapping groupings that service different network layers.

5. Derives maximum value for money and confidence in costs.

Groupings that services must provide opportunities to maximise use of driver and vehicle resources.

Greater Wellington has considered implementing a control under the Public Transport Management Act 2008 that would require groupings of services

in accordance with this policy but the development of PTOM may avoid the need for any controls in this area (refer section 10.2 for further discussion of controls).

Greater Wellington will define groupings of services based on this policy following completion of PTOM and the Wellington City Bus Review.

**Methods:**

1. Continue to work on the development of PTOM and its implementation when finalised.
2. Define groupings of services based on Policy 10.3 following completion of PTOM and the Wellington City Bus Review.
3. Consider requiring that all registered public transport services be operated as part of a grouping of services.

*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:**

1. Manage the registration of public transport services in accordance with section 10.
2. Require minimum notice periods to commence, vary or withdraw public transport services, as set out in section 10.1.

**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 be identified in Greater Wellington’s Long Term Plan.

*Policy 11.1: Seek to grow public transport patronage while minimising reliance on public funding.*

Current government policy requires us to minimise reliance on public funding, particularly government funding. Funding for public transport in the region is constrained. To grow public transport patronage it has become increasingly necessary to focus on providing more effective and efficient services within existing funding levels. The government has identified the importance of getting more out of what is spent (refer discussion on GPS in section 13.5.2a). More effective and efficient services will better contribute to improved economic growth and productivity.

**Methods:**

1. Focus our activities on achieving sustainable economic growth and increased productivity in accordance with the focus areas set out in section 6.1.
2. Carry out service reviews in accordance with section 11.2 and redeploy resources from poorly performing services.
3. Work towards implementing PTOM, when finalised, and review and amend this PT Plan, as required.

*Policy 11.2: Ensure that funding decisions for public transport services and infrastructure are consistent with Greater Wellington’s Long Term Plan and 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 will 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.*

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 13.3.4a).

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 11.2. Service reviews will look at demand and the cost of providing services and consider priorities alongside all of the objectives and policies in this PT Plan.

Section 0 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 served by public transport (Policy 11.2c).

Improving services in areas not already serviced by public transport generally means 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 by the removal of any services at these times.

#### Methods:

1. Apply priority based decision making in accordance with section 8.2.
2. Prepare Greater Wellington's Long Term Plan for adoption in June 2012 and review and amend this PT Plan, as appropriate.
3. 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 (refer Policy 7.1). However, there is also a need to consider alternative funding sources (eg, fuel taxes, congestion/road charging, public/private partnerships and development contributions) in the event that future government funding, in combination with fares, is not sufficient to cover the cost of the public transport network in the region<sup>10</sup>.

#### Methods:

1. Advocate to government and NZTA for increased public transport funding.
2. Advocate for government approval of 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:

1. Apply the farebox recovery policy set out in Policy 7.1.
2. Carry out regular service reviews in accordance with section 11.2.

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<sup>10</sup> Refer RLTS Policy 8.6 Securing transport funds.

- 3. Prepare Greater Wellington's Long Term Plan and Annual Plan.

## 5.5 Policy on significance

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

### 5.5.1 Application

This PT Plan can be varied at any time. However, consultation will be required in accordance with the special consultative procedure (ie, 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 consultation will reflect the level of significance of any proposed variation. Consideration will be given to the costs and benefits of any consultative 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 met.

### 5.5.2 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 level 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 with a minor impact)

- Affects the integrity of this PT Plan, including its overall affordability.

### 5.5.3 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
- Any increase in fares above that provided for by the farebox policy (Policy 7.1) and Greater Wellington's Long Term Plan.

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

- Minor editorial and typographical amendments to the PT 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 recently been consulted on, ie, the addition, removal or amendment of any matter that has already been consulted on in accordance with the special consultative procedure
- Minor changes to the description of services following a service review, eg, changes to the frequency and hours of a service which result in the same, or better, level of service
- Changes to the description of services or grouping of services as a result of an area wide service review, provided that there is no significant increase in cost.

### 5.5.4 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 that 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 at 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, such as, 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

### 6. Our activities and methods

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

#### 6.1 Our focus areas

Greater Wellington's focus in fulfilling its transport role is to contribute to sustainable economic growth and productivity, in line with government requirements, while also providing for the social needs of the community.

Our focus areas are:

1. Maximising the benefits of existing investments and projects, including improving the reliability and efficiency of public transport within the Wellington CBD.
2. Delivering *Rail Scenario 1* as set out in the Regional Rail Plan (refer section 6.4.1) to improve reliability on the rapid transit network and provide capacity in line with demand.
3. Applying the layered service approach to the planning and delivery of bus services to ensure services are located where they provide the greatest benefit.
4. Implementation of network-wide integrated ticketing at the earliest opportunity.
5. Providing public transport that is affordable for passengers and for ratepayers while managing financial risks arising from exchange rate and oil price volatility.

Greater Wellington is focusing on these areas to ensure the best possible return on its investment in public transport, ie, to maximise value for money. These focus areas guide the activities we undertake.

#### 6.2 Key local and national activities

A number of significant activities that are essential for the delivery of an integrated public

transport network are currently underway, both locally and nationally. These activities include:

- Government adoption of the next Government Policy Statement on Transport Funding (refer section 13.5.2a).
- Implementation of the government rail package (refer section 6.4.2).
- Development of a new public transport operating model for the procurement of bus and ferry services (refer section 2.4.2d).
- Development of an integrated ticketing system in Auckland which is intended to guide integrated ticketing systems elsewhere in the country (refer section 2.4.2c).
- Completion of the Wellington City Bus Review (refer section 11.2.5a).
- Completion of the Wellington Public Transport Spine Study (refer section 11.2.5d).
- Development of the next Long Term Plan for Greater Wellington (refer section 13.3.4a).

Many of these activities will impact on this PT Plan but will not be completed until after its release. The Public Transport Management Act 2008 requires this PT Plan to be adopted by 31 December 2011. At the appropriate time, this PT Plan will be reviewed and updated to incorporate outcomes of the above activities.

#### 6.3 Our activity areas

The main public transport 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 areas<sup>11</sup>:

- Planning public transport services
- Public transport operations
- Maintaining infrastructure assets and investing in new infrastructure

<sup>11</sup> 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 13.3.4a.

- Marketing and information management.

An outline of the main activities we plan to undertake in each of these areas follows. The delivery of these activities is guided by the focus areas identified in section 6.1 and the objectives, policies and methods specified in section 5 of this PT Plan.

### 6.3.1 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 effective and efficient operation of an integrated public transport network.

#### a Our main activities

Our main activities in this area include:

1. Carrying out a rolling programme of area-wide service reviews (refer section 11.2 on reviewing public transport services).
2. Implementing the findings of the Central Area Bus Operational Review to improve the efficiency of bus services in the Wellington CBD.
3. Completing the Wellington City Bus Review and varying this PT Plan, as required, to implement the findings of the review.
4. Completing the Wellington Public Transport Spine Study to assess the feasibility of a high quality public transport system in the Ngauranga to Airport Corridor, as specified in the Corridor Plan.
5. Carrying out a comprehensive fare structure review in 2011/12.
6. Continuing work towards a network-wide electronic ticketing system, including integrated ticketing.
7. Reviewing and varying this PT Plan, as required, with a full review by the end of 2014.

Other methods are set out under the policy areas in section 5 and listed by activity area in Appendix 4.

### 6.3.2 Public transport operations

Our operations activities relate to the funding, procurement and monitoring of public transport services.

#### a Our main activities

Our main activities in this area include:

1. Funding of rail, bus and local harbour ferry services.
2. Funding and administration of the Total Mobility Scheme (refer Appendix 9).
3. Implementing the government rail package announced in 2011.
4. Participating in the development of a public transport operating model (PTOM) for the procurement of bus and ferry services and working towards implementing the model as soon as possible.
5. Incorporating new national guidelines for vehicle standards in performance based bus contracts.
6. Monitoring public transport services to ensure quality standards are maintained.
7. Monitoring the Total Mobility Scheme to ensure effective and efficient delivery of services.

Other methods are set out under the policy areas in section 5 and listed by activity area in Appendix 4.

### 6.3.3 Maintaining infrastructure assets and investing in new infrastructure

Our infrastructure activity areas relate 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, eg, the provision and maintenance of trains, while others are necessary to provide a public transport service that is attractive to use, eg, the provision of park and ride facilities.

#### a Our main activities

Our main activities in this area include:

1. Completing the roll-out of the new Matangi trains.

2. Refurbishment of the Ganz Mavag trains.
3. Reviewing the Regional Rail Plan during 2011/12 and implementing the government rail package announced in 2011.
4. Maintaining the real time information system.
5. Maintaining a region-wide maintenance programme for park and ride facilities.
6. Maintaining the retrofit programme for bus shelters and installing new bus shelters across the region.
7. Maintaining assets in accordance with the Public Transport Asset Management Plan.

Other methods are set out under the policy areas in section 5 and listed by activity area in Appendix 4.

### 6.3.4 Marketing and information management

Our marketing and information activities relate to marketing and the provision of information about public transport services.

#### a Our main activities

Our main activities in this area include:

1. Providing information on public transport services through the Metlink call centre, website and timetables.
2. Carrying out annual public transport customer satisfaction monitoring.
3. Undertaking campaigns promoting public transport.

Other methods are set out under the policy areas in section 5 and listed by activity area in Appendix 4.

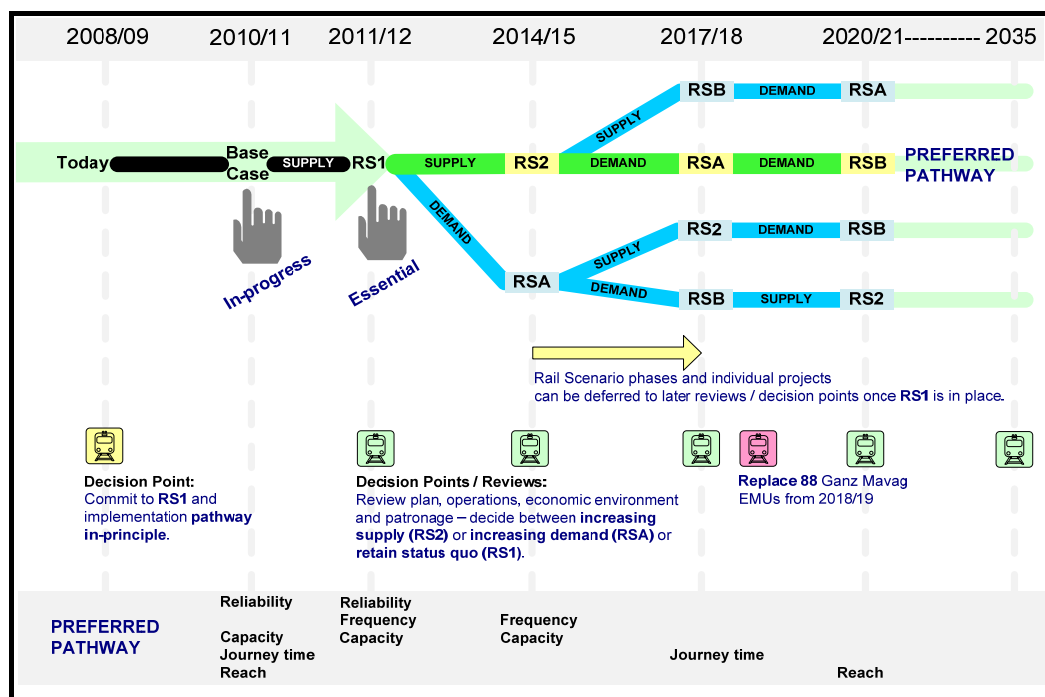


Figure 6: Regional Rail Plan preferred implementation pathway

## 6.4 Rail network planning

The Regional Rail Plan and government rail package are important components of the region’s rail network planning.

### 6.4.1 Wellington Regional Rail Plan

The Wellington Regional Rail Plan is a pathway to a better rail experience for users of

Wellington’s rail network. The Regional Rail Plan supports the broader objectives of national and regional transport strategies. The plan focuses on achieving RLTS key outcomes and targets.

The Regional Rail Plan provides for the long term development of the region’s rail network. Its purpose is to maintain and grow rail’s position as a key transport mode over the next 25 years. It also recognises that rail is an essential service



underpinning the effective functioning of the Greater Wellington region.

The Regional Rail Plan identifies a preferred implementation pathway (refer **Error! Reference source not found.**). The preferred implementation pathway requires implementation of the Base Case followed by Rail Scenario 1 (RS1). The Base Case is already substantially implemented with the projects and progress set out in Table 7.

**Table 7: Implementation of the Regional Rail Plan Base Case**

Base Case	Progress to August 2011
96 Matangi cars for suburban network	42 cars delivered, remainder on schedule
24 carriages for the Wairarapa services	16 SW units in operation, decision to be made on future of 6 SE units
Refurbishment of 88 Ganz Mavag cars	1 prototype refurbishment completed, remainder to be refurbished giving an extended life of 15 years from refurbishment date
Double tracking and electrification to Waikanae	Completed early 2011
Kaiwhararwhara throat upgrade to improve approach to Wellington Station	Completed mid 2010
Johnsonville tunnel upgrades	Completed mid 2010
Station upgrades for new trains	Completed late 2010
Track and signal upgrades	Matangi Compliance works completed mid 2011

Greater Wellington and the region has also committed to RS1 which is required to meet passenger volumes. RS1 provides for a significant increase in the rail fleet that will enable a regular and reliable service with at least four trains per hour to Wellington on all electrified lines during the two hour morning peak period. The RS1 projects and progress is set out in Table 8.

**Table 8: Implementation of the Regional Rail Plan Rail Scenario 1 (RS1)**

Base Case	Progress to August 2011
14 new cars (7x2car EMU's)	Funding and timeframe uncertain – will be part of 2011/12 RRP review

North/South Junctions Stage 1 (strengthen walls of tunnels then lower floors)	Completed by KiwiRail 2010/11
Double tracking to Trentham to Upper Hutt	Funding and timeframe uncertain – will be part of 2011/12 RRP review
Network changes for reliable frequency (signalling and track- turnback/passing loops)	Funding and timeframe uncertain – will be part of 2011/12 RRP review
Freight capacity and speed	Simply an additional benefit arising from metro benefits of RS1
Station and park 'n' ride upgrades	Completed late 2010, on-going with recent asset acquisitions

A review of the Regional Rail Plan is being carried out in 2011/12 and will incorporate changes as part of the government rail package.

#### 6.4.2 Government rail package


Building on the Regional Rail Plan is the government rail package, announced by the Minister in 2011.

The government rail package provides Greater Wellington with greater control of the level of service provided on the rail network, regardless of who operates rail services.

The rail package 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.

The main elements of the government rail package are:

- KiwiRail to transfer ownership of the metropolitan rail fleet to Greater Wellington
- KiwiRail to transfer all railway 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).

Greater Wellington is required to fund the refurbishment of the Ganz Mavag units and to pay rail access charges set at a level that covers the cost 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 and 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.

Implementation of the rail package may 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 will be considered following adoption of Greater Wellington's next Long Term Plan in June 2012.

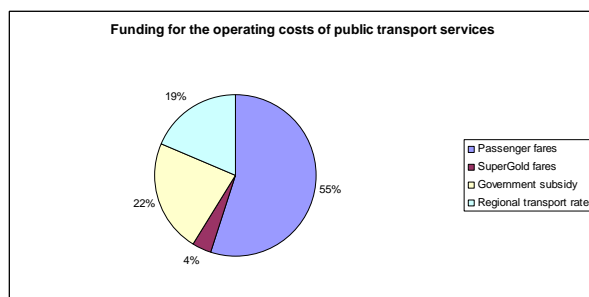
## 7. Funding and expenditure

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 required to identify in its Long Term Plan or Annual Plan the activities it undertakes and funds.

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

### 7.1 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 sources of revenue are public transport fares, government funding and regional transport rates. Funding for the operating costs of public transport services is summarised in Figure 7 and Table 9.



**Figure 7: Funding for the operating costs of public transport services 2010/11**

**Table 9: Funding for the operating costs of public transport services 2010/11**

(\$ million)	Public transport mode				
	Rail	Bus	Ferry	Cable car	Total
Passenger fares	35.1	48.5	1.1	1.7	86.4
Passenger fares - SuperGold	1.2	4.2	0.07	0.07	5.5
Government operating subsidies	17.7	17.4	0.1	0	35.2
Regional transport rates operating subsidies	11.8	17.4	0.1	0	29.3
<b>Total</b>	<b>65.8</b>	<b>87.5</b>	<b>1.4</b>	<b>1.7</b>	<b>156.4</b>

### 7.1.1 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 transport operators. The National Farebox Recovery Policy requires that fares nationally cover at least 50% of public transport costs nationally in the medium term. Greater Wellington's regional farebox recovery policy is set out in Policy 7.1.

Fare revenue projections are problematic as they depend on patronage and fare levels. Greater Wellington has projected farebox revenue based on an assumed 3% increase in farebox revenue per annum, in line with current Long Term Plan assumptions.

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.

### 7.1.2 Government funding

Government funding is administered by NZTA which is responsible for the allocation of funding from the National Land Transport Fund (NLTF). The NLTF is funded through road user charges, eg, petrol taxes. The government also provides 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. 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%.

### 7.1.3 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 improvements<sup>12</sup>. Greater Wellington's regional

<sup>12</sup> 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

transport rates are 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 regional transport rates and their distribution are decided annually as part of the Annual Plan process. The regional transport rates apportionment for 2011/12 is set out in Table 10.

**Table 10: Regional targeted transport rate by district<sup>13</sup>**

District	Revenue sought 2011/12 (\$million)
Wellington	27.9
Lower Hutt city	8.1
Upper Hutt city	3.1
Porirua city	4.4
Kapiti Coast district	2.2
Masterton district	0.2
Carterton district	0.1
South Wairarapa district	0.3
<b>Total</b>	<b>46.3</b>

## 7.2 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 out of date.

The 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 11 and Table 12. These provisional projections are based on information available at the time this PT Plan was being prepared to demonstrate that expenditure and funding levels have been properly considered. Projections will be updated as part of the Long Term Plan.

time to time use surplus funds from previous years (in the form of reserves) to fund operating expenditure.

<sup>13</sup> Targeted transport rates figures are from Greater Wellington's Annual Plan 2011/12. The total rates figure does not match the provisional projections in Table 11 because it includes additional transport activities such as strategy development (eg, RTLS) and active transport planning.

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

**Table 11: Projected financial performance<sup>14</sup>**

\$million	2011/2012	2012/2013	2013/2014	2014/2015	
<b>Revenue from operations</b>					
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	
<b>Total revenue from operations</b>	<b>95.4</b>	<b>102.0</b>	<b>107.6</b>	<b>112.0</b>	
<b>Expenditure on operations</b>					
	<b>NZTA FAR</b>				
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 <sup>15</sup>	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 and 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

<sup>14</sup> +Figures exclude GST.

<sup>15</sup> 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 on operations	92.8	98.1	104.3	109.2
<u>Net operating surplus/- deficit from operations</u>	<u>2.6</u>	<u>3.9</u>	<u>3.4</u>	<u>2.8</u>
<b>Revenue associated with capital expenditure</b>				
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
<b>Total revenue associated with capital expenditure</b>	<b>124.5</b>	<b>22.2</b>	<b>24.8</b>	<b>25.2</b>
<b>Expenditure associated with capital expenditure</b>				
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
<b>Total expenditure associated with capital expenditure</b>	<b>175.9</b>	<b>43.4</b>	<b>42.2</b>	<b>46.5</b>
<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>

\$million	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015
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>

**Table 12: Provisional projected funding<sup>16</sup>**

\$million	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015
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
<b>Total funds from operations</b>	<b>-48.2</b>	<b>-16.2</b>	<b>-13.0</b>	<b>-15.9</b>
<i>Less</i> net capital expenditure	4.0	7.1	8.7	0.4

<sup>16</sup> These are provisional projections based on available information as at May 2011. Figures exclude GST.

## 8. Guidelines and standards

### 8.1 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 (refer section 4.1).

#### 8.1.1 Guidelines for public transport services

Guidelines for standard and target service levels are provided in Table 13. These guidelines are used to describe the services proposed to be provided in the region and to guide decision making during service reviews. The targeted services service levels vary because they provide for a range of specific needs and requirements, as set out in Policy 1.4.

The services proposed to be provided are described in section 9, using the standard service level guidelines. The target service level guidelines are also applied in accordance with Policy 11.2 and the priority based decision making outlined in section 0.

These are guidelines only and do not preclude higher (eg, in Karori) or lower service levels and

do not mean existing services will be reduced. The service levels provided are averages, eg, more frequent services could be provided during the busiest part of the peak period.

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 as 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.

Current service levels will be maintained unless varied through a service review, which includes consultation with affected parties. The service review process (refer section 11.2) 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.

Further information on matters considered in setting these service level guidelines are outlined in Appendix 6.

**Table 13: 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 <sup>17</sup> 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

<sup>17</sup> A 20 minute frequency is required to enable quality transit network services to connect with peak trains



Service attribute	Timing or mode	Rapid transit network	Quality transit network	Local connector network	Targeted services
	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 <sup>18</sup>	~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 8	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

<sup>18</sup> These are guidelines only and will primarily apply when making decisions on new stops or stations. For example, this guideline is not intended to justify closing any existing rail stations but will be a factor in planning new stations.

## 8.1.2 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. It 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
- Indirectly funding public transport infrastructure assets through public transport service contracts which require assets (eg, buses) for service delivery.

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

The government rail package announced in 2011 provides for Greater Wellington to assume ownership (or similar) 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 when finalised may require a variation to this PT Plan. Further information on the government rail package is provided in section **Error!**

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### 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 an important factor in the delivery of consistent service levels.

Our asset management strategy is summarised in Table 14. It will be reviewed and updated in 2011/12.

**Table 14: 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 desired improvements 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 and activity KPIs to achieve alignment at 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.

Strategy approach	Description
Organisational	To embed asset management capability and practices throughout the organisation.
Asset Management Plan	The Asset Management Plan will be developed as a “living” document and reviewed on a regular basis to ensure alignment with current council, organisational and asset management policy.  The Asset Management Plan will be subject to formal adoption by Greater Wellington.
Continuous improvement	Improvement of asset management practices, processes, systems and plans will be undertaken in accordance with the improvement plan, which will be reviewed annually.

## 8.2 Priority based decision making

Priority setting using the layered service approach and associated service level guidelines helps ensure the delivery of an effective and efficient integrated public transport network. It also ensures resources are focused where they can provide the greatest benefit (refer focus areas in section 6.1) by guiding the prioritisation of public transport services and infrastructure, based on the role and function of each network service layer.

### 8.2.1 Public transport service priorities

Table 15 provides guidelines for prioritising the 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 the objectives and policies of this PT Plan and funding availability.

The focus is to first maintain standard service levels before incrementally increasing service levels, at different times of the day to meet target service levels. The priority for other improvements, eg, low-floor buses, will also be guided by the priorities in Table 15 and otherwise in accordance with the objectives and policies of this PT Plan.

**Table 15 Priority setting using the layered service approach**

High level priorities	Service level priorities
<p>1. Deliver <u>standard service levels in areas already serviced</u> by public transport and which have sufficient demand to justify the service level provided.</p> <p>This is a basic integrated network of services that provides access to basic community activities and services (eg, work, education, health care, welfare, and food shopping).</p>	<p>1. Provision of services on the rapid transit network to standard service levels</p> <p>2. Provision of services on the quality transit network to standard service levels</p> <p>3. Provision of services on the local connector network to standard service levels</p>
<p>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.</p> <p>This is an enhanced integrated network of services at peak times to reduce traffic congestion and reduce the need for additional road investment by providing an environmentally viable alternative to private car for travel to work and education.</p>	<p>4. Provision of targeted services at peak times</p> <p>5. Increased frequency on the rapid transit network and quality transit network to target levels at peak times</p> <p>6. Increased hours of operation on the rapid transit network and quality transit network to target levels</p> <p>7. Increased frequency on the local connector network to target levels at peak times</p> <p>8. Increased hours of operation on the local connector network to target levels</p>
<p>3. Improve service coverage in areas not already serviced by public transport, prioritised to first increase coverage in higher density areas where there is higher demand and lower service cost.</p>	<p>9. Provision of services on the rapid transit network to standard service levels</p> <p>10. Provision of services on the quality transit network to standard service levels</p> <p>11. Provision of services on the local connector network to standard service levels</p>



High level priorities	Service level priorities
<p>4. Deliver target service levels at all times of the day in areas already serviced by public transport.</p> <p>This is an enhanced integrated network of services at all times of the day and week.</p>	<p>12. Provision of targeted services</p> <p>13. Increased hours of operation on the rapid transit network and quality transit network to target levels</p> <p>14. Increased hours of operation on the local connector network to target levels</p> <p>15. Increased frequency on the rapid transit network and quality transit network to target levels</p> <p>16. Increased frequency on the local connector network to target levels</p> <p>17. Increased hours of operation and frequency of targeted services</p>

### 8.2.2 Public transport infrastructure investment priorities

Infrastructure investment should be prioritised to enable delivery of public transport services in accordance with their role and function. Higher-order network service layers will generally require greater investment to ensure service delivery in accordance with their role and function.

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 that they continue to fulfil their role and function.

## 9. Description of services

This section provides an understanding of the overall service levels that can be expected in the region for the period covered by this PT Plan<sup>19</sup>.

### 9.1 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 4.1. The public transport network coverage is shown in Figure 8.

#### 9.1.1 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 16. In most cases, the service levels within each regular network service layer will at least meet the 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 section 8.1).

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 11.2. If changes result in lower service levels than shown in Table 16 this PT Plan will also need to be reviewed.

#### 9.1.2 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

Commuter services provide additional capacity at peak times to support traffic congestion relief. Commuter services will only be provided where they support the regular public transport network, ie, they do not increase the cost of operating regular public transport network services

They are designed to support the regular public transport network and may include services operating during peak times only or express services.

Where appropriate, Greater Wellington will continue to allow the operation of commercial commuter services 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 reducing traffic congestion.


The regular network service layers provide for much of this travel but do not cater for all school travel needs. In accordance with Policy 1.4, Greater Wellington will seek to enable school children in the urban area to access their nearest and/or zoned school. Greater Wellington will not fund dedicated school bus services to schools that are not the nearest and/or zoned school, or schools outside the urban area. Greater Wellington will also not support school services where children live 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 due to a number of factors, including the location of schools and capacity on the regular public transport network to meet demand. Greater Wellington will encourage schools to provide for their own transport needs and in particular will support the commercial provision of school bus services.

Where necessary, Greater Wellington will provide contracted school bus services to ensure students have reasonable access to their nearest and/or zoned school. Greater Wellington will not fund dedicated school bus services to schools that are not the nearest and/or zoned school, or to schools outside the urban area. The Ministry of Education is expected to meet the needs of students travelling outside the urban area where there are no other public transport services.

Where contracted school bus services are currently provided outside of this policy, Greater Wellington will carry out service reviews in

<sup>19</sup> This description of services is provided in accordance with section 10(1)(a)(i) of the Public Transport Management Act 2008.



consultation with relevant schools and communities before removing or changing any service.

### *c Night bus services*

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 safe, cost effective travel home as a social good.

### *d Community transport services*

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 (refer Appendix 9).

If a public transport service is removed as a result of a service review Greater Wellington may provide discounted taxi travel for people who are transport disadvantaged and previously relied on that service. This scheme is known as “Taxi Fair” and will generally provide a discount equivalent to the Total Mobility Scheme concession for no more than two years. The purpose of the Taxi Fair scheme is to enable affected people sufficient time to make alternative travel arrangements.

### *e Rural connections*

Rural connections connect key rural communities.

These transport connections are provided to key rural locations, such as Masterton and Otaki, as the extension of regular public transport services

to rural areas is generally not cost-effective and cannot be justified economically.



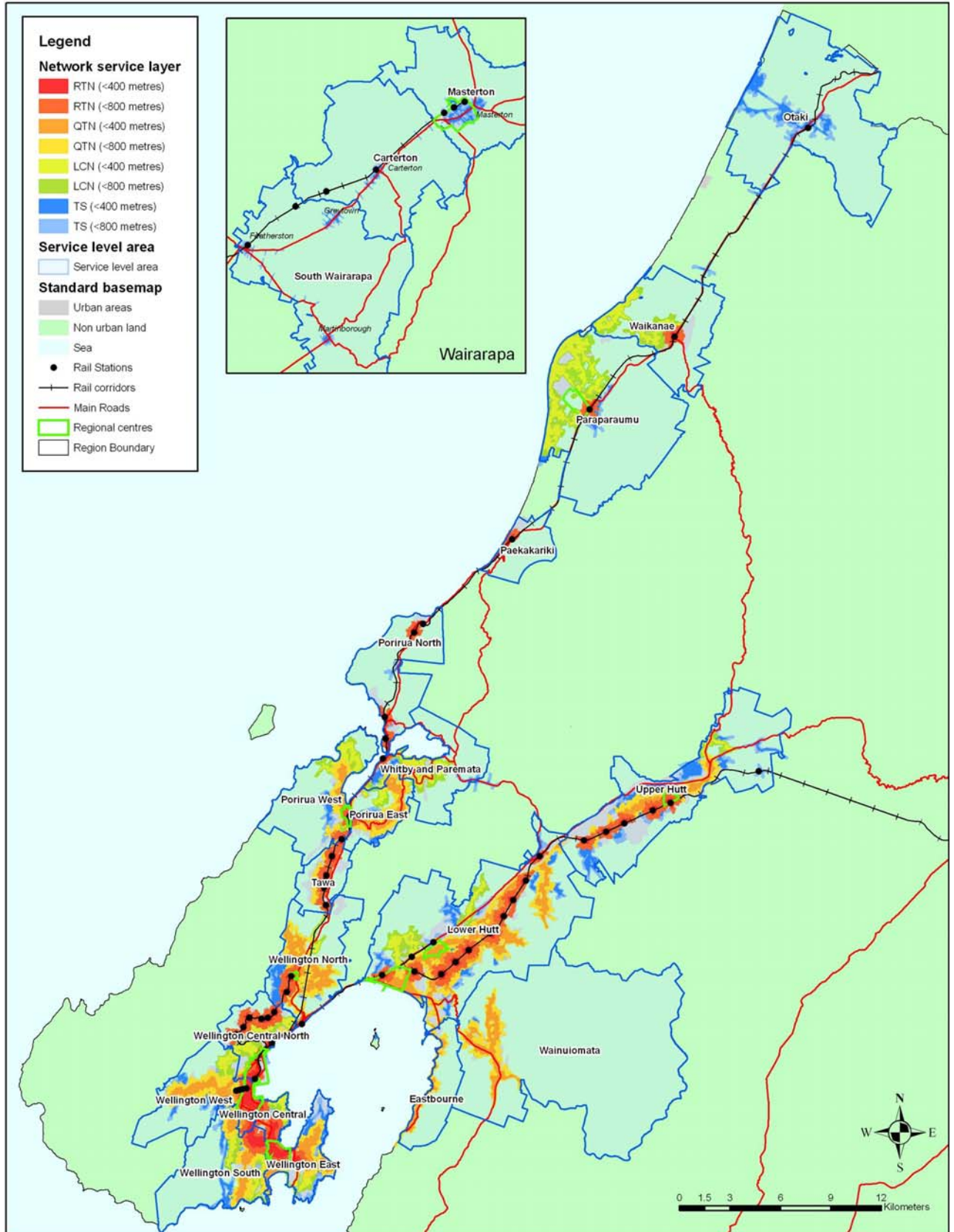


Figure 8: Public transport network coverage (excluding school only services)<sup>20</sup>

<sup>20</sup> In the key RTN = rapid transit network, QTN = quality transit network, LCN = local connector network and TS = targeted services (refer section 4.1)

## 9.2 Service levels provided

This section describes the public transport service levels intended to be provided in the region in accordance with this PT Plan.

The region is divided into a number of service level areas, as shown in Figure 8, based on consideration of where the majority of people live and work and where the majority of public transport services are located<sup>1</sup>.

Greater Wellington will ensure delivery of services as set out in Table 16 which identifies, for each service level area, the proportion of people who will have access to a certain quality of public transport service.

Quality of service relates to which of the four network service layers people have access to, ie, rapid transit network (RTN), quality transit network (QTN), local connector network (LCN) or targeted service (TS). The classification of network service layers is covered in Appendix 6.

Service levels are described in this manner to provide a reasonable picture of what can be expected while avoiding any detailed service descriptions that could quickly become out of date and will avoid changes to this PT Plan that might otherwise be required for relatively minor service changes.

**Table 16: Service levels proposed to be provided for each service level area in the region**

Service level area (refer Appendix 7)	Distance from public transport stop (metres)	Proportion of people with access to public transport				
		Up to 20%	Up to 40%	Up to 60%	Up to 80%	Up to 100%
<b>Regional average</b>	<b>400m</b>	R R	Q Q	Q L	T T	
	<b>800m</b>	R R	R R	Q Q	Q L	T T
Wellington Central	400m	R R	R R	R R	R Q	Q L
	800m	R R	R R	R R	R R	R Q
Wellington Central North	400m	R R	R R	Q L	L T	
	800m	R R	R R	R R	R R	L L
Wellington East	400m	R R	Q Q	Q Q	L T	T
	800m	R R	R R	Q Q	Q Q	Q L
Wellington South	400m	R R	R Q	Q L	L T	T
	800m	R R	R R	Q Q	Q Q	L T
Wellington West	400m	Q Q	Q Q	L L	T T	
	800m	R R	Q Q	Q Q	Q Q	L T
Wellington North	400m	R Q	Q Q	Q L	T T	T
	800m	R R	R Q	Q Q	Q Q	L T

Service level area (refer Appendix 7)	Distance from public transport stop (metres)	Proportion of people with access to public transport				
		Up to 20%	Up to 40%	Up to 60%	Up to 80%	Up to 100%
Tawa	400m	R R	Q			
	800m	R R	R R	R Q	Q T	
Porirua West	400m	R Q	Q L	L L	L T	T
	800m	R R	Q Q	Q Q	L L	L T
Porirua East	400m	Q Q	Q Q	Q T	T	
	800m	R Q	Q Q	Q Q	Q Q	Q T
Whitby and Paremata	400m	Q L	L L	L L	T T	
	800m	R Q	Q 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	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	T
Lower Hutt	400m	R Q	Q Q	Q Q	L T	
	800m	R R	R Q	Q Q	Q Q	L T
Eastbourne	400m	Q Q	Q Q	Q Q	Q	
	800m	Q Q	Q Q	Q Q	Q Q	Q Q
Wainuiomata	400m	Q Q	Q Q	Q Q	T	
	800m	Q Q	Q Q	Q Q	Q Q	Q Q
Upper Hutt	400m	R Q	Q L	T T	T	
	800m	R R	R Q	Q Q	Q T	T T
South Wairarapa	400m	T T	T T	T		
	800m	T T	T T	T T	T T	
Carterton	400m	T T	T T			
	800m	T T	T T	T T	T	
Masterton	400m	T T	T T	T T		
	800m	T T	T T	T T	T T	T

Network service layer:

- Rapid transit network
- Quality transit network
- Local connector network
- Targeted services

## 10. 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 (PTMA). It includes the notice periods and controls that we have identified for the region. We have identified no contracting requirements<sup>21</sup>.

Greater Wellington will continue to register commercial and contracted public transport services in accordance with the PTMA.

### 10.1 Minimum notice periods

The Public Transport Management Act 2008 (PTMA) (section 10(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 (eg, Naked Bus or Intercity Coachlines).

Greater Wellington has set the following minimum notice periods in accordance with Policy 10.4.

#### 10.1.1 Notice period for commencement of a new public transport service

Greater Wellington requires a minimum notice period of 65 working days before any new public transport service commences operation. A lesser notice period may be considered where this is necessary to respond to rapidly developing changes in demand.

This notice period applies to both contracted and commercial public transport services. It does not apply to non-Metlink inter-regional services (eg, Naked Bus or Intercity Coachlines).

#### 10.1.2 Notice period for a variation to a public transport service

Greater Wellington requires a minimum notice period of 65 working days before a variation to any existing registered public transport service comes into force. A lesser notice period may be considered where this is necessary to respond to rapidly developing changes in demand.

This notice period applies to both contracted and commercial public transport services. It does not

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<sup>21</sup> 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.

apply to non-Metlink inter-regional services (eg, Naked Bus or Intercity Coachlines).

#### 10.1.3 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 120 working days before the withdrawal of an existing contracted public transport service. A lesser notice period may be considered where this is necessary to respond to rapidly developing changes in demand.

##### *b Commercial public transport services*

In accordance with the PTMA, Greater Wellington requires a minimum notice period of 65 working days before the withdrawal of an existing commercial public transport service. A lesser notice period may be considered where this is necessary to respond to rapidly developing changes in demand.


Greater Wellington's preference is for a negotiated agreement with commercial transport operators agreeing to a minimum notice period of 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.

### 10.2 Controls

Greater Wellington is empowered by section 13 of the PTMA to control a number of aspects of commercial public transport services, if it chooses to do so. The development of a new PTOM (refer section 2.4.2d) may negate the need for most controls and this will be considered prior to developing any control.

Greater Wellington is considering the need for controls in a number of areas as set out in this section. If any controls are to be adopted this PT Plan will be reviewed and changed in accordance with section 11.1.

To ensure consistency, the same standards as set out in any controls will be applied equally to



contracted and commercial services, although legislation states controls only apply to commercial services. In the case of contracted services, contracts will require adherence to any relevant controls.

### **10.2.1 Control requiring grouping of services**

Greater Wellington has considered implementing a control under the Public Transport Management Act 2008 that would require groupings of services in accordance Policy 10.3 but the development of PTOM may avoid the need for any controls in this area.

PTOM provides for all bus services to be operated as part of a group or “operating unit”. Each operating unit would contain an individual bus route or, more typically, a grouping of routes. Greater Wellington would allocate each commercially registered bus service to a specified operating unit in accordance with Objective 10 and in particular Policy 10.3.

### **10.2.2 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 Metlink branding guidelines, a control would ensure certainty if a new operator were to begin operating.

### **10.2.3 Control requiring integration of fares and ticketing**

Without legislative change, it is almost certain that 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 consider whether a control is required.

### **10.2.4 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 to 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

### 11. Plan, service and fare reviews

This section describes the processes that will be followed when reviewing this PT Plan and public transport services and fares.

#### 11.1 Reviewing this PT Plan

Greater Wellington is required to undertake a formal review of this PT Plan at least every three years. The purpose of the review is to determine whether any variations are required.

Greater Wellington will not amend this PT Plan more than once per year, if possible. It should be noted, that it must be reviewed following a service review (refer section 11.2) 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 updated 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.

A full review of this PT Plan will also be undertaken by the end of 2014.

##### 11.1.1 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 5.5). 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 followed if the matter is not considered significant.

#### 11.2 Reviewing public transport services

Regular service reviews are required in accordance with Policy 1.8 of this PT Plan. The timing of regular service reviews is based around the current RLTS multi-modal corridor plan reviews (refer RLTS).

The purpose and general process for carrying out service reviews are set out in this section.

The public transport services proposed to be provided in the region, as described in section 9, will only be changed following a service review and any resulting variation to this PT Plan.

Service reviews are carried out in close collaboration with transport operators. This is consistent with the partnership approach envisioned through the emergin public transport operating model (refer section 2.4.2d).

##### 11.2.1 Purpose of service review

Service reviews are the primary means of delivering an effective and efficient integrated public transport network as described in section 6. Regular service reviews provide an opportunity to ensure public transport services continue to meet customer needs. 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 6).

There are two main types of service review: area-wide reviews, which generally consider large geographical areas, and more focused, targeted reviews. An explanation of each follows.

##### *a Area-wide service reviews*

Area-wide service reviews are planned to give effect to the multi-modal corridors reviews carried out under the RLTS.

Area-wide service reviews consider all factors relevant to the area under review and cover all public transport modes including rail, bus and ferry.

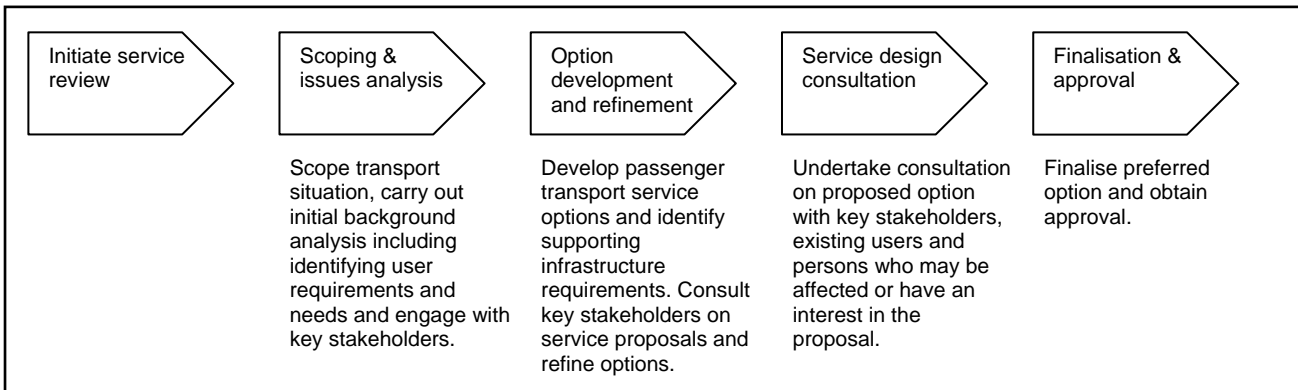
##### *b Targeted service reviews*

Targeted service reviews are designed to enable more responsive and timely adjustments to service levels than area-wide reviews. Less detail and more targeted consultation is generally required.



Targeted reviews can be carried out for a number of reasons, eg, poor performance, high costs,

crowding or customer complaints.



**Figure 9: Overview of service review process**

### 11.2.2 Service review process

An overview of the service review process is set out in Figure 9.

Each service review will generally involve:

- An assessment of existing services against the layered service approach and the objectives and policies of this PT Plan.
- An assessment of any new service requirements.

The service review process includes consideration and application of the layered service approach, guidelines for consistent service levels and priority based decision making to help determine the appropriate services to be provided.

Service reviews are undertaken in collaboration with key stakeholders and involve targeted consultation in affected areas with stakeholders, existing and potential users, and people who may be affected by any proposed service changes or have an interest in them.

Area-wide reviews also generally involve consultation with all households in the area.

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

### 11.2.3 Service review outcomes

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

Service reviews are required to take account of a wide range of factors which are sometimes conflicting. For example, one of our key focus

areas is to improve efficiency (refer section 6.1) which could result in a reduction of service in some areas where demand is low and an increase in services where demand is high.

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 (refer section 11.1) to determine whether or not a variation is required. This may only involve looking at the impact of changes on the description of services in section 9. In most cases, the PT Plan review will be part of the service review process.

If a variation to this PT Plan is required, the significance policy will need to be considered to determine the appropriate consultation process (refer section 5.5).

The implementation of service review changes will proceed subject to funding approvals and procurement requirements.

### 11.2.4 Area-wide service review programme

Greater Wellington has a rolling programme of area-wide service reviews to ensure that all areas are examined at regular intervals. The service review programme, and the areas that are included in each review, are set out in Table 17.

Area-wide service reviews generally take between six and eighteen months, depending on their size and complexity.



**Table 17 Programme of area-wide service reviews**

Service review area	Last review	2011/12	2012/13	2013/14	2014/15	2015/16
Wellington City Bus Review – Southern (Wellington west, east, north, south)		X				
Wairarapa Public Transport Review	2005	X				
Eastern (Eastbourne, Wainuiomata, Lower Hutt, Upper Hutt), including east-west connections to Porirua			X	X		
Western – Kapiti	2005				X	
Western – Porirua, including east-west connections to the Hutt Valley	2010					X

### 11.2.5 Service reviews underway

The following service reviews were underway at the time of writing (September 2011).

#### a Wellington City Bus Review

The Wellington City Bus Review is planned for completion in 2012. It focuses on bus services, and their integration with other public transport modes.

The review encompasses the urban areas of Wellington City, south of Takapu Road in Grenada North. 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. Due to its size, the Wellington City Bus Review will almost certainly require changes to this PT Plan.

#### b Wairarapa Public Transport Review

The Wairarapa Review encompasses the Wairarapa towns of Masterton, Greytown, Carterton, Featherston and Martinborough.

The last review took place in 2004/05 and changes arising from this were implemented from July 2007. In this review we saw the introduction of wheelchair accessible services to Masterton Hospital, an increase in bus services between Masterton and Featherston and the introduction of

the Wairarapa Plus combined bus and train monthly ticket.

This review is scheduled to be completed by November 2011 with implementation during 2012.

#### c Otaki Public Transport Review

The Otaki Public Transport Review is an example of a targeted service review and therefore not included in the area-wide service review programme.

The Otaki Review encompasses the communities of Otaki, Peka Peka and Te Horo.

The last review took place in 2005; service changes implemented from this began in January 2006. These changes included the increase in the number of shopper trips, an increase in the number of trips at school start and finish times and Saturday trips increased from two to four return trips. A wheelchair accessible bus was also introduced on the route at this time.

On 20th February 2011 the extension of regular commuter train services from Paraparaumu to Waikanae Station began. This resulted in the Otaki bus route being modified to connect with trains from Waikanae Station rather than Paraparaumu.


This review is scheduled to be completed by November 2011 with implementation during 2012.

#### d Wellington Public Transport Spine Study

The Wellington Public Transport Spine Study 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.

### 11.3 Fare reviews

Fare reviews are carried out in accordance with the farebox recovery policy (refer Policy 7.1).

#### 11.3.1 Annual farebox policy compliance reviews

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

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

Farebox recovery rates are calculated for the whole system and for each mode. During the compliance review the actual farebox recovery rates are compared with the target rates. If the targets are achieved, and if predictions indicate that this is likely to continue, no additional action is taken.

If the targets are not achieved, or 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 decides which of the strategies will be applied and is not obliged to apply one strategy in preference to, or prior to, another. If Greater Wellington will also monitor farebox recovery between annual reviews if targets are not achieved.

The compliance review also addresses and takes into consideration any impact from changes to the farebox recovery policy resulting from such things as the provision of new (possibly commercial) services, or changes in contract prices through tendering.

#### 11.3.2 Annual fare level reviews

An annual review of fare levels occurs at the same time as the farebox policy compliance review.

It addresses the level of discounts, concessions and ticket types within the existing fare structure.

If the fare level review indicates that a fare increase is needed, it will be introduced as soon as possible so that it can be accounted for in the farebox recovery calculation, and prior to the next annual review.

The fare system in Wellington is based on zones rather than modes (except for the ferry, airport bus and Cable Car which are regarded as a premium services and have their own fare structures). Therefore, if one mode is not achieving its farebox recovery target, it is difficult to introduce a fare increase just for that mode, with some exceptions. For example, it is possible to target increases at rail or bus services 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) and rail can be targeted by increasing fares for 4-14 zone trips (most rail trips are between 4 and 14 zones in length).

As noted, fares may be increased for reasons other than meeting the farebox recovery targets.

#### 11.3.3 Six-yearly fare structure reviews

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 basis 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. The next review of the fare structure is scheduled for 2011/12.

## 12. Monitoring targets

Greater Wellington will regularly monitor the implementation of this PT Plan. Progress will be measured against RLTS targets and the public transport activities areas (refer section 6.3).

### 12.1 Performance measures

[TODO: Complete for EWC workshop]

The PT Plan performance measures, including milestone targets, are set out in Table 18.

**Table 18: PT Plan performance measures**

Performance measure			PT Plan performance measure				Achievement / target		
RLTS outcome area	RLTS performance measure	PT Plan performance measure	Planning	Operations	Infrastructure	Information	Achievement in 2010/11	PT Plan 2015 milestone target	RLTS/PT Plan 2020 target
1.1 Increased peak period passenger transport mode share.	Number of peak public transport trips per annum	Peak and off-peak public transport trips will increase	✓	✓	✓	✓	17.4 million	19.0 million	23.0 million
	Percentage public transport region-wide journey to work mode share		✓	✓	✓	✓	17.0%	18.0%	21.0%
1.2 Increased off-peak public transport use and community connectedness	Number of off-peak public transport trips per annum	Off-peak public transport trips will increase	✓	✓	✓	✓	17.6 million	19.0 million	23.0 million
1.3 Improved public transport accessibility for all, including the transport disadvantaged	Percentage of public transport services that are guaranteed to be wheelchair accessible	Wheelchair accessibility of public transport services will increase from the pervious year	✓	✓	✓		60.2%	90%	90.0%
	Percentage of people in the region who live or work with 400m of public transport stop on the rapid transit network, quality transit network or local connector network		✓				55%	55%	61.0%



Performance measure			PT Plan performance measure				Achievement / target		
RLTS outcome area	RLTS performance measure	PT Plan performance measure	Planning	Operations	Infrastructure	Information	Achievement in 2010/11	PT Plan 2015 milestone target	RLTS/PT Plan 2020 target
	Percentage of people in the region who live or work with 800m of public transport stop on the rapid transit network, quality transit network or local connector network		✓				77%	77%	82.0%
	n/a	Percentage of service level areas that comply with coverage targets in section 9	✓				100%	100%	100%
1.4 Reduced public transport journey times compared to travel by private car	Peak period public transport journey times relative to a similar journey by private car on selected routes		✓	✓			Continuous improvement		
	n/a	Implementation and operation of a real-time information system		✓	✓		Initiated	Completed	n/a
Other non-RLTS measures	n/a	Network wide farebox recovery ratio		✓			57.0%	55-60%	n/a
	n/a	Progress with service reviews in accordance with the service review programme in section 11.2.3	✓				Ongoing	Wairarapa Eastern	n/a

Performance measure			PT Plan performance measure				Achievement / target		
RLTS outcome area	RLTS performance measure	PT Plan performance measure	Planning	Operations	Infrastructure	Information	Achievement in 2010/11	PT Plan 2015 milestone target	RLTS/PT Plan 2020 target
	n/a	Profile of passenger rail fleet			✓		18 SW carriages 6 SE carriages 84 Ganz Mavag 37 English Electrics	24 SW carriages 96 Matangi 60 refurbished Ganz Mavag 24 un-refurbished Ganz Mavag	n/a
	n/a	Status of upgrades to rail network infrastructure			✓		Base case achieved	Continuation of RS1	n/a

## 12.2 Note on change to RLTS public transport accessibility target

This PT Plan uses an updated public transport accessibility target, 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).

This 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 PT Plan and RLTS targets provide for an equivalent level of access to public transport services. This is because Greater Wellington has adapted the RLTS target to align it with the layered service approach. The PT Plan target measures access to the rapid transit network, quality transit network or local connector network. The RLTS target measures access to “service throughout the day”.

The main effect of this change is that a number of services, including targeted services, no longer meet the definition of “service throughout the day” and are not included in the calculations. Therefore the PT Plan accessibility target appears



to be lower than the original RLTS target, even though it reflects an equivalent level of access.

For more information on service level guidelines refer section 8.1.



## PART E – BACKGROUND AND CONTEXT

### 13. Preparing this PT Plan

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

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

#### 13.1 Background

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). This PT Plan is also aligned with government priorities as described in the Government Policy Statement on Land Transport Funding (refer section 13.5.2a).

##### 13.1.1 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 details on these various roles and responsibilities are provided in Appendix 3.

### 13.2 The Public Transport Management Act

The Public Transport Management Act 2008 (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.

#### 13.3 PT Plan purpose, responsibilities and context

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

##### 13.3.1 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.
- 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 achieving an affordable, integrated, safe, responsive and sustainable land transport system for New Zealand. Greater Wellington has focused on the need to ensure that this PT Plan makes this contribution in an efficient and effective manner.

##### 13.3.2 Responsibility for preparation and adoption of this PT Plan

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

### 13.3.3 When to prepare a PT Plan

The 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. Reviews are covered in section 11 of this PT Plan.

### 13.3.4 PT Plan relationship with other planning documents

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

#### *a Greater Wellington's Long Term Plan*

The Long Term Plan (LTP) identifies the activities undertaken by Greater Wellington and how they are funded, ie, user charges, rates, government funding, etc. Greater Wellington must identify the activities it funds in its LTP. Preparation of the LTP is a requirement of the Local Government Act 2002.

Greater Wellington's current LTP was adopted in 2009. The next LTP will be adopted in June 2012. This PT Plan has been prepared in line with the financial forecasts prepared as part of the LTP process (refer section 7).

The current LTP states that the funding provided for public transport is due to a failure of the market to properly recognise the congestion and environmental costs associated with road use by private vehicles<sup>22</sup>. The LTP acknowledges that the main driver of public transport costs is the need to provide a fully-functioning public transport service during peak 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 children, and its broader role of providing public transportation for social service reasons.

Greater Wellington will review this PT Plan following adoption of the next LTP 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 2.3.2b.

#### *c Wellington Regional Land Transport Strategy*

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

- Identifying, selecting and prioritising regional projects and activities
- Monitoring actual network performance
- Reviewing implementation and corridor plans.

This PT Plan is required to give effect to the public transport services component of the RLTS. Section 13.4.3 identifies how this is done.

#### *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 the region's economic potential. It aims to enhance our "regional form" by addressing issues such as transport, housing, urban design and open spaces, which all contribute to our quality of life.

This aim will be achieved through the collaboration of the private sector, central and local government, and organisations seeking to foster economic development. The WRS 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 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 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.

<sup>22</sup> Refer Revenue and Financing Policy in Greater Wellington's 10-Year Plan 2009-19

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, along with a 10-year financial forecast. The RLTP must take account of the funding identified in the GPS and National Land Transport Programme (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.

### **13.4 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. An outline of these follows.

#### **13.4.1 Description of services**

The 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 9. This PT Plan will be varied, if required, following any service review to ensure this description of services is kept up to date.

#### **13.4.2 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 a range of personal or geographical attributes 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
- Residential locations 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)
- Older people
- People on low incomes/beneficiaries
- People in households without a vehicle
- People living in “high deprivation” neighbourhoods
- 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 towards providing for the access needs of the transport disadvantaged. Greater Wellington has also identified the following provisions in this PT Plan to assist the transport disadvantaged:

1. Policies and methods that improve the accessibility of the public transport network as a whole, eg, super-low floor buses, access to trains and provision of information
2. Provision of targeted rural services linking outlying towns
3. Targeted services, such as school bus services, and the Total Mobility Scheme for people with disabilities
4. Continued support for the SuperGold Card free travel scheme for senior citizens, subject to continued government funding
5. Concession fares for children
6. 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

7. 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, eg, rural communities. Alternative options could include supporting community transport, telecommuting, ridesharing and park and ride facilities
8. Relevant transport information, easily available in formats tailored to specific needs.

**a Total Mobility Scheme**

The Total Mobility Scheme provides for the needs of eligible people with permanent disabilities. The Total Mobility Scheme must be described in this PT Plan and is set out in Appendix 9.

**b SuperGold Card**

The SuperGold Card scheme was launched by the government in August 2007. It provides for free off-peak travel on public transport services for people aged 65 years or over. The scheme is administered by NZTA. In line with NZTA guidelines, Greater Wellington has not specifically planned to meet the travel needs of this group, but rather intends for their needs to be met by using any spare capacity that may result from normal planning activities.

**13.4.3 Giving effect to the RLTS**

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.”

The RLTS 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 government funding.<sup>23</sup>

The PT Plan vision, objectives and outcomes contribute to the RLTS vision. This PT Plan must also describe how it gives effect to the public transport services components of the Regional Land Transport Strategy (RLTS). This is set out in Table 19.

**Table 19: 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 it
Overall approach to public transport	Ensure the public transport system provides for a majority of people to get around during peak periods	Vision, Objectives 3, 4, Outcome 1.1, Policies 8.2b, 8.2c,	Objective 1 and Policy 1.1

<sup>23</sup> Government funding includes funding administered by NZTA. 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).

General topic	Public transport service component	RLTS reference	How PT Plan gives effect to it
	along key commuter routes	8.3e, 8.4f	
	Ensure public transport provides a viable alternative to travel by private car for most trips in urban areas	Issues, Vision, Objectives 3, 4,5, Outcomes 1.1, 1.2, Policies 8.1f, 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,	Vision, Issues, Objectives 3, 5, Outcomes	Objective 1 Policy 1.2 and the future network plan

General topic	Public transport service component	RLTS reference	How PT Plan gives effect to it
	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.	1.1, 1.3, 8.1, Policies 8.1a, 8.1b, 8.2c, 8.3e, 8.4e, 8.5a	in section 4.2
	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, Outcomes 1.2, 1.3	Objective 1
	Encourage improved east/west connections to improve efficiency of connections between the Western and	Issues, Policy 8.1t	Future network plan in section 4.2





General topic	Public transport service component	RLTS reference	How PT Plan gives effect to it
	Hutt Valley corridors		
	Ensure sufficient public transport capacity is in place ahead of demand	Issues, Objective 5, Policies 8.1c, 8.1i, 8.4e	Objective 1
	Ensure the provision of public transport services recognise the needs of the transport disadvantaged to enhance equity	Policy 8.1n	Objective 4. Section 13.4.2 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	Policies 8.1g, 8.4e	Objective 1 Policy 1.2 and the future network plan in section 4.2
	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	Objectives 2 and 3
	Ensure public transport service reliability is improved by reducing the impacts of congestion on the strategic public transport network including along	Issues, Objectives 3, 5, Outcome 1.5, Policy 8.1i	Objective 3 Policy 3.5

General topic	Public transport service component	RLTS reference	How PT Plan gives effect to it
	the Golden Mile and other bottlenecks, through the provision of bus priority and other measures		
Fares and ticketing	Ensure public transport fares are affordable for everyone and that concessions recognise the needs of the transport disadvantaged to enhance equity	Objectives 3, 6, Outcome 1.3, Policy 8.1n	Objectives 7, 8, 10 and 11
	Provide simple streamlined ticketing	Vision	Objectives 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	Objectives 5 and 6
	Ensure a high standard of environmental design for transport infrastructure and consistency with good urban design principles	Objective 5, Policies 8.4a, 8.4e, 8.4g, 8.5b	Objective 6
	Ensure more vehicles run on renewable fuels that are non-polluting, including trolley buses	Vision, Issues, Objective 5, Policies 8.1m, 8.4b, 8.4c	Objective 5





General topic	Public transport service component	RLTS reference	How PT Plan gives effect to it
	which have positive noise reduction and local emission benefits over diesel buses		
	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, Policies 8.1h, 8.7d	Objective 6 and government rail package covered in section <b>Error! Reference source not found.</b>
	Ensure continued improvement in walking, cycle and park and 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	Objectives 2 and 6
	Support improved safety and personal security	Policy 8.3d	Objectives 5 and 6

General topic	Public transport service component	RLTS reference	How PT Plan gives effect to it
	(perceived and real) of passenger transport users		
	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
Land use and transport integration	Ensure the strategic public transport network (connecting key destinations) is protected against impacts of inappropriate land use	Issues, Policies 8.5a, 8.5j	Objective 1 Policy 1.2 and the future network plan in section 4.2
	Ensure improved land use and transport integration, by encouraging appropriately located land development and ensure integration with transport infrastructure	Outcome 6.1, Policies 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 7
	Advocate to	Policies	Objective 11



General topic	Public transport service component	RLTS reference	How PT Plan gives effect to it
	government for increased funding and appropriate funding instruments and support start-up funding for viable 'alternative to road' initiatives	8.2h, 8.6a	
	Prioritise expenditure consistent with the RLTS	Policy 8.8	Objective 11

### 13.4.4 Public transport service policies

Public transport policies are set out in section 5.

#### a National Farebox Recovery Policy

The national farebox recover policy was adopted by the NZTA in April 2010. It 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 document “The Total Mobility Scheme – A guide for local authorities”. Greater Wellington’s Total Mobility Scheme is set out in Appendix 9.

### 13.4.5 Policy on significance

A policy on significance has been included as part of this PT Plan (refer section 5.5). The adopted policy is based on the significance policy for changes to the RLTS.

### 13.4.6 Contracting requirements and 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 10.

### 13.5 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.

### 13.5.1 PT Plan contribution to PTMA section 19(a)

#### a Contribution to objectives

Greater Wellington is satisfied that this PT Plan contributes to all of the matters set out in section 19(1) of the PTMA. This is set out in Table 20.

**Table 20: PT Plan contribution to PTMA s19(a)**

Section 19(a) matter	Contribution of this PT Plan
Assisting economic development	<p>Focus on delivering an effective and efficient integrated public transport network that provides value for money.</p> <p>Provides public transport services to key economic centres including Wellington CBD, Lower Hutt, Porirua, and 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>
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>Provides targeted Total Mobility</p>

Section 19(a) matter	Contribution of this PT Plan
	<p>services.</p> <p>Provides fare concessions for targeted groups.</p> <p>Improves access to public transport and reliability 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>


### 13.5.2 Matters taken into account in accordance with PTMA section 19(b)

Greater Wellington is required to take account of a wide range of documents and policies in accordance with section 19(b) of the PTMA. The following is an outline of the matters taken into account.

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

The current and next Government Policy Statement's on Transport Funding (GPS) have been taken into account in preparing this PT Plan, in particular, the GPS priority to maintain a strong and continuing focus on economic growth and productivity and achieving value for money.

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

The next GPS covering the period 2012-2022 has been released and will come into force on 1 July 2012.

The funding levels in both the current and next GPS contribute to the funding and affordability pressures in the region (refer section 2.4.2a). The funding levels 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 GPS 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 for the operation of new metro rail services in Wellington and Auckland. Public transport infrastructure expenditure has been reduced to “focus on highest priorities”.

The GPS also refers to work on 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 commercial services and to improve services so there is greater patronage and less reliance on public funding.

#### *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 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 on a network of electric trains and electric trolley buses. Greater Wellington is also seeking to improve the efficiency of our diesel bus fleet.

#### *d Guidelines issued by NZTA*

The guidelines issued by the 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 local authority 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 13.3.4b.

#### *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 process. The next Long Term Plan will be adopted in June 2012 (refer section 13.3.4a). This PT Plan has also considered the funding requirements of the NZTA and the GPS. Further details on expenditure and funding levels are provided in section 7.

#### *g Value for money and competition*

This PT Plan takes into account 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. The objectives and policies in the commercial framework, funding and prioritisation policy area provide for this outcome (refer section 5.4). A key method is 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 6.1 are designed to ensure the public gets the best return possible for its investment in public transport, ie, maximum 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 being included on 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.

#### **13.5.3 Consideration of the transport disadvantaged in accordance with PTMA section 19(c)**

In preparing this PT Plan, Greater Wellington is required to consider the needs of people who are "transport disadvantaged" and describe how public transport services will assist their needs. Provisions for meeting the needs of transport disadvantaged are set out in section 13.4.2.

### **13.6 Efficiency and effectiveness**

The efficiency and effectiveness of this PT Plan in contributing to the purpose of the PTMA have been considered. Section 13.5.1a sets out how this PT Plan contributes to the objectives 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 service levels. 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. Strategic policy options were considered when preparing 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.

### **13.7 Affordability considerations**

Greater Wellington has developed this PT Plan in line with projected expenditure and funding levels. These are provisional projections prepared as part of corporate long term and annual planning processes. Greater Wellington considers these levels of funding to be 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.

## Appendix 1: Glossary

Term	Description
Accessibility	The ability to reach a destination by a transport mode. Another meaning used more narrowly in relation to public transport is "the ease with which all categories of passenger can use public transport" (as defined by the Human Rights Commission "The Accessible Journey" 2005)/
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.
Electronic ticketing	Means passengers are able to pay using an electronic ticketing system, ie, by using a smartcard.
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.
Integrated ticketing	Means fares are set for an entire journey rather by leg, ie, passengers are not required to pay an additional fare when then change between services.
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.
LTP	Greater Wellington's Long Term Plan.
NLTP	The National Land Transport Fund administered by NZTA.
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	Wellington Regional Public Transport Plan 2011-2021.
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.

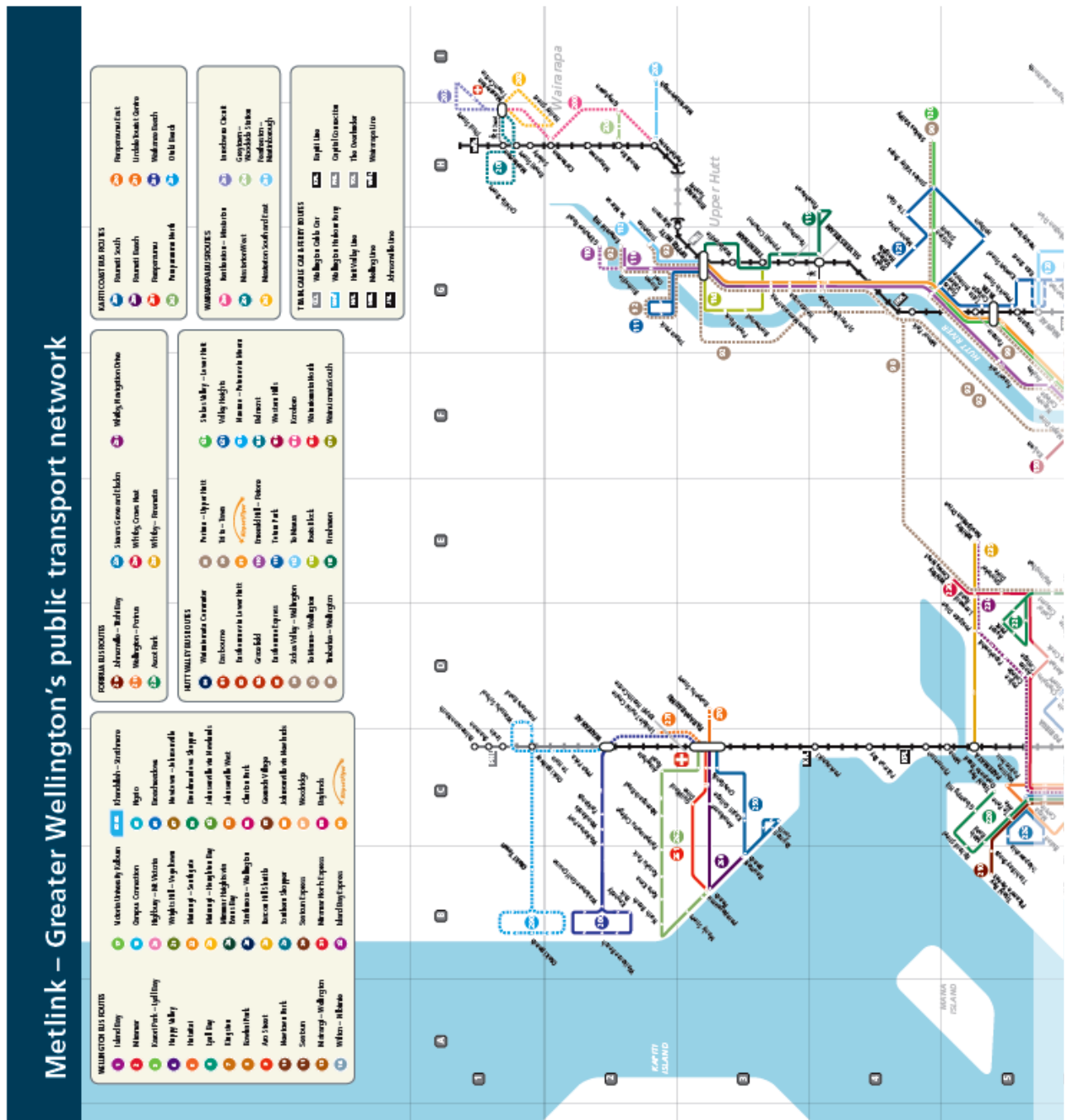


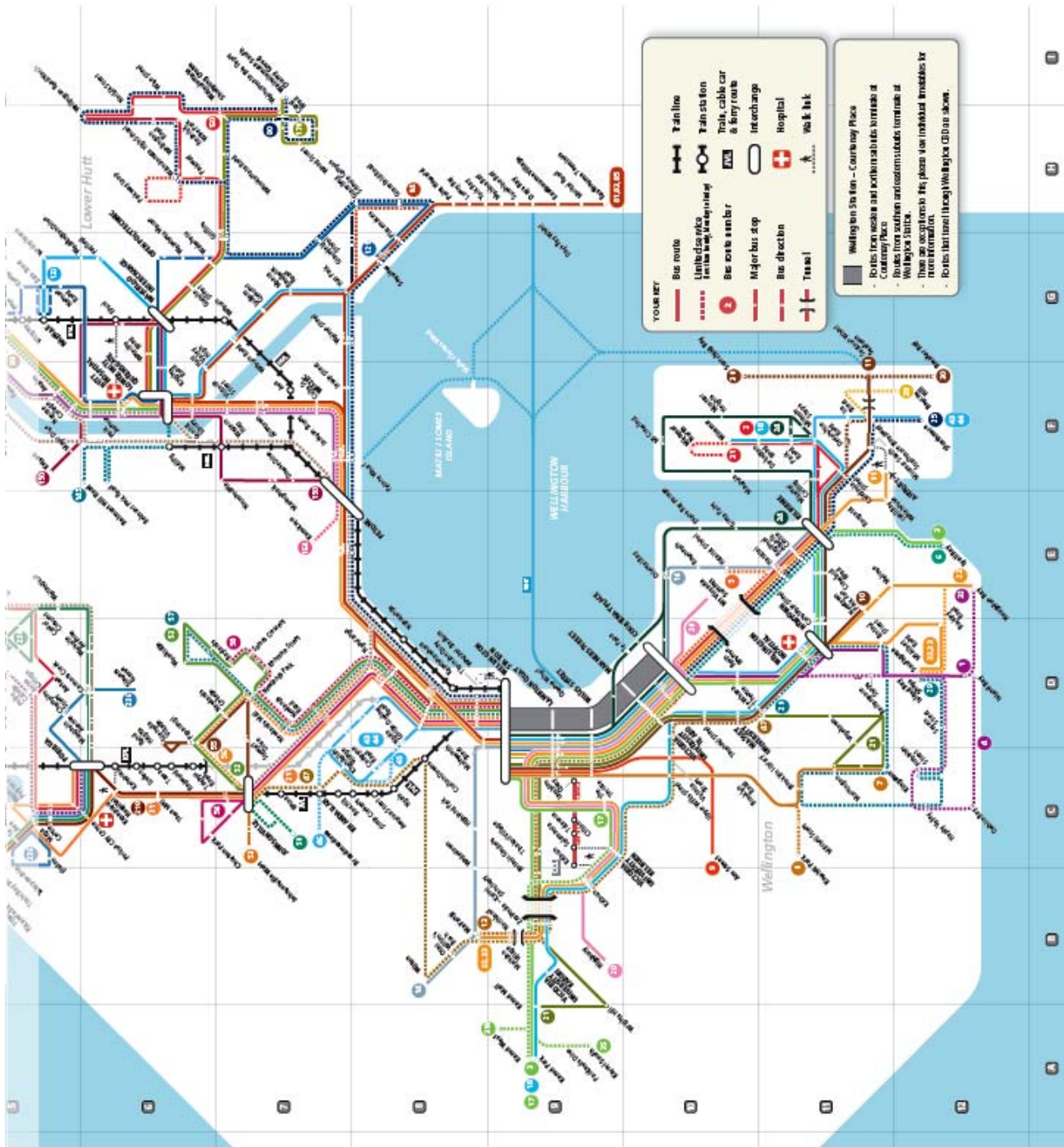
Term	Description
Public transport service	A public transport service scheduled to operate at a specified time and available to the public generally.
QTN	Quality transit network.
Quality transit network	Part of the layered service approach, the quality transit network layer supports the rapid transit 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. This PT Plan must give effect to the public transport service components of the RLTS. The RLTS is prepared by Greater Wellington and must identify an appropriate role for each land transport mode, including public transport.
Regional Passenger Transport Plan	The plan prepared by Greater Wellington in 2007 under the now repealed Transport Services 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 and Johnsonville.
Regular public transport network	The first three layers of the layered service approach (rapid transit network, quality transit network and local connector network). Excludes the targeted services layer.
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.



Term	Description
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 and cable car.
WRS	Wellington Regional Strategy.

## Appendix 2: Current network map (Aug2011)





## Appendix 3: 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 of these agencies 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 shelters.

### **Transport operators and KiwiRail**

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

With the exception of KiwiRail, transport operators own the vehicles they use to provide public transport services. This asset ownership role carries with it 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).

### **New Zealand Transport Agency**

The New Zealand Transport Agency's primary role, with regard to regional public transport, is to

provide Government funding for public transport services and infrastructure. This funding role is complemented by an advocacy role, particularly during the development of this PT Plan, to ensure that it aligns with legislation and NZTA funding expectations.

### **Local authorities**

Local authorities own and maintain the road network on which a large proportion of public transport 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 in public transport improvements.

### **Public and passengers**

The public transport system is used by members of the public. They do 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, by 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 the asset owners already mentioned, a number of other organisations own, maintain and provide infrastructure assets associated with the public transport network. An example is Wellington Cable Car Ltd, which carries out maintenance on the overhead cables used to support the electric trolley bus system in Wellington city.



## Appendix 4: PT Plan methods by activity area

The methods set out under the policy areas in section 5 are listed below by activity area.

### ***Planning public transport services***

- [TBA]

- 

### ***Public transport operations***

- [TBA]

- 

### ***Maintaining infrastructure assets and investing in new infrastructure***

- [TBA]

- 

### ***Marketing and information management***

- [TBA]

-





## Appendix 5: The layered service approach

The layered service approach is directed by Policy 1.2. It is based on an interconnected hierarchy of services, where services within 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 consists of four network service layers, as defined in Policy 1.2. Each layer has a particular role and function as part of an effective and efficient integrated public transport network.

### Rapid transit network

The rapid transit network is intended to support high capacity services along high demand corridors connecting regionally significant centres. It includes priority measures to avoid the impact of traffic congestion (refer 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 the development of higher density town centres, as envisaged by the Proposed Regional Policy Statement and Wellington Regional Strategy<sup>24</sup>.

Role and function	Operating characteristics	Infrastructure and right of way requirements
Part of the future network plan, providing the main backbone	High speed High frequency High reliability	Separate right of way High quality stations and passenger facilities
Connects regionally significant centres to the Wellington CBD	High capacity vehicles Extensive hours of operation	Park and ride facilities at suburban stations outside town centres
Influences future development patterns by encouraging more	High quality service Direct routes	High quality

<sup>24</sup> The rapid transit network is referred to as the strategic public transport network in the Regional Land Transport Strategy and Proposed Regional Policy Statement.

intensive urban development in the key growth centres it serves Provides high speed, reliable access around the region	Stations typically spaced about 3km (or more on certain routes) apart to facilitate fast travel times competitive with the private car	interchange facilities at key transfer stations
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### 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. It includes priority measures to reduce the impacts of traffic congestion (refer 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 relatively fast, reliable access around the region, in conjunction with the rapid transit network.

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



convenient, reliable access around the region		
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**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 (refer Policy 1.2c).

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

**Targeted services**

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

Targeted services are currently provided in accordance with Policy 1.4. Targeted services may be 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.

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
Peak only commuter buses School services to local schools where no other service is available School services where these are more cost effective to provide than services on the rapid transit network, quality transit network or local connector network Connects rural towns and settlements Provide services for people unable to use the regular passenger transport network because of mobility impairment Demand-responsive services in areas of low demand	Regular vehicles meeting specific needs, eg, commuter services and rural services including the Wairarapa train 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 Accessible buses for some scheduled or demand-responsive services to regular locations in areas of low demand or specific demographic requirements School services operating regular buses May utilise taxis or mini vans as well as regular passenger service vehicles.	Shared right of way with no specific priority measures

## Appendix 6: Matters considered in classifying network service layers

This appendix sets out some of the matters considered in defining the future network plan in section 4.2, defining guidelines for consistent service levels in section 8.1 and classifying network service layers within each service level area in section 9.

### **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. These criteria are:

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

**Table 21: Criteria for classification of network service layers**

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

## **Classifying layers of the future network plan**

This section sets out the criteria used to classify the layers and links identified in the future network plan in section 4.2 and shown in Figure 5.

The layers of the future network plan are classified based on the role and function of each layer in Appendix 5 and according to the criteria in Table 21.

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 8.1.1).

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 5). 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 21.

### **Quality transit network layer**

The quality transit network layers were developed taking account of the criteria in Table 21.

### **Other strategic connections**

The “other strategic connections” component of the future network plan (refer Figure 5) 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 to be 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 in the “other strategic connections” 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.

In the future network plan the “possible future connections” reflect the strategic priorities of the RLTS (refer Figure 5).

## **Defining guidelines for consistent service levels**

This section provides further information on how the guidelines for consistent service levels in section 8.1 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 2.3) and the role and function of each network service layer (refer Appendix 5).

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 provide at least 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 traffic congestion relief at peak times and to maximise the attractiveness of public transport as a viable alternative to travel by private car, ie, to increase patronage.

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 at a 20 minute frequency to enable connection with 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 layer**

Table 22 shows the criteria used to define the network service layers for each service level area outlined in section 9.

**Table 22: Criteria for classifying public transport stops by network service layer within each network service area**

Layer	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 7: Service level areas

The service level areas used in the description of services in section 9 are defined as follows<sup>25</sup>. The service level areas are also shown in Figure 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

<sup>25</sup> Suburbs list generated from GW GIS base map suburbs. Population and employment data from Census 2006.





Service level area	Suburbs in area	Population	Employment	Total
Carterton	Carrington, Carterton, Clareville, Dalefield, Kokotau, Parkvale, Taratahi East, Taratahi West, Taumata Island, Waihakeke, Waingawa	6,192	2,135	8,327
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 8: 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 information that is required to be included in the farebox recovery policy.

The farebox recovery policy has been prepared in accordance with NZTA's National Farebox Recovery Policy. This requires regional councils to prepare a farebox recovery policy and include that policy in their 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 to describe how the targets were chosen
- Identify strategies for achieving the targets
- Describe how the policy will be applied
- Describe how the policy contributes to other national and regional policies.

Each of these points is expanded on below.

### ***Farebox recovery targets for the network and each mode***

The farebox recovery targets are defined in Policy 7.1 and set out in Table 6 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
- 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 (eg, school bus services, community transport services and rural connections provided in accordance with Policy

1.4. 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 13 in section 8.1.1.

Targets are measured over the course of a year 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, eg, university payments to supported discounted travel
- Subsidies paid for SuperGold card travel.

Non-public transport services are excluded from the calculation. These include 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.

The NZTA method used to calculate farebox recovery is different from that previously used by Greater Wellington, as reflected in the farebox target in Greater Wellington's Long Term Plan. The NZTA method is based on operating costs only, while the Long Term Plan includes a consideration of capital costs by factoring in debt servicing costs and therefore show a lower recovery rate. The Long Term Plan target reflects the private share of regional public transport costs.

There are a number of outstanding issues to be agreed with NZTA regarding what costs should be included in the calculation of farebox recovery

targets, particularly around the definition of what rail costs are deemed to be capital (and therefore excluded from the calculation) and what are operating costs (and therefore included). Discussions are ongoing.

### How 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%.

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 the current level and reflects that ferry services traditionally have a higher farebox recovery rate. The target of 100% for the cable car is the current level.

The target ranges were also chosen to meet the National Farebox Recovery Policy requirement for fares nationally to cover at least 50% of public transport costs nationally.

Consideration was given to higher targets but they were not considered to be appropriate as Greater Wellington is already achieving a relatively high farebox recovery level, compared with other cities in New Zealand. 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 they were also not considered appropriate as targets reflect existing farebox recovery levels in the Greater Wellington Long Term Plan. 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 as part of the Long Term Plan process and not this PT Plan.

### 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 23 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 23: 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 8.1, in particular, the guidelines for frequency, hours of operation and route level farebox recovery.</p> <p>Methods to achieve this strategy include:</p> <ol style="list-style-type: none"> <li>1. Considering farebox recovery when carrying out service reviews</li> <li>2. Identifying services with poor farebox recovery rates and trying to improve the performance of those services (eg, with increased advertising or timetable changes)</li> <li>3. Encouraging provision of commercial services.</li> </ol>
Increase patronage	<p>Increasing patronage can increase revenue and farebox recovery. Methods to achieve this strategy include:</p> <ol style="list-style-type: none"> <li>1. Undertaking general and targeted publicity.</li> <li>2. Improving service quality with improved infrastructure such as stations, shelters, bus lanes and improved vehicle quality.</li> <li>3. Improving service quality through network enhancements such as more direct and express routes.</li> <li>4. Improving service quality through network wide features such as real time information and integrated ticketing.</li> <li>5. Changing fares to encourage an increase in patronage.</li> </ol>
Reduce poor performing services	<p>Reducing poor performing services can reduce costs and increase farebox recovery. Methods to achieve this strategy include:</p> <ol style="list-style-type: none"> <li>1. Identifying and undertaking targeted service reviews of poorly performing</li> </ol>



Strategy	Explanation
	<p>services (ie, those services with high costs and/or low patronage).</p> <ol style="list-style-type: none"> <li>Reducing costs through reductions to frequencies and routes and assessing vehicle size/suitability.</li> <li>Investigating alternative ways of providing services, such as dial-a-ride, Taxi Fair and Total Mobility Scheme.</li> </ol> <p>The needs of the transport disadvantaged will be considered before any reductions in service, as will the guidelines for consistent service levels in section 8.1.</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> <ol style="list-style-type: none"> <li>Reviewing the eligibility criteria for concession fares and the level of multi-trip discounts.</li> <li>Seeking supplementary sources of funding.</li> <li>Targeted fare increases or introducing premium fares aimed at services which are not meeting the target levels.</li> <li>General fare increases to address general inflation increases.</li> <li>General fare increases to bring the farebox recovery ratio within the target range.</li> </ol> <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, eg, to address increases in costs that 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 farebox recovery policy applies from 1 July 2011 to correspond with the beginning of the financial year. The first annual assessment of

farebox recovery levels will occur for the year ended 30 June 2012. The first compliance review will be due around September 2012.

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

#### **Fare reviews**

The farebox recovery policy is applied by way of an annual farebox policy compliance review, annual fare level review and six-yearly fare structure review. Further detail on these fare reviews is provided in section 11.3.

#### **Other reviews and refinement**

This policy, including the target ranges and timeframes, will be reviewed at least every three years as part of 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.

The farebox recovery targets in this PT Plan have been calculated using patronage, cost and revenue figures currently supplied to Greater Wellington by transport operators. However, it is likely that some of this 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
- Ongoing discussion with NZTA regarding which rail costs should be included in the calculations.

This PT Plan will be varied, as appropriate, to incorporate any necessary revisions to the regional farebox recovery policy or targets.

#### ***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 24.

**Table 24: 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 level of user contribution towards the funding of public transport, compared with other regions in NZ. It recognises the need for efficiency 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, thus helping to achieve the patronage targets set in the RLTS
Regional Public Transport Plan (RPTP)	This policy aims to improve efficiency 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 9: The Total Mobility Scheme

The Total Mobility Scheme (TMS) 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.

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 defined as 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 transport departs
- Getting onto transport
- Riding securely
- Getting off transport
- Getting to the destination.

Eligibility assessment also 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, (eg, 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
- Children with impairments who meet the criteria for the Total Mobility Scheme
- People with impairments who meet the criteria for the Total Mobility scheme and live in residential care.

Eligible users are required to carry a photo identification card. Passengers pay 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, which is currently set at \$40 per fare (ie, 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, each year Greater Wellington 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, eg, by ACC or the Ministry of Health.

The Total Mobility Scheme is not intended to 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, which have responsibility through subsidies for health and related service travel requirements.